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WILDERNESS AREAS IN OKLAHOMA, FLORIDA, GEORGIA, AND ARIZONA; TOIYABE NATIONAL FOREST

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HEARING

BEFORE THE

SUBCOMMITTEE ON PUBLIC LANDS

OF THE

COMMITTEE ON

INTERIOR AND INSULAR AFFAIRS

UNITED STATES SENATE

NINETY-FIRST CONGRESS

SECOND SESSION

ON

S. 3222, S. 709, and S. 3279



BILLS TO DESIGNATE AS WILDERNESS LAND IN WICHITA MOUNTAINS WILDLIFE REFUGE IN OKLAHOMA; TO DESIGNATE AS WILDERNESS CERTAIN LANDS IN FLORIDA, GEORGIA, AND ARIZONA; AND TO EXTEND BOUNDARIES OF THE TOIYABE NATIONAL FOREST IN NEVADA

APRIL 9, 1970



Printed for the use of the
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CONTENTS

	Page
S. 3222.....	1
Interior report.....	2
S. 3279.....	2
S. 709.....	3
Interior report.....	3

STATEMENTS

Bible, Hon. Alan, a U.S. Senator from the State of Nevada.....	4
Cramer, Hon. William C., a U.S. Representative in Congress from the State of Florida.....	28
Crichton, John M., executive vice president, Waycross and Ware County Chamber of Commerce.....	32
Dickerman, Ernest M., director of field operations, eastern region, The Wilderness Society.....	49
Gilmore, Carl, representing the Arizona Conservation Council, Prescott College Environmental Defense Committee, Prescott, Ariz.....	45
Glasgow, Leslie L., Assistant Secretary of the Interior; accompanied by Noble Buell, Assistant Director for Operations, Bureau of Sport Fisheries and Wildlife; Julian Howard, refuge manager, Wichita Mountains Wildlife Refuge; Larry Givens, Assistant Regional Director for Operations, Region 4, Bureau of Sport Fisheries and Wildlife; and Royston Rudolph, Assistant Refuge Supervisor, Region 4, Bureau of Sport Fisheries and Wildlife.....	11
Harris, Hon. Fred R., a U.S. Senator from the State of Oklahoma.....	10
Mays, Jack R., manager, Folkston and Charlton County Chamber of Commerce, Folkston, Ga.....	29
McComb, John A., and Bob Waldrop, Sierra Club, Washington, D.C.....	46
Morrison, James, director of public information, the Georgia Conservancy, Inc.....	36
Nelson, M. M., Deputy Chief, Forest Service, U.S. Department of Agriculture, accompanied by R. F. Droege, Associate Deputy Chief.....	52
Northrup, Martin R., assistant executive director, Florida Audubon Society.....	43
Stuckey, Hon. W. S., Jr., a U.S. Representative in Congress from the State of Georgia.....	26
Voigt, William, Jr., field representative of the Wilderness Society, Blackshear, Ga.....	40

COMMUNICATIONS

Cronkhite, Eric R., chairman, legislative committee, Nevada Recreation and Park Society: Letter to Senator Bible, dated February 11, 1970.....	9
Dillard, L. A., president, Okefenokee Bird Club: Letter to Senator Jackson, dated April 7, 1970.....	34
Elkins, Liston, for Okefenokee Swamp Park: Letter to Senator Jackson, dated April 6, 1970.....	42
Etchemendy, Henry, city manager, Carson City: Letter to Senator Bible, dated September 12, 1969.....	8
Sack, Ivan, chairman, Nevada Tahoe Regional Planning Agency: Letter to Senator Bible, dated: September 26, 1969.....	9
October 22, 1969.....	9
Slash Pine Area Planning and Development Commission: Letter to Senator Jackson, dated April 7, 1970.....	35
Resolution.....	35

IV

Ware County Board of Commissioners, letters to Senator Jackson:	Page
April 8, 1970.....	33
April 23, 1970.....	33
Congressman Stuckey, dated April 23, 1970.....	34
Resolution.....	34
Willingham, Hon. R. W., mayor, Waycross, Ga.: Letter to Senator Jackson, dated April 7, 1970.....	35

ADDITIONAL INFORMATION

Senate Joint Resolution No. 15, requesting Senator Bible to introduce in the Senate certain legislation concerning Lake Tahoe, from the Congressional Record, May 20, 1969.....	7
Douglas County Board of Commissioners, resolution of.....	8

APPENDIX

(Communications were received from:)

Bell, John A. et al., Macon, Ga.....	61
Bennett, Mr. and Mrs. James D., Incline Village, Nev.....	64
Blanchard, Malcolm R., Marietta, Ga., and 21 other residents of Georgia.....	63
Cheuvront, Hazel A., Macon, Ga.....	62
Clapper, Louis S., conservation director, National Wildlife Federation.....	58
Everett, Don, president, Sports Fishing Federation, Brunswick, Ga.....	59
Glendening, Eber, conservation committee, Southern Arizona Hiking Club, Tucson, Ariz.....	64
Grannick, Nathan, Atlanta, Ga.....	63
Greene, Holcombe T., Jr., attorney, Atlanta, Ga.....	59
Hammond, Miss Martha E., Fairburn, Ga.....	63
Heughan, Mrs. Mattie M., secretary, Georgia Conservancy, Atlanta, Ga.....	60
Houghton, John G., chairman, Toiyabe chapter, Sierra Club.....	60
Hutcheson, Eileen B., Atlanta, Ga.....	60
Jones, Laurie, Columbus, Ga.....	61
Kisling, Vernon N., Jr., curator, Atlanta Zoological Park, Decatur, Ga.....	63
Mastny, Miss Joyce, Atlanta, Ga.....	60
Owens, Mrs. Verner A., Doraville, Ga.....	62
Rawlings, William, M.D., Sandersville, Ga.....	62
Russell, Hon. Richard B., and Hon. Herman E. Talmadge: Letter to Senator Jackson, dated April 15, 1970.....	57
Sanford, Malcom and Ruth, Decatur, Ga.....	62
Sears, Helen, Atlanta, Ga.....	61
Secord, Reed, Reno, Nev.....	61
Stuart, Mrs. George E., legislative chairman, Leafmore Hills Garden Club, Decatur, Ga.....	63
Willingham, Hon. R. W., mayor, Waycross, Ga.: Letter to Senator Jackson, dated April 16, 1970.....	57
Yearley, Marion T., Atlanta, Ga.....	62
York, Ben, executive secretary, Sports Fishing Federation, Brunswick, Ga.....	59
Zenzic, Elizabeth, Incline Village, Nev.....	64

WILDERNESS AREAS IN OKLAHOMA, FLORIDA, GEORGIA, AND ARIZONA; TOIYABE NATIONAL FOREST

THURSDAY, APRIL 9, 1970

UNITED STATES SENATE,
SUBCOMMITTEE ON PUBLIC LANDS OF THE
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, D.C.

The subcommittee met, pursuant to call, at 10 a.m., in room 3110, New Senate Office Building, Senator Frank Church (chairman of the subcommittee) presiding.

Present: Senators Frank Church (Idaho), Len B. Jordan (Idaho), Paul J. Fannin (Arizona), and Mark O. Hatfield (Oregon).

Senator CHURCH. The subcommittee will please come to order.

This is the time duly noticed and set for an open public hearing on three bills, S. 3222, S. 709, and S. 3279. S. 3222, introduced by Senator Harris, would designate certain lands in the Wichita Mountains Wildlife Refuge in Oklahoma as wilderness, and S. 709, introduced by Senator Jackson, would designate as wilderness certain lands in the Island Bay, Cedar Keys, and Passage Key National Wildlife Refuges in Florida, the Okefenokee National Wildlife Refuge in Georgia, and certain lands in the Petrified Forest National Park in Arizona.

Our third bill, S. 3279, introduced by Senator Bible, would extend boundaries of the Toiyabe National Forest in Nevada.

While our agenda lists these bills separately, I realize that some of our witnesses will wish to testify on two or all three measures at the same time, so I direct that the text of the bills and accompanying reports from the administrative agencies appear at this point in the record.

(The documents referred to follow:)

[S. 3222, 91st Cong., first sess.]

A BILL To designate certain lands in the Wichita Mountains National Wildlife Refuge in Oklahoma as wilderness

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in accordance with section 3(c) of the Wilderness Act of September 3, 1964 (78 Stat. 890, 892; 16 U.S.C. 1132(c)), certain lands in the Wichita Mountains National Wildlife Refuge, Oklahoma, as depicted on a map entitled "Wichita Mountains Wilderness—Proposed," dated October 1967, are hereby designated as wilderness. The map shall be on file and available for public inspection in the offices of the Bureau of Sport Fisheries and Wildlife, Department of the Interior.

SEC. 2. The area designated by this Act as wilderness shall be administered by the Secretary of the Interior in accordance with the applicable provisions of the Wilderness Act.

SEC. 3. Except as necessary to meet minimum requirements in connection with the purposes for which the area is administered (including measures required

in emergencies involving the health and safety of persons within the area), there shall be no commercial enterprise, no temporary or permanent roads, no use of motor vehicles, motorized equipment or motorboats, no landing of aircraft, no other form of motorized transport, and no structure or installation within the area designated as wilderness by this Act.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., April 7, 1970.

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

DEAR MR. CHAIRMAN: There is pending before your Committee S. 3222, a bill "To designate certain lands in the Wichita Mountains National Wildlife Refuge in Oklahoma as wilderness."

We recommend the enactment of S. 3222 with amendments.

You may recall that on March 29, 1968, President Johnson transmitted to Congress, pursuant to section 3(c) of the Wilderness Act of September 3, 1964 (78 Stat. 890, 892), his recommendation that certain lands within the Wichita Mountains National Wildlife Refuge be designated as wilderness.

S. 3222 is identical to the draft legislation previously submitted to Congress. However, more recent proposals have contained certain improved language. In order to conform S. 3222 to the more recent proposals, we recommend the following amendments:

1. Revise line 11 on page 1 through line 12, page 2, to read as follows:

"Sec. 2. The area designated by this act as wilderness shall be known as the 'Wichita Mountains Wilderness' and shall be administered by the Secretary of the Interior in accordance with the provisions of the Wilderness Act.

"Sec. 3. Except as necessary to meet minimum requirements in connection with the purposes for which the area was established and for the purposes of this act (including measures required in emergencies involving the health and safety of persons within the area), there shall be no commercial enterprise, no temporary or permanent roads, no use of motor vehicles, motorized equipment or motorboats, no landing of aircraft, no other form of mechanical transport, and no structure or installation within the area designated as wilderness by this act."

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

Sincerely yours,

LESLIE L. GLASGOW,
Assistant Secretary of the Interior.

[S. 3279, 91 Cong., first sess.]

A BILL To extend the boundaries of the Toiyabe National Forest in Nevada, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That to aid in the protection and management of the various resources of the area, including the protection, improvement, and maintenance of the watershed, wildlife, recreation, and natural environment values of the lands in the Lake Tahoe Basin, and to promote the management and protection of these lands under principles of multiple use and sustained yield, the boundaries of the Toiyabe National Forest are hereby extended to include the area described in section 2 hereof. Subject to any valid claims now existing and hereafter maintained, any lands of the United States within such area are hereby added to such national forest and shall be subjected to laws and regulations applicable to the national forests.

SEC. 2. This Act shall be applicable to the following described lands:

MOUNT DIABLO MERIDIAN, NEVADA

Township 13 north range 18 east: Section 2, lot 1 of the northeast quarter, lot 1 of the northwest quarter, south half; section 3, lots 1 and 2 of northeast quarter, lots 5, 6, and 7, northeast quarter southwest quarter, southeast quarter;

section 10, lot 1, east half; section 11, all; section 14, north half, southwest quarter, north half southeast quarter, southwest quarter southeast quarter; section 23, west half northeast quarter, northeast quarter northwest quarter; section 24, north half north half, south half northwest quarter, northwest quarter southwest quarter.

Township 14 north, range 18 east: Sections 1 and 2, all; section 3, lots 1 and 2 of northeast quarter, lots 1 and 2 of northwest quarter, northeast quarter southeast quarter; section 4, lots 1 and 2; section 11, northeast quarter, north half northwest quarter, southeast quarter northwest quarter, east half southwest quarter, southeast quarter; section 12, all; section 14, west half; section 15, east half northeast quarter, northeast quarter southeast quarter; section 22, lots 2, 3, and 4, east half southeast quarter; section 23, west half; section 26, west half; section 34, southeast quarter; section 35, northeast quarter northwest quarter.

Township 15 north, range 18 east: Section 13, south half; section 14, lots 3 and 4, east half southwest quarter, southeast quarter; sections 22, 23, 24, 25, 26, 27, 33, 34, 35, and 36, all.

Township 15 north, range 19 east: Section 18, lot 2 of the southwest quarter; section 19, lot 2 of the northwest quarter, lots 1 and 2 of the southwest quarter; section 30, lot 2 of the northwest quarter.

The area described aggregates 12,919.78 acres, more or less.

SEC. 3. Funds appropriated and available for acquisition of lands, waters, and interests therein, in the National Forest System pursuant to section 6 of the Act of September 3, 1964 (78 Stat. 903), shall be available for the acquisition of any lands, waters, and interests therein, within the area described in section 2 of this Act.

[S. 709, 91st Cong., first sess.]

A BILL To designate certain lands in the Island Bay, Cedar Keys, Passage Key National Wildlife Refuges in Florida, the Okefenokee National Wildlife Refuge in Georgia, and certain lands in the Petrified Forest National Park in Arizona as wilderness

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in accordance with section 3(c) of the Wilderness Act of September 3, 1964 (78 Stat. 890, 892; 16 U.S.C. 132(c)), certain lands in (1) the Island Bay, Cedar Keys, Passage Key National Wildlife Refuges, Florida, as depicted on maps entitled "Island Bay Wilderness—Proposed," "Cedar Keys Wilderness—Proposed," and "Passage Key Wilderness—Proposed," dated August 1967, (2) the Okefenokee National Refuge in Georgia, as depicted on a map entitled "Okefenokee Wilderness—Proposed," dated August 1967, and (3) certain lands in the Petrified Forest National Park, as depicted on a map entitled "Recommended Wilderness, Petrified Forest National Park, Arizona," numbered NP-PF-3320-C and dated November 1967, are hereby designated as wilderness.

SEC. 2. The areas designated by this Act as wilderness shall be administered by the Secretary of the Interior in accordance with the applicable provisions of the Wilderness Act.

SEC. 3. Except as necessary to meet minimum requirements in connection with the purposes for which the areas are administered (including measures required in emergencies involving the health and safety of persons within the area), there shall be no commercial enterprise, no temporary or permanent roads, no use of motor vehicles, motorized equipment or motorboats, no landing of aircraft, no other form of motorized transport, and no structure or installation within the area designated as wilderness by this Act.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., April 8, 1970.

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

DEAR MR. CHAIRMAN: There is pending before your Committee S. 709, a bill "To designate certain lands in the Island Bay, Cedar Keys, Passage Key National Wildlife Refuges in Florida, the Okefenokee National Wildlife Refuge in Georgia,

and certain lands in the Petrified Forest National Park in Arizona as wilderness."

We recommend the enactment of the bill with amendments.

As to the Island Bay, Cedar Keys, Passage Key and Okefenokee proposals, S. 709 is identical to and a composite of the original proposals. However, more recent proposals have improved the language. In order to conform these provisions of S. 709 to more recent proposals, we recommend the following:

1. As to Island Bay, Cedar Keys, and Passage Key:

"SEC. —. The areas designated by this Act as wilderness shall be known as the 'Island Bay Wilderness, Cedar Keys Wilderness, and Passage Key Wilderness,' respectively, and shall be administered by the Secretary of the Interior in accordance with the provisions of the Wilderness Act.

"SEC. —. Except as necessary to meet minimum requirements in connection with the purposes for which the areas were established and for the purposes of this Act (including measures required in emergencies involving the health and safety of persons within the area), there shall be no commercial enterprise, no temporary or permanent roads, no use of motor vehicles, motorized equipment or motor boats, no landing of aircraft, no other form of mechanical transport, and no structure or installation within the area designated as wilderness by this Act."

2. As it relates to the Okefenokee proposal, the following language should apply:

"SEC. —. The area designated by this Act as wilderness shall be known as the 'Okefenokee Wilderness' and shall be administered by the Secretary of the Interior in accordance with the provisions of the Wilderness Act.

"SEC. —. Except as necessary to meet minimum requirements in connection with the purposes for which the area was established and for the purposes of this Act (including measures required in emergencies involving the health and safety of persons within the area), and as provided in Section —, there shall be no commercial enterprise, no temporary or permanent roads, no use of motor vehicles or motorized equipment, no landing of aircraft, no other form of mechanical transport, and no structure or installation within the area designated as wilderness by this Act.

"SEC. —. Within the wilderness designated by this Act, the use of powered watercraft, propelled by motors of ten or less horsepower, on approximately 75 miles of existing watercraft trails, may be permitted to continue, subject to such restrictions as the Secretary of the Interior finds necessary."

3. Lastly, as to the Petrified Forest proposal, the following language should be applicable:

"SEC. —. (a) The area designated by this Act as wilderness shall be administered by the Secretary of the Interior pursuant to the Act of August 25, 1916 (39 Stat. 535), as amended and supplemented and the applicable provisions of the Wilderness Act.

"(b) Only those commercial services may be authorized and performed within the wilderness area designated by this Act as are necessary for activities which are proper for realizing the recreational or other wilderness purpose thereof. There shall be no permanent road therein and, except as necessary to meet minimum management requirements in connection with the purposes for which the area is administered (including measures required in emergencies involving the health and safety of persons within the area), there shall be no temporary road, no use of motor vehicle, motorized equipment, or other form of mechanical transport, no structure or installation and no landing of aircraft within the area designated as wilderness by this Act."

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,

LESLIE L. GLASGOW,
Assistant Secretary of the Interior.

Senator CHURCH. As we take up S. 3279, the bill to extend the boundaries of the Toiyabe National Forest, I will insert in the record a statement of our colleague Senator Bible, who is the sponsor of the bill but who cannot attend because he has a prior commitment in his State of Nevada.

STATEMENT OF HON. ALAN BIBLE, A U.S. SENATOR FROM THE STATE OF NEVADA

Mr. Chairman, the legislation before this committee today, S. 3279, is of critical importance to conservation and recreation in Nevada and to the preserva-

tion of one of our nation's most beautiful—and fragile—scenic resources. I deeply appreciate the courtesy and cooperation of the chairman and the committee in granting an early hearing.

This is much more than a bill "to extend the boundaries of the Toiyabe National Forest," Mr. Chairman. It is the fastest, most direct means of providing authority for federal acquisition of the last remaining stretches of prime, undeveloped shoreline at Lake Tahoe. We need to take quick, direct measures or there will be no undeveloped shoreline to acquire and one of the most valuable scenic and recreation areas of California and Nevada will be lost forever.

I introduced this bill with the active support of the U.S. Forest Service, the State of Nevada and many local government organizations interested in preserving Lake Tahoe's priceless resources. To the best of my knowledge it is a non-controversial bill. All responsible individuals and organizations, public or private, recognize the very real need to place these valuable lands in government ownership for the benefit of the public today and of succeeding future generations of Americans. The Forest Service is already engaged in an active program of land acquisition at the lake within its existing boundary limitations. As chairman of the Interior Appropriations Subcommittee, it was my privilege to recommend approval of \$2.2 million in Land and Water Conservation Fund allocations for this acquisition program in the current fiscal year. More appropriation requests for this program are now pending before my committee, but these requests depend heavily on the passage of the boundary revision before you now.

In short, enactment of this bill is essential to a continuing program of orderly land acquisition. It is important that this program not be sidetracked. Too much is at stake.

It would be helpful to the committee, I think, if I provided a brief description of the Lake Tahoe Basin and a short history of its development so that the urgency underlying the land acquisition and conservation program embraced by this bill can be clearly understood. In the interests of time I would like to submit for the hearing record at this point in my remarks a portion of the Senate Judiciary Committee's report on separate legislation I introduced ratifying a bi-state regional planning compact for the Lake Tahoe Basin. This report is based substantially on information I submitted to the committee, and it contains an excellent sketch of the basin and its environmental problems.

HISTORICAL BACKGROUND

Lake Tahoe, a High Sierra Mountain lake, is famed for its scenic beauty and pristine clarity. Of recent geologic origin, the 190-square-mile lake bore little evidence of even natural aging processes when it was discovered by John Fremont in 1844. Because of its size, its 1,645-foot depth and its physical features, Lake Tahoe was able to resist pollution even when human activity began accelerating as a result of settlement and early logging operations. Even by 1962 its waters were still so transparent that a metal disc 20 centimeters in diameter reportedly could be seen at a depth of 136 feet and a light transmittance to a depth of nearly 500 feet as detected with a hydrophotometer.

Only two other sizable lakes in the world are of comparable quality—Crater Lake in Oregon, which is protected as part of the Crater Lake National Park, and Lake Baikal in the Soviet Union. Only Lake Tahoe, however, is so readily accessible from large metropolitan centers and is so adaptable to urban development.

BASIN DESCRIPTION

The Lake Tahoe Basin comprises a 500-square-mile area bounded on the west by the crest of the Sierra Nevada and on the east by the Carson Range. It is divided lengthwise by the California-Nevada State line with 75 percent of the land area and 70 percent of the lake surface area in California. About 40 small mountain lakes and 60 streams are within the basin which is drained by the Truckee River. Lake Tahoe itself is 22 miles long and 12 miles wide with a natural surface elevation of 6,223 feet above sea level. A small outlet dam raises the level to a maximum 6,229 feet above sea level. About one-third of the basin is comprised of mountainous terrain with the remainder made up of slopes ranging from 1 to 25 percent. Vegetation is a mixture of desert, montane, and alpine species typical of the Sierra Nevada's east slope. Most of the pine and fir forests surrounding the lake, having been heavily logged in the late 1800's, range in age from 40 to 80 years. A few stands of virgin timber remain in the more inaccessible areas.

Climate is strongly influenced by topography. Marine air moving in from the Pacific Ocean 150 miles to the west drops most of its moisture as it rises over the crest of the Sierra Nevada. Annual precipitation averages 50 to 60 inches or less on the basin's western slope but diminishes rapidly to about 30 inches or less along the east shoreline. Under the influence of marine air and the lake itself, temperatures are moderate: summers are cool and winters seldom severe. However, the basin's high elevation produces a relatively short growing season averaging only 70 frost-free days a year near the lake and about 30 in higher elevations.

The combination of weather, terrain, and vegetation together with highly erodible soils create within the basin a fragile environment. Consequently, greater than normal attention is required to preserve the quality of environment which is a prized asset that could be destroyed forever without proper controls.

RECENT DEVELOPMENT

A combination of modern trends has triggered explosive growth and development in the basin and along the lake shore. First, the advent of the high-speed, all-weather highway brought Lake Tahoe to within a short few hours' drive of major California population centers. This was coupled with a positive boom in tourism and outdoor recreation that converted Lake Tahoe from a quiet summer resort to a year-round playground for water sports, skiing, and entertainment.

Population growth in the postwar years, particularly since the mid-1950's, has been rapid, perhaps exceeding even the explosive increases now characteristic of the Western United States. Although population data are not normally gathered on a regional basis, a special tabulation by the U.S. Census Bureau fixed the 1960 population of the basin at 12,401 permanent residents. Estimates in 1966 put the figure at 28,750, representing a tenfold increase since 1956. Peak summer population, estimated at 36,400 in 1956, now exceeds 150,000. It is forecast that by 1980 the permanent population will top 50,000 and the summer peak will exceed 300,000.

THE PROBLEM

The rapid population growth, and accompanying commercial and residential development has posed a serious threat to the Lake Tahoe Basin's fragile ecology. Not only the scenic beauty of the region, but the very quality of its natural environment are now at stake. Ominous signs of water pollution are becoming all too evident. The native Lahontan cutthroat trout no longer survive in Lake Tahoe because of man-caused changes in the habitat. Tree removal, excavation, highway construction, landfill, and other development activities have scarred the basin slopes and triggered destructive erosion. Outdoor recreation facilities, meanwhile, have not kept pace with the expanding public demands and accepted projections are for that demand to increase by five times in the period between 1960 and 1980. Fortunately, Federal and private land ownership patterns have served to maintain much of Lake Tahoe's natural shoreline quality, particularly the eastern shore. However, pressures are mounting to develop these areas.

From that summary it can be seen that while Lake Tahoe is the largest high-altitude lake in the nation and is protected by rugged Sierra peaks, it has a fragile environment that threatens to be engulfed by rapid and massive urban development. It would be tragic if we failed to act now—immediately—to protect this resource.

I have carefully gone over the proposed boundary revisions with Forest Service representatives on several occasions, and I have consulted with the director of the Nevada Department of Conservation and Natural Resources, who has taken an active and cooperative interest in this legislation. As it is represented to me, the boundary extension excludes all existing private developments but extends wherever possible to the lakeshore itself. It embraces a large block of private land holdings that are now available or are expected to become available for purchase in the very near future. In all, the revision adds nearly 13,000 acres to the Toiyabe National Forest and takes in about six additional miles of unspoiled shoreline. Together with recent state purchases financed in large part by Land and Water Conservation Fund allocations, this extension will permit a continuing acquisition program that would block out nearly all the prime undeveloped shoreline and adjacent mountain forest acreage along the Nevada side of the lake.

It should be noted the Governor of Nevada and the Nevada Legislature, the Douglas County Board of County Commissioners, the Carson City (Ormsby

County) Board of Supervisors, the Nevada Tahoe Regional Planning Agency and the Nevada Recreation and Park Society have all expressed their support for this measure.

In connection with this acquisition program, I am happy to report that I have been getting repeated assurances from the administration that Lake Tahoe will continue to receive high priority for Land and Water Conservation Fund allocations.

Of further interest to the committee, I think, is the fact that I have hearings scheduled April 15 before my own Parks and Recreation Subcommittee on a separate bill, S. 2208, that is closely involved in the overall goal or insuring resource protection and conservation and public recreation at Lake Tahoe. This bill would authorize the Interior Department to study the feasibility of establishing a national lakeshore or similar federal recreation area. Quite frankly, I do not know what the ultimate solution for managing this area will be. Whether the Park Service, the Forest Service or the State of Nevada become the principal administering agency—or whether it will be a joint management arrangement—is a question I hope the proposed study can determine. I think we will learn that it is too big a job for the state alone. Certainly the federal government has an interest, for it is already clear this is an area of national significance. The visitation at what few public recreation sites now exist is heavily out-of-state. Undoubtedly, a program that is national in scope will need to be developed.

But these are relatively minor details at this point. The major goal, a goal to which all levels of government are determined to reach, is the acquisition *now* and the necessary protection and wise management *now* of these irreplaceable lands and resources. That is the goal of this legislation as well, and I urge the committee to give it the earliest possible favorable consideration. In turn, I pledge to do everything I can to see that the bill is expedited on the Senate floor and in the House of Representatives so that acquisition funds becoming available in fiscal 1971 can be put to prompt good use.

[From the Congressional Record, May 20, 1969]

SENATE JOINT RESOLUTION 15

Senate joint resolution requesting Senator ALAN BIBLE to introduce in the U.S. Senate certain legislation concerning Lake Tahoe

Whereas, the 55th session of the Nevada legislative recognizes the unique natural characteristics and unsurpassed beauty to be found in the Lake Tahoe basin, and further recognizes the need for immediate action to preserve the clarity of the lake and its scenic forest environs as open space and recreation reserves; and

Whereas, Opportunities exist for establishment of large areas of open space and recreation lands in Nevada and the entire basin; and

Whereas, If steps to establish a portion of the basin's undeveloped lands for recreation and open space fail, the area may be subjected to overdevelopment and, further, the natural resources of the basin may be excessively exploited and their integrity impaired; and

Whereas, The Nevada legislature in recognizing the resource needs of the Lake Tahoe basin has enacted the following major programs in its effort to preserve Lake Tahoe:

1. In 1963, purchased Marlette Lake and surrounding lands in Washoe and Ormsby counties for the preservation of a prime water supply and watershed;

2. In 1964, authorized the acquisition of 12,000 acres for park and recreation purposes in Washoe and Ormsby counties, which included 7 miles of shoreline, of which 3 miles have been purchased; and

3. In 1964, appropriated 1½ million dollars to finance the purchase of park lands which, through the generosity of the Max C. Fleischmann Foundation was matched by an additional 1½ million dollars; and

Whereas, the Federal Government through its Department of the Interior, Bureau of Outdoor Recreation, in recognizing the significance of Nevada's Lake Tahoe state park land acquisition project, approved a 3-million dollar Land and Water Conservation Fund grant to match state and foundation funds; and

Whereas, Nevada, through legislative and executive actions of the past several years, is making outstanding progress to preserve Lake Tahoe and its environs; and

Whereas, Lake Tahoe is recognized as a national attraction and deserves the financial support of the Federal Government to hasten preservation of the basin for the enjoyment of all the nation's citizenry; and

Whereas, The United States Forest Service administers national forest lands within the Nevada portion of the Lake Tahoe basin known as the Toiyabe National Forest; and

Whereas, The Toiyabe National Forest, if authorized and funded, could offer immediate assistance and supplemental support to the State of Nevada in preserving the integrity and beauty of the basin; and

Whereas, Expansion of that portion of the Toiyabe National Forest situated in the Lake Tahoe basin has not kept pace with general urban growth patterns and increased needs for additional recreation and open space lands in the basin; and

Whereas, The Toiyabe National Forest is immediately capable of contributing significantly to the overall development and protection of resource values in the Lake Tahoe basin; now, therefore, be it

Resolved by the Senate and Assembly of the State of Nevada, jointly, That Senator Alan Bible is encouraged and requested to introduce legislation in the 91st Congress of the United States:

1. Immediately to expand the Toiyabe National Forest boundary in Ormsby and Douglas counties to the shoreline of Lake Tahoe;

2. To appropriate funds to enable the United States Forest Service to implement an immediate land acquisition program for purposes of acquiring significant mountain and lakeshore lands while they are still available;

3. To authorize the Bureau of Outdoor Recreation, to conduct a recreation resource study of the entire Lake Tahoe basin to determine specifically actions and administrative direction that should take place in the management and development of federal public lands in the Lake Tahoe basin; and

4. To require that, after completion of the study, consideration be given to the establishment of a national park, national recreation area or national lakeshore in the Lake Tahoe basin, to be administered by the United States Forest Service, the United States Park Service or other appropriate state or federal agencies; and, be it further

Resolved, That copies of this resolution be transmitted forthwith by the legislative counsel to President Richard M. Nixon, Senator Alan Bible, Senator Howard Cannon and Representative Walter S. Baring.

SEPTEMBER 12, 1969.

HON. ALAN BIBLE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR BIBLE: We have been informed that you have introduced in the Senate, Bill No. S. 3279 which would permit the Forest Service to, in effect, become more involved in acquisition and development of recreational areas. This, of course, is very important to us as you well know by your action in introducing the Bill to allow orderly and more rapid completion of the State Park at Lake Tahoe.

The Regional Planning Commission of Carson City and the Board of Supervisors have been given a presentation of the need for this type program and both have endorsed support and encouragement for your action.

On behalf of the Board of Supervisors, I wish to offer our assistance in any way we can to aid in adoption of this program. By copy of this letter, we are also informing Senator Cannon and Representative Baring of the action of our Planning Commission and our governing Board.

Your interest in our needs, as expressed by this present action and by previous help when we have asked for it is sincerely appreciated.

Very truly yours,

HENRY ETCEHEMENDY, *City Manager.*

RESOLUTION

Whereas at a meeting held the 5th day of September, 1969 at the Douglas County Court House a map was presented to the Douglas County Board of County Commissioners extending the Toiyabe National Forest Boundary in the Lake Tahoe Basin of Douglas County; and

Whereas the extension of the boundary would include all of the undeveloped lands in the basin ; and

Whereas the U.S. Forest Service has monies available to purchase lands within the area ; and

Whereas, the Douglas County Board of County Commissioners are in favor of holding as much land in the Tahoe Basin in public ownership as possible ; Now therefore, be it

RESOLVED by the Board of County Commissioners of Douglas County, That legislation be passed extending the Toiyabe National Forest Boundary as proposed.

Dated this 5th day of September, 1969.

CHARLES C. MENELEY, JR.
MARVIN SETTELMAYER
HAROLD P. DAYTON, JR.

Attest :

EARNHART W. THРАН, *County Clerk.*

NEVADA RECREATION AND PARK SOCIETY,
Carson City, February 11, 1970.

HON. ALAN BIBLE,
*U.S. Senate, Committee on Appropriations,
Washington, D.C.*

DEAR SENATOR BIBLE: We have touched base with you in regard to our support for the expansion of the Toiyabe National Forest boundary in Douglas County and Carson City.

The Board of Directors of the Nevada Recreation and Park Society have asked us to again write, now that a bill (SB 3279) has been formally introduced, and make our support known for the record.

Again, we appreciate all your help in the many conservation matters which you have been working to accomplish.

Sincerely,

ERIC R. CRONKHITE,
Chairman, Legislative Committee.

STATE OF NEVADA,
NEVADA TAHOE REGIONAL PLANNING AGENCY,
Zephyr Cove, Nev., September 26, 1969.

HON. ALAN BIBLE,
*U.S. Senate,
Washington, D.C.*

DEAR ALAN: During the regular meeting of the Nevada Tahoe Regional Planning Agency on September 17, 1969, members of the Agency unanimously endorsed the extension of the Toiyabe National Forest Boundary in portions of Douglas and Carson City (Ormsby County) within the basin as presented by the U.S. Forest Service.

We will alertly await the introduction of a boundary extension bill in Congress and then urge that it be passed.

When the Planning Agency Compact is ratified by Congress it is anticipated that the joint Agency will strongly support extension of the National Forest Boundary.

Very truly yours,

IVAN SACK,
Chairman, Nevada Tahoe Regional Planning Agency.

NEVADA RECREATION AND PARK SOCIETY,
Carson City, Nev., October 22, 1969.

HON. ALAN BIBLE,
*U.S. Senate,
Washington, D.C.*

DEAR ALAN: During the regular October Executive Board meeting of the Nevada Recreation and Park Society, the proposed Toiyabe National Forest boundary extension in Douglas County and Carson City, Nevada, was discussed.

The Board members unanimously commend you for your support in extending the Toiyabe National Forest boundary in the Lake Tahoe Basin, and public acquisition of sorely needed recreational lands. We urge that you promptly introduce legislation extending the Forest boundary, and we give vigorous support to passage of the legislation.

Sincerely,

IVAN SACK,
Legislation and Research Committee.

Senator CHURCH. Senator Fred Harris is here from Oklahoma, and we want to open the hearings this morning with a statement from Senator Harris. I want to welcome him.

STATEMENT OF HON. FRED R. HARRIS, A U.S. SENATOR FROM THE STATE OF OKLAHOMA

Senator HARRIS. Thank you very much. I am here to testify in behalf of S. 3222, a bill to designate certain lands in the Wichita Mountains Wildlife Refuge in Oklahoma as wilderness.

The Department of the Interior over 2 years ago conducted hearings in Lawton, Okla., concerning a proposal to designate certain lands within the Wichita Mountains Wildlife Refuge as wilderness in order to assure the retention of these lands in their natural state. On the basis of recommendations made at the hearings, the Department of the Interior has decided that some 8,900 acres within the boundaries of the refuge meet the criteria to be designated a wilderness area.

There are abundant reasons for preserving this area as it has always been. Certainly the study of such subjects as geology and ecology in the area will be enriched. And perhaps more importantly, this act would further protect what is rapidly becoming a unique experience for Americans, camping in a true wilderness. And finally, this refuge will preserve for the people of southwestern Oklahoma and surrounding States the privilege, should they so desire, of simply viewing nature unmarred by that which is man-made.

Mr. Chairman, the Wichita Mountains Wildlife Refuge is one of the most outstanding recreational areas in the Southwest. Located just a few miles from Lawton, Okla., the third-largest city, the refuge is visited by nearly 2 million visitors each year.

Many of these come just to drive through the refuge on its scenic highway, viewing the herds of buffalo, deer, elk, and longhorn cattle in their natural habitat. Many come with their families to picnic at one of the campgrounds and enjoy the mountain scenery. Others come to swim in one of the numerous fresh-water lakes within the refuge, and still others come for the purpose of viewing the natural, unchanged beauty of the area, and to commune with nature unobstructed and undisturbed by man's works.

It is for these growing numbers that I propose this legislation to set aside a portion of this vast refuge to be protected from any form of development and to guarantee the preservation of that which nature provides for the benefit and enjoyment of future generations.

I would hope, Mr. Chairman, that the bill can be enacted with a minimum of delay.

I appreciate this opportunity to appear. I want to also introduce to you, Mr. Chairman, Julian Howard, at the end of the table, who has

been the refuge manager of the Wichita Wildlife Refuge since July 1956. In those 14 years, Mr. Howard has implemented numerous improvements in the facilities and has seen it grow into one of the most outstanding recreational areas in the entire Southwest. I am happy he is here with us this morning. I am glad to commend him to you as a dedicated public servant and as an outstanding employee of the Bureau of Sport Fisheries and Wildlife.

Senator CHURCH. Thank you very much, Senator. We want to welcome you, Mr. Howard, to the hearing. I think I will reserve any questions for the moment. You certainly will be in the best position to give us the detailed information about the bill, Mr. Howard. Senator HARRIS, we appreciate your coming and we are hopeful we can move this legislation with the minimum of delay.

Senator HARRIS. Thank you very much, Mr. Chairman.

Senator CHURCH. Our next witness will be Leslie Glasgow, Assistant Secretary of the Interior. Doctor, you are accompanied by assistants who will aid you in presentation of the testimony this morning. Would you please introduce them for the record and then proceed with your own statement.

STATEMENT OF HON. LESLIE L. GLASGOW, ASSISTANT SECRETARY OF THE INTERIOR; ACCOMPANIED BY NOBLE BUELL, ASSISTANT DIRECTOR FOR OPERATIONS, BUREAU OF SPORT FISHERIES AND WILDLIFE; JULIAN HOWARD, REFUGE MANAGER, WICHITA MOUNTAINS WILDLIFE REFUGE; LARRY GIVENS, ASSISTANT REGIONAL DIRECTOR FOR OPERATIONS, REGION 4, BUREAU OF SPORT FISHERIES AND WILDLIFE; AND ROYSTON RUDOLPH, ASSISTANT REFUGE SUPERVISOR, REGION 4, BUREAU OF SPORT FISHERIES AND WILDLIFE

Dr. GLASGOW. Thank you. I do have with me people who can provide detailed information to the committee on the areas that are under consideration. On my left is Mr. Noble Buell, who is Assistant Director for Operations in the Bureau of Sport Fisheries and Wildlife. On his left is Mr. Julian Howard, who was just introduced, is our refuge manager at the Wichita Mountains Wildlife Refuge; and Mr. Larry Givens, assistant regional director for operations in region 4—that is our Atlanta region—of the Bureau of Sport Fisheries and Wildlife. On his right is Mr. Royston Rudolph, assistant refuge supervisor for region 4 in Atlanta. I also have another gentleman with me, whom I will introduce later, from the National Park Service.

Senator CHURCH. Very well.

Dr. GLASGOW. I have a statement here, Mr. Chairman, which is rather lengthy. I do have a summary or summaries of each of these areas under consideration, and I would follow your pleasure as to whether to read the statement or summarize it.

Senator CHURCH. Dr. Glasgow, why don't you summarize your statement, and the statement in its entirety will be printed in the record.

Dr. GLASGOW. Yes, I will do that, Mr. Chairman, and I appreciate the opportunity to handle it that way.

(The statement referred to follows:)

STATEMENT OF DR. LESLIE L. GLASGOW, ASSISTANT SECRETARY FOR FISH AND WILDLIFE, PARKS AND MARINE RESOURCES, U.S. DEPARTMENT OF THE INTERIOR

Mr. Chairman and members of the committee, it is with pleasure that I appear before you today to speak for the Department of the Interior in support of legislation to designate as wilderness certain lands within the Okefenokee National Wildlife Refuge in Georgia; Cedar Keys, Passage Key, and Island Bay National Wildlife Refuges in Florida; Wichita Mountains Wildlife Refuge in Oklahoma; and the Petrified Forest National Park in Arizona. I am accompanied by a representative of the Bureau of Sport Fisheries and Wildlife and a representative of the National Park Service who are more intimately familiar with the details of these areas.

The Department of the Interior is vitally interested in the Wilderness Act and its implementation. Our preliminary reviews indicate that almost 47 million acres of the National Wildlife Refuge and National Park Systems qualify for study under the Act. The areas comprising this vast acreage span the Nation, and contain a wide variety of ecological, biological, geological, scenic, scientific, educational, and historical features managed to benefit mankind. Many of these areas will provide a significant contribution to the National Wilderness Preservation System.

The Department of the Interior's interest in the preservation of a system of wildlife environments began with the establishment of the first Federal Wildlife Refuge—Pelican Island off the east coast of Florida—in March of 1903, by Executive Order of President Theodore Roosevelt. The National Wildlife Refuge System today is a nationwide network of lands and waters managed and safeguarded for preservation and enhancement of the human benefits associated with wildlife and their environments. It presently consists of over 325 units, embracing over 30 million acres in 46 States. Field reviews indicate that about 90 refuges containing over 25 million acres located in 35 States, qualify for study to determine suitability or unsuitability as wilderness.

Of the 90 refuges that qualify for study under the Wilderness Act, 33 are located east of the Mississippi River. These refuges have a combined area of approximately 700,000 acres. While most are relatively small, their value cannot be measured in size. Rather, their value lies in the variety of ecological, biological, geological, scenic, scientific, educational, and historical features they contain. Many of these areas will provide a significant and unique contribution to the National Wilderness Preservation System.

Management of wilderness areas within national wildlife refuges in the eastern part of the country will present new challenges to managers and administrators in the future. An unparalleled opportunity exists to provide people with unique outdoor experiences. However, careful regulation of visitor use in a refuge wilderness in the East is a matter of extreme importance. Unrestrained public uses of these areas could result in a trammeling of the landscape which would conflict with the purposes for which the refuge was established and the purposes of the Wilderness Act. Visitation at some refuge wilderness areas near large urban centers doubtless will be rationed in the future to preserve that which we are striving to save. This may mean that only a certain number of people may be able to visit an area at any given time, or that new techniques must be developed so that visitors may enjoy the wonders of a wilderness experience without ever setting foot in the wilderness.

In contrast, national wildlife refuges in the western States contain significant wilderness resources with little or no evidence of the influence of man. Human use is limited on many of these areas by natural features, affording access to only the more hardy individual. These refuges provide opportunities for traditional wilderness experiences in a broad spectrum of environments.

The Okefenokee Swamp in Georgia, and the island refuges in Florida are located near large, rapidly expanding, urban populations. While not completely isolated in the true sense, the Wichita Mountains wilderness is remote due to the inaccessible nature of the terrain. Within this broad spectrum of ecological, geographical, and sociological phenomenon we are considering areas today that focus directly on many of the problems and conflicts that must be resolved if man is to continue to exist within the limits of his environment.

Mr. Chairman, this concludes my general statement. With your permission I will briefly describe the proposals included in the two bills under consideration (S. 709 and S. 3222).

This bill contains four proposals to designate lands as wilderness within four national wildlife refuges in Florida and Georgia and a national park in Arizona.

OKEFENOKEE WILDERNESS

One of the most significant of the "eastern" wilderness proposals, and the largest, is within the Okefenokee National Wildlife Refuge in Georgia. The Okefenokee Swamp, Georgia's land of "trembling earth," is one of North America's superb beauty spots. The refuge, located in Ware, Charleton, and Clinch Counties of Georgia, now contains in excess of 370,000 acres, encompassing nearly 95 percent of the great Okefenokee Swamp. Despite its huge size, Okefenokee is one swamp, all portions of which are bound together inseparably. Okefenokee is a great national treasure, and it is our plan to eventually acquire the remaining portions of the swamp not in Federal ownership. Until the entire swamp can be protected, the preservation of its natural character and values will remain in jeopardy.

The area indicated in green on the map represents the 319,000 acre wilderness proposal within the refuge. The areas in blue are the portions of the swamp added to the refuge since the proposal was presented at a public hearing in Waycross, Georgia, on April 21, 1967. Developed public use areas of the refuge, colored in red on the map, have been excluded from the wilderness proposal. Located outside the wilderness, these areas contain facilities and structures adjacent to the swamp which are designed to provide for public use and enjoyment of these fringe areas. Most of the people visiting the refuge will utilize these facilities. Upland management areas have also been excluded because of on-going wildlife-oriented forest management programs. These are indicated in yellow on the map. Only the swamp portion of the refuge is being recommended as wilderness.

A system of about 75 miles of watercraft trails are maintained in the refuge. These trails permit access for administrative purposes and public uses. Watercraft are limited to motors of ten or less horsepower. These established trails, while providing wildlife-oriented recreational opportunities, such as fishing, also aid in regulating visitor use. However, trails are maintained primarily for the protection of refuge resources and for public safety. We believe that the criteria contained in Section 4(d)(1) of the Wilderness Act, relative to the continued use of motor boats within National Forest Wilderness areas, where such use had already become established, should be applied to Okefenokee Refuge as well. The amendments recommended in the Department's report include a recommendation to recognize the need to permit continued use of watercraft in the Okefenokee wilderness.

The proposed wilderness area can retain its character only if it remains as an undeveloped primitive expanse of swamp. Our administration of the swamp is dedicated to the proposition that Okefenokee must be preserved and protected, and that other values such as scientific, educational, and recreational, shall be recognized as valid benefits for mankind.

CEDAR KEYS WILDERNESS

The next refuge being considered is the Cedar Keys National Wildlife Refuge, located approximately 3 miles off the coast of Levy County, Florida. The refuge is comprised of four islands, ranging in size from 10 to 165 acres, totalling approximately 378 acres. The refuge islands, Seahorse, Snake, Bird, and North Keys, are a part of a larger complex of islands called "The Cedar Keys."

These keys have had a rich and interesting association with man, dating back many hundreds of years before the coming of the Spanish explorers. Indian middens, evidenced by shells and potsherds, strewn along eroding beaches, show that the islands were used by four separate Indian cultures ranging from 450 to 1,800 years ago. Seahorse Key was reserved for lighthouse purposes in 1851. The existing lighthouse, constructed in 1855, remained in active operation until 1915. In 1952, the Bureau of Sport Fisheries and Wildlife issued a 20-year permit to the University of Florida to operate a small marine laboratory on Seahorse Key. This facility and surrounding lands totalling about 6 acres, has been excluded from the proposal because of human habitation in connection with the research operation. The lighthouse will be preserved because of its historical value.

The value of Cedar Keys as a nesting area for colonial birds is tremendous. During the period of 1960-65, the average annual production has been about 20,000 birds of the more abundant nesting species including ibis, egrets, cormorants, and herons. In addition, the refuge also provides nesting and year-round habitat for several "threatened" species. Thirty-two osprey nests were present in 1966 and twenty-five of these were on Seahorse Key.

Because of its small size and importance to colonial birds, Cedar Keys Refuge can support only limited public use. The Levy County Board of Commissioners and the City Council of the nearby town of Cedar Keys suggested that Seahorse Key be deleted from the wilderness proposal and preserved by the State, county, or civic groups for mass recreational purposes. However, citizen response, including many Floridians, was overwhelmingly in favor of wilderness designation of the refuge, including Seahorse Key. The Board of Commissioners, Levy County, has since acquired about 1,300 acres of land near Cedar Keys for recreational and public use purposes. The refuge can be used for wildlife-oriented recreational activities, shell collecting, beachcombing during certain seasons of the year when disturbance to nesting birds is minimal.

The entire Cedar Keys National Wildlife Refuge, excepting the marine laboratory, containing about 372 acres, is recommended for wilderness classification.

PASSAGE KEY WILDERNESS

This wilderness proposal is located at the entrance to Tampa Bay in Manatee County. The cities of Tampa, St. Petersburg, and Bradenton, all located on Tampa Bay, are within 10 to 25 miles of the refuge.

This small pear-shaped island of fine white sand extends only about 3 feet above mean sea level. Only the lands above mean high water line are included in the refuge. The island once covered about 36 acres but now contains little more than 20 acres. A severe storm in 1956 eroded away a considerable portion of the island, but a part of this has built back through tidal drift and sedimentation. The island now is practically devoid of vegetation.

Passage Key Refuge aids in the maintenance of shorebird and waterbirds populations in the Tampa Bay area. While no significant nesting has occurred on the island since the severe storm of 1956, the refuge continues to provide valuable year-round feeding, loafing and roosting habitat for terns, gulls, shorebirds, pelicans, cormorants, and other water birds.

The small size of this refuge limits public use, and uncontrolled visitation would negate its value for use by shorebirds and water birds. The Bureau of Sport Fisheries and Wildlife plans to continue administration of the refuge as a natural area.

ISLAND BAY WILDERNESS

About 75 miles south of Tampa, in the Cape Haze area of Charlotte County, is a group of roadless, undeveloped islands established as the Island Bay National Wildlife Refuge by Executive Order of President Theodore Roosevelt in October, 1908. The national wildlife refuge was originally set aside as an 11,000-acre preserve and breeding ground for native birds. In 1950, however, it was determined that most of that acreage was swamp and overflow in character and was subsequently selected by the State of Florida under the provisions of the Swamp Land Act of 1850. Only 20 acres remains in the refuge.

Island Bay refuge is a part of a vast maze of mangrove islands and brackish bays. The refuge now includes those portions of Gallagher Key, Bull Key, and two unnamed keys located between Bull and Turtle Keys above mean high tide. Two smaller tracts, Cash and John Quiet Mounds, are located on the edge of Turtle Bay. The surrounding water bottoms are State-owned.

Two of the refuge tracts, Cash and John Quiet Mounds, are of historical interest. Mounds of shell, or middens, mark areas formally inhabited by the Caloosa Indians many hundreds of years ago.

The refuge islands are excellent nesting areas for colonial birds, though there has been little nesting in recent years since colonial birds often make unpredictable shifts in rookery sites. The beaches and shores provide loafing and feeding sites for shorebirds, gulls, terns, and wading birds. The surrounding shallow bays are valuable feeding grounds for many species of water birds.

Island Bay refuge will continue to be managed to preserve the natural features of the area. There is very little public use of the refuge. Sport fishing is popular in the surrounding bays and occasionally fishermen land on the refuge beaches.

Also under consideration today is a bill to designate certain lands within the Wichita Mountains Wildlife Refuge, located in Comanche County, southwestern Oklahoma. The refuge contains 59,000 acres on which there are more than 900 buffalo, 300 Texas longhorn cattle, and 350 elk, as well as other wildlife native to the region.

The refuge contains two areas which meet the criteria for wilderness classification—the 5,000 acre Charons Garden Unit and the North Mountain Unit consisting of 3,900 acres.

The Charons Garden Unit, located in the southwestern part of the refuge, consists of unique geological formations of reddish granite mountains and escarpments rising above wooded drainages and rock-studded prairie lands. Elk Mountain is the dominant land feature. The precipitous south and southwest slopes are cut by steep chimneys that are often filled with a jumble of boulders.

The proposal includes all ecological stages from bare granite to climax vegetations. Lichens clothe the granite rocks, grasses range from short grass species to lush stands of bluestem, and forests of oak and cedar grace many of the mountainous slopes. Public use of the area, consisting mostly of hiking, is encouraged.

The North Mountain Unit, located in the north-central part of the refuge, is roadless and contains approximately 3,900 acres. It is essentially a grassland complex interspersed with areas of woody species. Timbered areas are found in "bands" which follow geologic joints.

North Mountain contains habitat important to deer, elk, and buffalo. Buffalo, under present management policies, occupy the area one-third of the year. This unit provides outstanding opportunities for scientific study of the unique ecology of the mixed grassland-shrub communities developed on eroded escarpment outcroppings. Present management, which encourages public use of the area for scientific study and/or educational purposes, will be continued.

All of these wilderness proposals meet the basic criteria for consideration as wilderness. Their inclusion in the wilderness system will assure the perpetuation of their significant natural values through legal protection afforded by the Wilderness Act. They represent a significant cross-section of habitat necessary to preserve a wide variety of wildlife and their environments, valuable historic features, and outstanding scenic and recreational resources. We consider them to be excellent additions to the National Wilderness Preservation System and respectfully request your consideration and approval of them.

Mr. Chairman, this concludes my statement. I will be pleased to answer any questions you may have regarding these proposals.

Dr. GLASGOW. Before I begin the summarization, I would like to have inserted in the record a correction to the letter I sent to the committee on April 7 of this year. I did send the departmental report to the committee, and in the last paragraph, the Bureau of the Budget has advised that the "no objection" clearances have been upgraded to say that they are consistent with the administration program. I would like that correction made to the letter that I sent to the committee on April 7.

Senator CHURCH. Very well; without objection, that correction will be made as requested.

Dr. GLASGOW. Thank you.

(The corrected report referred to has already been inserted.)

I am going to take these up in the order in which they are included in the bills. The Wichita Mountains Wildlife Refuge is first. This area contains approximately 59,000 acres. It is located in southwestern Oklahoma. There are two areas under consideration for wilderness classification. The Charons Garden unit of 5,000 acres and the North Mountain unit of 3,900 acres, for a total of 8,900 acres.

This refuge was established in 1905 by a proclamation of President Theodore Roosevelt. The refuge was set aside for the protection of game animals and birds. The primary species are bison, elk, longhorn cattle, deer, and turkey.

The developed areas outside of the proposed wilderness are used by the public for wildlife observation, nature study, hunting, picnicking, camping, and sightseeing. About 2 million people visited the refuge this past year.

There are no economic uses. There is no livestock grazing other than wildlife and Government-owned animals.

There are no exceptions to wilderness criteria. A public hearing was held in Lawton, Okla., on April 18, 1967, attended by 30 persons. There was no opposition expressed at the hearing on the wilderness proposed.

There were no modifications of the Charons Gardens unit. As a result of expressions at the public hearing, studies were conducted after the hearing on a North Mountain unit, which was subsequently added to the proposal. There has been no opposition to this addition to the proposal.

Mr. Chairman, would you like a question period following each summary?

Senator CHURCH. I think it would be well to have questions following each summary. Senator Hatfield has no questions. I have only one. The two areas that appear in green on the map are the ones included in the wilderness proposal?

Dr. GLASGOW. Yes, that is correct. There is an old trail in the North Mountain unit that has not been maintained for many years and is now substantially unnoticeable.

Senator CHURCH. Are there any other man-made structures in the area?

Dr. GLASGOW. May I call on Mr. Howard for this information?

Senator CHURCH. Yes.

Mr. HOWARD. Senator, there are two small stock ponds, serving as watering sites for game animals, in each of the two units. The trail that was spoken of is a short one, it enters the area and deadends, and as far as I know, this is the only evidence of man.

Senator CHURCH. You are satisfied the two areas meet the criteria established in the wilderness act?

Mr. HOWARD. Yes, sir.

Senator CHURCH. Presently you know of no opposition to the inclusion of these two areas?

Mr. HOWARD. It is unanimously in favor.

Senator CHURCH. Very well, Mr. Secretary; I have no further questions. Let us proceed to the next area.

Dr. GLASGOW. The next area is the Island Bay wilderness area in Florida. We have maps of each of these areas. This area has 20 acres that is proposed for wilderness designation. It is located on the west coast in the Cape Haze area of Charlotte County, Fla. It is 23 miles northwest of Fort Meyer, and 75 miles south of Tampa, Fla.

This refuge was established on October 23, 1908, and originally consisted of about 11,000 acres. It was later determined that most of the acreage was tideland owned by the State of Florida and only 20 acres above the mean high watermark were affected by the establishing order.

The chief use of the refuge is for wildlife. Colonial birds nest there, principally the brown pelican. It is also the feeding site for shore birds, gulls, terns, and wading birds. There are no other vertebrates, except racoons.

There is little opportunity for public use because of the protection required for bird populations. Public use is permitted during the period July through October.

There is no economic use made of the area. It is located near developed areas which are oriented to extensive water resource recreation.

There are no exceptions to the criteria established for wilderness classification. A public hearing was held on April 7, 1967. Thirteen statements were presented, all in favor of the proposal. There was no opposition. No changes in the boundaries were made after the hearing. There has been no opposition recorded since that time. The State of Florida is considering establishing an aquatic preserve in the State-owned water bottoms surrounding this refuge.

That concludes the information I have on this refuge.

Senator CHURCH. Senator Hatfield, any questions?

Senator HATFIELD. No questions.

Senator CHURCH. Are these lands designated on the map in green part of a larger wildlife refuge or are these lands the totality of that present refuge?

Dr. GLASGOW. May I ask Mr. Givens to respond?

Senator CHURCH. Yes.

Mr. GIVENS. These are all the lands presently within the refuge. The remainder of the lands you see that are colored brown are lands and water which lie below the mean high water mark and are State owned.

Senator CHURCH. It seems to me the Federal lands are so small that unless the State lands were administered in a similar way, the refuge would be of little consequence. Do I understand from your testimony, Mr. Secretary, that the State has a land management program under way that would be consistent with designating these smaller Federal areas as parts of the wilderness system?

Dr. GLASGOW. The State has under consideration establishment of an aquatic preserve which would protect the surrounding areas. I think that the brown area next to the green is probably submerged land and therefore there is not much that can be done with it.

Senator CHURCH. Even if the State had another plan in mind, it would be difficult to administer the land in any other way; is that right?

Dr. GLASGOW. Yes. It is my impression the green land is all that is above the mean high water.

Senator CHURCH. The gentleman in the back has his hand up. Would you first of all identify yourself, please, for the record.

Mr. NORTHRUP (MARTIN). Martin Northrup, assistant executive director of the Florida Audubon Society. The Florida cabinet, acting as trustees of the Internal Improvement Trust Fund, has declared this area as an aquatic preserve.

Senator CHURCH. Fine; I think that answers the question.

Very well, Mr. Secretary; I have no further questions. So let us proceed to the next area.

Dr. GLASGOW. Next is the Cedar Keys Wilderness proposal within the Cedar Keys National Wildlife Refuge, encompassing 378 acres. We are proposing wilderness designation for 372 acres. The refuge is located 90 miles north of Tampa on the west coast of Florida. It is made up of offshore islands in Levy County. It was established in July

1929 by Executive order of President Hoover. It was enlarged by Executive order on November 6, 1937.

Primary use of the refuge is for wildlife. It is a nesting site for colonial birds such as herons, egrets, ibis, and pelicans. Ospreys and bald eagles also nest on the keys.

Public use is confined largely to nature studies and beachcombing during the fall and winter seasons. There is a marine laboratory located on a 6-acre tract which is operated by the University of Florida. This tract, located on Seahorse Key, also contains a historic lighthouse.

There are no economic uses of the refuge islands.

The 6 acres surrounding the lighthouse and marine laboratory is excluded from the proposal.

There was a public hearing held on April 7, 1967, in St. Petersburg, Fla. Twelve statements were presented at the hearing, and 78 communications were received after the hearing. The majority supported wilderness classification. The city of Cedar Keys and the Levy County Board of Commissioners requested that Seahorse Key be excluded from the proposal and be developed for recreational purposes consistent with wildlife needs.

Since that time, the city of Cedar Keys and Levy County have acquired 1,300 acres for recreation and public use purposes. Although I am not sure that this satisfies their request for additional recreational area, I think it does.

Senator CHURCH. Will someone please indicate to us where the 1,300 acres has been acquired?

Dr. GLASGOW. Mr. Chairman, I will ask Mr. Rudolph to give you that information.

Senator CHURCH. Yes, certainly.

Mr. RUDOLPH. Last week we had our refuge manager contact the Board of County Commissioners for Levy County, and the chairman indicated he had no objection to Seahorse Key going into the wilderness, but he asked that we give consideration to the maximum amount of recreational use compatible with our refuge program.

Last night, Mrs. Gibbs, mayor of Cedar Keys, indicated that she was still very much in opposition to the inclusion of Seahorse Key. She thought it should be developed for recreation and historical use because of the lighthouse being there, so we have a difference of opinion now between the county and the mayor of Cedar Keys in this regard.

Senator CHURCH. Under this proposal, Cedar Keys will be open to public access, public use, as are other wilderness areas? What kind of recreational development does the mayor have in mind for Seahorse Keys?

Mr. RUDOLPH. I believe she envisions this as being a tourist attraction. We differ with her in the potential of this area for intensive recreational use. All of the islands are surrounded by very shallow, muddy bay bottoms, which are relatively inaccessible at low tide. They would have no value for swimming purposes. The beaches can be used for shell collecting, beachcombing, picknicking, and fishing. We would continue to permit limited use of this sort as long as it did not interfere with the primary purposes of the refuge for the protection of bird rookeries.

Senator CHURCH. Seahorse Key is presently a part of the wildlife refuge, is it not?

Mr. RUDOLPH. Seahorse Key, yes; all four of the green areas comprise the Cedar Keys Refuge.

Senator CHURCH. Really you are simply proposing that the present and established uses be preserved?

Mr. RUDOLPH. We have had limited use in the past and will continue this.

Senator CHURCH. Then the only real effect of this legislation is to give whatever added permanence to the area that may be lent by including it within the wilderness system? As far as uses are concerned, they will not greatly differ after the inclusion from what they have been prior to the inclusion?

Mr. RUDOLPH. That is correct.

Dr. GLASGOW. Mr. Chairman, I would like Mr. Rudolph to comment on the marine laboratory and the lighthouse. This is a rather historic lighthouse. Should the six acres that are now excluded be included later, I would like the record to show we are very much in favor of retaining the lighthouse because of its historic significance and attraction for the people who might visit the area.

Mr. RUDOLPH. The lighthouse was built in 1865 and used as a lighthouse until 1915. We, approximately 20 years ago, issued a permit to the University of Florida for operation of a marine lab on Seahorse Key. They utilize the lighthouse building for a caretaker's residence. They have developed a small dock, and a small field laboratory on the north side of the island. This permit is due to expire in 1972.

The University of Florida has acquired acreage on Cedar Keys itself for a marine laboratory, but they are not sure when they will have funding to develop the new facilities. There is a possibility that the University of Florida will continue or renew this permit on Seahorse Key for a period after 1972, but they certainly plan to remove their facilities off of Seahorse Key to Cedar Keys proper.

Senator CHURCH. When that happens, do you still propose to retain the lighthouse?

Mr. RUDOLPH. We would preserve the lighthouse for its historical significance. I think we can make provisions for public visitation to the lighthouse during periods when the use would not interfere with the bird-nesting.

Senator CHURCH. I think it is entirely appropriate to exclude that area since it is clearly inconsistent with the wilderness concept and ought to be left out.

Senator Hatfield, any questions?

Senator HATFIELD. Are there no other navigational aids for use of these islands?

Dr. GLASGOW. May I ask Mr. Rudolph to respond.

Mr. RUDOLPH. I didn't hear the question.

Senator CHURCH. The Senator asked if there were any other navigational aids on the island.

Mr. RUDOLPH. I know of no other aids on the island.

There are channels that go between the islands and the proposed intercoastal waterway along the west coast of Florida that would go inside or landward of the Cedar Keys Refuge, so I think there is nothing in the way of development now concerning navigation.

Senator HATFIELD. These that form the beaches, are they sloping beaches, do you have boat ramps or other marine facilities there on any of these islands?

Mr. RUDOLPH. The only improved access to the island is the boat dock that the University of Florida uses. The beaches on Seahorse Key are restricted to the south side, the curved beach there; it is a narrow beach, very narrow beach, and the land slopes very abruptly from the beach up; it is an old high beach dune that has become vegetated over the years.

Much of the beach is actually cut off from open water by the development of marsh that has occurred because of the accretion from the beach, so little of it is accessible, except on extremely high tides, by boat. The other keys have small segments of beaches interspersed with marshy shorelands.

Senator HATFIELD. But no structures?

Mr. RUDOLPH. No structures at all.

Senator HATFIELD. That dock below will be excluded from the wilderness classification?

Mr. RUDOLPH. No; our ownership extends to mean high tide, and the State ownership extends up to mean high tide, and there is no development.

Senator HATFIELD. The dock which you referred to as a dock is presently there where the university, I believe you said, utilizes the facility; would it be excluded from the wilderness?

Mr. RUDOLPH. It is within the 6 acres that would be excluded; yes.

Senator CHURCH. I am glad to know this is a nesting place for the American bald eagle. I think the bald eagle is one of those species in danger of extinction, and whatever precautions we can take to preserve it should be taken. It would be the final irony for the national bird if it becomes extinct by virtue of the growth and technical development of the society it symbolizes.

Mr. RUDOLPH. I would point out in addition to the eagle nests actually on North Key, we have approximately 40 active osprey nests, mostly on Seahorse Key. The osprey is another large bird whose status we are concerned about now.

Senator CHURCH. Yes. Any further questions?

Senator HATFIELD. No.

Senator CHURCH. Very well. Proceed with the next area.

Dr. GLASGOW. The next area is the Okefenokee Wilderness. Excuse me; I believe I have overlooked one. I did, sir. It is Passage Key Wilderness area. This is the Passage Key National Wildlife Refuge, and it contains approximately 20 acres located at the mouth of Tampa Bay about 15 miles south of St. Petersburg, Fla. It was established in 1905 by President Theodore Roosevelt.

The primary purpose is for wildlife, providing a resting area for gulls, terns, and other water birds.

There is some public use of the area—fishing, birdwatching, and shell collecting.

There are no economic uses.

There are no exceptions to criteria used for wilderness bill designations. A public hearing was held in 1967 in St. Petersburg, and 25 communications were received, all supporting wilderness designation.

There have been no changes in the boundaries since the hearing. There has been no opposition developed.

Senator CHURCH. I have no questions.

Senator HATFIELD. No questions.

Senator CHURCH. Let us proceed to the next area.

Dr. GLASGOW. The next area is the Okefenokee Wilderness. The Okefenokee Wildlife Refuge is one of the greatest natural areas in North America. Certainly it is equal to some of our great national parks, and it is a wonderful thing that this area has been preserved for the use of the people for all time.

The refuge contains 365,000 acres, and 319,000 acres are under consideration for wilderness designation. It is located in southeast Georgia. Jacksonville, Fla., is about 40 miles southeast of the refuge. It was established in 1937 by Executive order of President Franklin D. Roosevelt. It is a wildlife refuge, and many wildlife species are benefited by its designation as a refuge. There are over 225 species of birds, 41 mammals, 54 reptiles, 32 different amphibians, and 37 species of fish found in the area.

The alligator is the most characteristic and best-known animal in the Okefenokee Swamp. There is one rare bird, the Florida sandhill crane. The endangered osprey and the alligator.

Public use has been largely for wildlife observation, nature studies, fishing, and boating.

There are concessionaires operating in areas adjacent to the wilderness that provide goods and services for visitors. Timber is managed on upland areas within the refuge. No economic use activities are conducted within the proposed wilderness area.

Senator CHURCH. Those are the parts on the map that are appearing in blue?

Dr. GLASGOW. In yellow. There are about 75 miles of boat trails.

Rest shelters and sanitary facilities are proposed, and the use of outboard motors up to 10 horsepower is permitted. Some prescribed burning may be used to maintain the character of the area. There are areas on the east and west entrances that have been excluded which are used for administrative and visitors facilities.

Now, I do want to make it real clear for the record, so there will never be any misunderstanding, that the use of the boat is required for administrative purposes and for public use of the area. It is of such a nature that it would be almost impossible for the public to use the area unless they were permitted to go by boat, and we recommend they be permitted to use motors up to 10 horsepower.

Next is required the maintenance of the boat trail system which is presently there. If we were to have use of some of the areas that are now almost inaccessible, it might require, for the extension of some boat trails, at some time in the future selective brush control through periodic burning may be necessary to maintain the character of the area. Over the years wildfires have burned prairie sections preventing brushy species from becoming dominant. The prairie sections are valuable for certain kinds of wildlife.

The proposed construction, maintenance and replacement of unimproved shelter and sanitary facilities are for the safety of the public.

Senator CHURCH. Senator Hatfield.

Senator HATFIELD. That touches a very sensitive note with me. We have a wilderness area designated in the Mount Jefferson area, and because there were some toilet facilities there, the Forest Service said in order to comply with the Wilderness Act they had to be taken out even though there was a heavy use by people in this area because it was so accessible or so close to a highway.

I just personally cannot see applying the law in one way to fit one need and not applying it across the board, because I have had a bill on this committee for 6 months now to get an exception made to that, and this committee has not seen fit to act on it; so I frankly will have to take a negative approach to this particular bill.

I think you can justify what you have presented here this morning, but I think it is certainly justifiable in the unique situation in the case of the Mount Jefferson Wilderness, and I don't think this committee can make exceptions along the line without establishing some criteria. Body elimination is just as important a thing in Oregon as in Florida or other States where the large facilities require this type of facility.

Dr. GLASGOW. The reason I emphasize these, Senator, is: I realize there are special considerations and I wanted to make sure the committee was fully aware of them.

Senator CHURCH. I share the misgivings of Senator Hatfield concerning the proposal, because not only is there the question of sanitary facilities, but also the maintenance of certain open boating routes, and the burnings that are required which will interfere with the natural pattern of growth. All of this may be well justified for purposes of furnishing maximum public access or for preserving certain species of wildlife, but these activities are inconsistent with the wilderness concept.

I would therefore think it might be far more appropriate in this case to retain this area as a wildlife refuge rather than to attempt to include it into the wilderness system and set up special ground rules that apply here which really conflict with the wilderness concept.

Senator HATFIELD. May I add a further point. Do you recall when you were here before the committee presenting the Hart Mountain wildlife classification for including it into the wilderness classification, we went into the problem of trying to stop this system in the area of, namely, the sagebrush, and taking over destroying the food there for the animals.

The committee decided, because it would have taken certain range management activity, it would be in conflict with the Wilderness Act, so we excluded that at the time even though it was important to maintain this as a refuge.

I would join with the chairman; I would think it would be important to maintain this as a refuge. But I think there is so much conflict with the Wilderness Act, it would be difficult for the committee to adjust to that.

Dr. GLASGOW. Senator Hatfield, when I was going over material for this hearing, I thought quite a little about the previous hearing. There is a little additional information I should give you on this area.

A public hearing was held in Waycross, Ga., in 1967, 63 statements were presented at the hearing, and 795 letters were received. The opposition to the proposal focused on Federal acquisition of land that

might result in a loss of land from local tax roles, and the fear that wilderness designation would restrict use and development of such lands for recreational purposes.

Since that time the person that was largely leading the opposition has sold his property to us and it is now part of the refuge, so that opposition has been reduced tremendously. After the public hearing the proposal was changed to include only those lands within the swamp portion of the existing refuge. The acquisition of additional lands in addition to the refuge was eliminated.

I would like to ask Mr. Givens to comment further on the opposition that was brought out at the hearing.

Mr. GIVENS. Yes.

Senator CHURCH. Let me ask you, first of all: What are the blue parts of that map? What do they represent?

Mr. GIVENS. The blue areas are lands that we have acquired since wilderness hearings was held at Waycross, Ga., in 1967. These blue areas have just recently been acquired; mostly within the last year.

Senator CHURCH. You do not propose to include them in the wilderness?

Mr. GIVENS. We feel that before we could make a recommendation in this regard that we would have to make an additional study to determine what portions should be included in the wilderness.

Senator CHURCH. What about the gray area?

Mr. GIVENS. The gray areas are the areas that lie within the swamp that remain to be acquired.

Senator CHURCH. In other words, they are in-holdings, private in-holdings?

Mr. GIVENS. They are in-holdings within the proposed boundaries of the refuge, that is right, sir.

Senator CHURCH. Well, I just don't think that this meets the standards of the act, and in any case it would be premature for the committee now to act upon it in face of the fact that new land has been acquired and more land is still to be acquired and further studies are needed concerning the additional land that has been acquired since the hearings. I think the whole matter ought to be taken back and reconsidered.

Mr. GLASGOW. I would like to make it clear, Mr. Chairman, the blue lines are not included in this proposal, only the one little square. That little blue spot is included, but the other blue land is excluded.

Senator CHURCH. I understand.

Dr. GLASGOW. May I ask a question—and I don't want to be questioning the committee—but what aspects of this now do you feel should be eliminated, what aspects could be left and then meet the qualifications?

Senator CHURCH. I wonder whether the artificial maintenance of boat routes, boat channels, whatever they may be called, can be made compatible with the wilderness concept. Furthermore, I question the management plan that requires recurrent burnings. I don't object to the way the refuge is being managed. It might very well be fully justified, but I do think that these practices may be inconsistent with the objectives of the Wilderness Act.

I think we should continue the maintenance of manmade facilities, which created a problem before, and I agree with Senator Hatfield

we should be consistent; whatever standard we are going to accept we should apply consistently.

Then there is the further question of what should be done with the new areas that are acquired that have not been studied.

I think you ought to take this matter back and reconsider the advisability of trying to include the refuge in the wilderness system, given the present management practices.

Dr. GLASGOW. Thank you. May I ask Mr. Buell to make a comment, please?

Senator CHURCH. Yes.

Mr. BUELL. I would like to make a comment, Mr. Chairman, in explanation, particularly with respect to the motorboats and motorboat trails. We are using the portion of the wilderness act, which relates to Forest Service wilderness areas established by the act, which says:

Within wilderness areas designated by this act the use of aircraft or motorboats, where these uses have already been established, may be permitted to continue.

Senator CHURCH. Well, yes, but you recall I have not raised that question.

Mr. BUELL. Yes. I wanted to explain.

Senator CHURCH. In the theory of the objection I stated, I did not raise it.

Mr. Hatfield.

Senator HATFIELD. May I ask: Is there any present or impending danger to the lands under the present classification being preserved and being maintained and administered as they are now?

Dr. GLASGOW. None.

Senator HATFIELD. In other words, we are not going to lose the natural habitat here or endanger the present beauty and all of the values of the land by the present classification?

Dr. GLASGOW. We are certainly not. This is one of the greatest natural areas in North America, and we are very much interested in acquiring a little additional land to block in the natural boundaries of the area. Certainly, this, I think, would be one of the last areas that the Federal Government would give up.

Senator HATFIELD. You can acquire those additional lands for blocking-up purposes under the present classification?

Dr. GLASGOW. Yes, if they become available and we have funds.

Senator HATFIELD. I think there is no question the committee is in total support of this proposition of maintaining these lands as they are and maintaining the integrity of the classification and not permitting them to fall into any kind of danger of this whole concept being distorted. I just wanted to make sure that under the present classification there was no such danger.

Dr. GLASGOW. I will assure you from our standpoint I will protect them.

Senator CHURCH. Mr. Fannin.

Senator FANNIN. Mr. Chairman, I am sorry I didn't hear the full testimony, and I am a little confused, but you referred to the controlled burning. Is this in an open area? Is this in an area where you would be feeding water buffalo, and elk, and so forth?

Dr. GLASGOW. This is a different area, Senator Fannin.

Senator FANNIN. I see.

Senator CHURCH. I have no further questions. The committee has none.

Dr. GLASGOW. May I make one final statement, Mr. Chairman? There has been tremendous interest in classification of this area for wilderness. We will consider the implications of an adjusted proposal on this area.

Senator CHURCH. We will be certainly prepared to hear any modified proposal you may want to make. Let us move on to the Petrified Forest portion.

Dr. GLASGOW. Mr. Chairman, I am going to ask Mr. Bill, who is Deputy Director for the National Parks, to help us with this information. This is Petrified Forest National Park, and it is located in northeastern Arizona in Navajo and Apache Counties. It was established as a monument on December 8, 1906, by Presidential proclamation, and then it was given park status in 1962 pursuant to an act of Congress of 1958.

The total area in the national park is 94,189 acres. The roadless study area contains 60,400 acres. The preliminary proposal—that is, the Painted Desert section—contains 43,020 acres. There is a recommended addition, and this is the Petrified Forest section, containing 7,240 acres.

So that of the two areas recommended for wilderness classification, they encompass 50,260 acres. That is 83 percent of the roadless area, or 53 percent of the total park area.

A hearing was held at Holbrook on May 23, 1967, and seven oral statements were presented and 88 responses were received either at the hearing or through later correspondence, and 15 favored the National Park Service proposals, and 69 favored enlargement of the National Park Service proposal, and three had no specific comment, and one opposed the wilderness classification.

Senator CHURCH. Since the hearing, Mr. Secretary, was an addition made to the original master park proposal? I understand you to say the Petrified Forest Park was added.

Dr. GLASGOW. Yes; the original hearing was on the 43,020 acres, and then subsequent to the hearing and because so many people wanted it enlarged, the 7,240-acre Petrified Forest section was included.

Senator CHURCH. I am always glad to hear that these hearings are functioning as intended by the Wilderness Act and that testimony that is taken at the locality is being given serious consideration by your Department.

Dr. GLASGOW. It has been very helpful to us.

Senator CHURCH. We have been informed of several instances when the local testimony has resulted in changes in the original plans, and that, of course, is what we had hoped would happen. The local people are intensely interested and also are very familiar with the area, and they often can refine and improve original proposals.

Dr. GLASGOW. In 1969, we had 1,004,400 visitors. The estimated visitation by 1978 is expected to be 1,065,000.

This area does contain the finest display of petrified woods in North America. There are no in-holdings. All of the land is federally owned. I do not think there are any exceptions to wilderness classification in either area.

Senator FANNIN. If I understand the proposal, this is already in the park, or the proposed addition is already within the park area.

Dr. GLASGOW. Yes.

Senator FANNIN. You are not taking additional land, and there is no controversy, as I understand.

Dr. GLASGOW. Senator Fannin, the proposed addition is the green area you see in the lower part.

Senator FANNIN. Yes. I am very much in favor of the program. I just hope we can get better protection from the standpoint of the people carrying away the petrified wood. I don't know whether it will result from this endeavor or not. I would like to ask that. Will we be able to have better control of the visitors' carrying away with them some of the wonders of that particular area?

Dr. GLASGOW. Even with a wilderness classification, it will still remain a problem, and I would like Mr. Bill to comment.

Mr. BILL (Harthon L.). Senator Fannin, we have been improving our methods of coping with the problem of people picking up petrified wood and carrying it home as souvenirs, and also we have singular success in coping with those who take more wood than just souvenirs. Primarily, in the first instance, we have developed a scheme or system of giving people a sample taken from outside of the park and enlisting their support and assistance concerning the behavior of other people visiting the park with respect to care of the wood on the grounds. The superintendent, who is here today, tells me it is a rather successful program.

So rather than bear down on the normal citizen who is taken by the color and interests of the petrified wood and wants a sample of it by taking it home, we are stimulating him with this creative approach for his cooperation, and by our relationship with the local law enforcement people and development of capability of our own personnel, we have been able to develop other types of inroads on that type of activity.

Senator FANNIN. I am pleased. I know at one time it was almost a commercial project for some people, that they would carry it away and utilize it as a type of item of merchandise that can be sold.

Dr. GLASGOW. As you note on the map, there is an area inside the boundary of the park one-eighth of a milewide which is not included in the wilderness area. This will permit use of vehicles and will assist in cutting down on vandalism.

Senator CHURCH. Mr. Hatfield, any questions?

Senator HATFIELD. No questions.

Senator CHURCH. I have no questions. Do you have any further testimony to present?

Dr. GLASGOW. No, sir; I do not believe so at this time. Thank you very much, Mr. Chairman.

Senator CHURCH. The committee received a statement from Congressmen Stuckey and Cramer, and will be inserted at this point.

STATEMENT OF HON. W. S. STUCKEY, JR., A U.S. REPRESENTATIVE IN CONGRESS
FROM THE STATE OF GEORGIA

Mr. CHAIRMAN, thank you for the opportunity to comment on provisions of S. 709 that would include, among other areas, the Okefenokee National Wildlife Refuge under provisions of the Wilderness Act without exception.

The consensus of the people of Georgia's Eighth Congressional District, whose views I represent here today, is that we definitely desire continued protection of this natural wonder. However, we do not feel that unqualified inclusion in the Wilderness system would be of the greatest benefit to the people of our district, Georgia, and the Nation, who would desire to pursue recreational activities, naturalistic studies, or similar projects in the swamp.

Provisions of the Wilderness Act specifically exclude utilization of motor propelled vehicles or boats in a wilderness. Persons familiar with this vast swamp are quick to recognize that S. 709 would virtually close all but the outer fringes of the Okefenokee because of the futility of exploration attempts in this area without a powered boat.

Further, the Okefenokee National Wildlife Refuge is currently crossed by a series of boat trails that permit exploration of the swamp; provide access to open water areas for fishing; and in effect, are the only routes for navigation through the swamp. Unless these boat trails are maintained on a continuing basis, water plant growth, fallen trees and the like would soon render all these trails impassable.

A final item I must bring to the Committee's attention is the provision of the Wilderness Act that could prohibit fishing in an area under the Wilderness System. Fishing is possibly the greatest pastime in the southeast, and the Okefenokee Swamp provides an angler's challenge that can be offered nowhere else in hundreds of miles. Any attempts to prohibit fishing in the Okefenokee would, in my estimation, seriously infringe on a time-honored tradition for the people of the Eighth Congressional District, South Georgia, and our friends in North Florida.

As mentioned at the outset, Mr. Chairman, our people continue to desire protection for the Swamp; but protection with utilization and enjoyment. It is for this reason that I have introduced legislation in the House of Representatives, and respectfully submit as part of this testimony for your consideration, H.R. 4853 that would also include the Okefenokee National Wildlife Refuge under the Wilderness Act, but with certain exceptions.

The provisions of H.R. 4853, basically, would permit utilization of powered boats with motors of ten horsepower or less; would permit fishing in the swamp; and would define boat trails to be maintained by the Department of the Interior.

I have worked with Department of The Interior Officials for more than three years on this legislation, Mr. Chairman, and their initial correspondence with me indicated agreement and support of H.R. 4853. Unfortunately for those of us interested in preservation of the swamp and its continued enjoyment these officials have not been consistent with their support for reasons known only to the Interior Department.

In summary, let me again restate the position of support for preservation and protection for the Okefenokee Swamp by me and the people I represent. At the same time, let me implore you members of the Committee to review the severe implications of including this area under the Wilderness System without exception. Such action would virtually seal the swamp from further study and enjoyment by current and future generations. We need motorized boating access into the swamp; we need for the existing boat trails to be established by legislation and maintained; and we need for guaranteed continuation of the fishing and recreational enjoyment of this great swamp. I respectfully request that the unique traditional utilization of the swamp be continued by this Committee by the inclusion of exception language contained in H.R. 4853 or the withdrawing of the Okefenokee National Wildlife Refuge from S. 709 and the introduction of a separation Senate bill with the provisions of H.R. 4853 in its stead.

[H.R. 4853, 91st Cong., first sess.]

A BILL To designate the Okefenokee National Wildlife Refuge as the Okefenokee Wilderness

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in accordance with section 3(c) of the Wilderness Act (16 U.S.C. 1132(c)), the Okefenokee National Wildlife Refuge as the boundaries of such refuge existed on April 1, 1968, except for the following areas:

- (1) a two thousand eight hundred acre swamp area in the vicinity of Camp Cornelia;

(2) an eight thousand four hundred acre swamp area at the west entrance to the swamp including Stephen Foster State Park, the Suwannee River sill, and the intervening area affected by these developments;

(3) refuge management units comprising about nine thousand eight hundred acres of uplands above the swamp line including, but not limited to, Cowhouse Island near the Okefenokee Swamp Park, The Pocket, the unland area at Camp Cornelia extending out to State Highway 23, Chesser Island, Soldier Camp Island, and other refuge management units along the edge of the refuge;

is hereby designated as the Okefenokee Wilderness comprising an area approximately three hundred and nineteen thousand acres.

Sec. 2. As soon as practicable after this Act takes effect, the Secretary of the Interior shall file a map and a legal description of the Okefenokee Wilderness with the Interior and Insular Affairs Committees of the United States Senate and the House of Representatives, and such description shall have the same force and effect as if included in this Act, except that the correction of clerical and typographical errors in such legal description and map may thereafter be made.

Sec. 3. The Okefenokee Wilderness shall be administered by the Secretary of the Interior in accordance with the provisions of the Wilderness Act governing areas designated by that Act as wilderness areas with the following exceptions:

(1) the Secretary shall place no restrictions on the use within the Okefenokee Wilderness of motorboats propelled by motors of ten or less horsepower;

(2) the Secretary shall prohibit all hunting in the Okefenokee Wilderness, without exception;

(3) fishing shall be permitted in the Okefenokee Wilderness in accordance with the laws of the State, and the Secretary shall impose no other restrictions or conditions with respect to such fishing;

(4) the Secretary shall maintain boat trails for the reasonable use of the boating public, including, but not limited to, the following boat trails—

(A) from Jones Island to Billys Lake;

(B) from Billys Lake to the Suwannee River sill;

(C) from Billys Lake to Minnies Lake;

(D) from Minnies Lake to Big Water Lake;

(E) from Big Water Lake to Dinner Pond;

(F) from Dinner Pond to the boundary of the wilderness just south of Okefenokee Swamp Park;

(G) from Billys Lake to the Suwannee Canal to Camp Cornelia;

(H) from the Suwannee Canal south through Chesser Prairie and Grand Prairie to Gannet Lake;

(I) from Gannet Lake to Blackjact Island;

(J) from Suwannee Canal through Chase Prairie to Floyd's Island;

(K) from Floyd's Island through Floyd's Prairie to the trail between Minnies Lake and Big Water Lake;

(L) a trail running along the east side of the Suwannee River sill from The Pocket to Pine Island; and

(5) the Secretary shall provide the public with access at reasonable times to the south end of the canal running along the east side of the Suwannee River sill.

STATEMENT OF HON. WILLIAM C. CRAMER, A U.S. REPRESENTATIVE IN CONGRESS
FROM THE STATE OF FLORIDA

As Representative of the 8th Congressional District of Florida, I would like to give my wholehearted support to bringing Passage Key at the entrance to Tampa Bay into the National Wilderness Preservation System.

This roadless, undeveloped island meets all the qualifications for inclusion. A 20-acre, white sand refuge, the island has been set aside as a migratory bird sanctuary since the early 1900's.

Passage Key is located in Manatee County, and within easy distance of such Tampa Bay cities of Bradenton, Tampa and my home community of St. Petersburg. Numerous recreational areas, such as St. Petersburg Beach, Fort DeSoto and Anna Maria Island, are all nearby.

This refuge aids in the maintenance of shorebird and water bird populations in the area, and should be preserved for the continued pleasure of residents and visitors alike.

It is vital that Passage Key be preserved for present and future generations of Americans.

Senator CHURCH. Very well, our next witness is Mr. Jack R. Mays, manager of Folkston and Charlton County Chamber of Commerce, Folkston, Ga.

STATEMENT OF JACK R. MAYS, MANAGER, FOLKSTON AND CHARLTON COUNTY CHAMBER OF COMMERCE, FOLKSTON, GA.

Mr. MAYS. Mr. Chairman, I am Jack R. Mays and my home address is 600 Cherry Street, Folkston, Ga. Folkston is only about 7 miles west of the Okefenokee National Wildlife Refuge, which is one of the areas included in S. 709, being considered by the committee today.

I have a short statement and a few works I would like to add to it.

Presently I am the executive director of the Charlton County Development Authority, and manager of the Folkston-Charlton County Chamber of Commerce. I served as mayor of the city of Folkston from 1965 until 1969.

For the past 10 years I have been closely involved with the protection of the Okefenokee National Wildlife Refuge. Primarily I have been involved because of the unique experience offered by this 340,000 acre wonderland for present and future generations to enjoy a part of our great country in its original trappings, unspoiled by the thoughtlessness of man.

Secondly, my interest in the preservation of the Okefenokee National Wildlife Refuge is whetted by the economic impact on my home city because of our close proximity to the Okefenokee, and of the desires of an increasing number of people to enjoy visiting the Okefenokee. Folkston boasts of numerous excellent facilities, and of course they benefit by the usage by the public of the Okefenokee refuge.

Let me go on record now as being in full agreement with the designation of a major part of the Okefenokee National Wildlife Refuge and begging for the consideration of the Okefenokee national protection under the Wilderness Act of 1964.

But, let me point out that characteristics exist in the Okefenokee National Wildlife Refuge which are not common with other areas being considered for inclusion in the national wilderness preservation system. In S. 709, section 3, it is asserted in the act, of course, that motor boats will not be used except on trails and it will be impossible to visit and see the Okefenokee without using outboard motors because it is primarily waterlands.

Visitors must be allowed to utilize small (less than 10 horsepower) outboard motors to power small boats along the water trails in Okefenokee. Sightseeing boats should be allowed to continue to use outboard motors of 10 horsepower or less along the nearly 60 or 75 miles of designated water trails of the Okefenokee.

Since its creation as a wildlife refuge by Executive order of President Franklin D. Roosevelt in 1937, the Bureau of Sports Fisheries and Wildlife has allowed in the Okefenokee daylight use for sightseeing, fishing, and numerous other activities on the water trails within the

swamp. The Federal managers have allowed this activity in such a way as not to destroy any of the Okefenokee's beauty, nor to detract in any manner from the true wilderness characteristics of Okefenokee.

We ask that this practice be allowed to continue. Without this assurance, I fear for hostile reaction from the local area to this proposal. With this assurance, I feel like we can get almost unanimous local support for this proposal.

Visitors to the Okefenokee now enter through three areas. One, near Folkston, Ga., is known as Camp Cornelia, where the Interior Department has developed a beautiful recreation area, complete with a nature drive, a boardwalk, elevated observation tower overlooking Seagrove Lake, picnic facilities, and a boat basin for fishing and sight-seeing trips into the interior of Okefenokee.

Near Waycross, the Okefenokee Swamp Park is operated by a nonprofit organization with essentially the same facilities, and near Fargo, Camp Stephen Foster is operated as a State park by the State of Georgia, with largely similar facilities. All of these areas offer different views and appreciations of the Okefenokee—all are necessary for the proper enjoyment of what is contained and nurtured within the borders of Okefenokee.

In conclusion, may I say that the Okefenokee needs the protection offered by the Wilderness Act of 1964—but with the inclusion of proper language, which will allow Americans and visitors from foreign nations to enjoy the very things we are trying to protect for their superlative natural wonders.

Certainly, we in my area of southeast Georgia will be grateful for the committee's consideration of our request to be allowed to continue to use small outboard motors along the waterways of the Okefenokee as we have in the past.

I might add this to my statement also, if the chairman will allow me, and I realize that time is valuable, but this is the first time I have had the opportunity to appear before a Senate committee and the opportunity affords itself about something that I am keenly concerned and that is protection of the Okefenokee Swamp.

We fought battles largely for the last several years to protect it. It needs protection of the Congress. It has had excellent protection by the Bureau of Sports Fisheries and Wildlife. I don't know that we have assurance that this protection will continue. We had a candidate for Congress 6 years ago in my county that wanted to build a highway across the Okefenokee and we had efforts to make soil explorations there and we had efforts to hunt phosphate there and these efforts are not succeeding today because the country is aware of protecting the wilderness. but we don't have assurance that somebody in the position of the higher-ups can allow it under Executive order, that the only protection it has now is by Executive order and by ownership by the Federal Government, and the Okefenokee is different from any area I know of being considered for inclusion in the protection under the Wilderness Act.

It is a large body, approximately 800 square miles of mostly water and I hold with the Senator's concern for the construction of sanitary facilities and right now by and large, a great majority of the people going into it go by boat. Restroom facilities are available and there are a great majority of trips through the canal into the heart of it that last

for 2 hours and the people use the restroom accommodations before they leave and when they get back.

These things were recently constructed in the area near Folkston and restroom facilities are available to these people and I see no great concern about restroom facilities into the heart of the Okefenokee. The heart of the Okefenokee is what needs to be protected and where wildlife can grow and be nurtured so it can get to the borders of the swamp where the American people can see it from these facilities.

We desperately, I think, need the swamp included in the wilderness and this is not unanimous because there was objection earlier when it concerned itself with acquisition of islands and land that is not truly of a swamp nature. This has been eliminated from the Bureau's proposal. There is no objection except almost unanimous request by our people on the Okefenokee for the protection that is offered by the Wilderness Society, or by the wilderness bill.

I do say when the Wilderness Act was drawn up perhaps the proper study was not given to it because I don't know of any area in the United States that is more wilderness than Okefenokee. It needs protection of either this act or a similar act with the exclusion enumerated but I beg the Senator to reconsider and for the committee to study this for our sake and sake of future generations and please let's give the Okefenokee protection of the Wilderness Act.

I thank you for your time.

Senator CHURCH. Thank you very much, Mr. Mays, for your fine testimony. I don't think that the motorboat use occasions any problem where the wilderness bill is concerned if that was an established use prior to the inclusion of the area, but you have heard the exchange that has taken place and there are other questions that have to be resolved.

But this committee is fully sympathetic with your desire to keep this area inviolate and we certainly would oppose any changes in the administration of the area that would impair its character.

Any questions?

Senator FANNIN. I would just like to say to Mr. Mays that I certainly commend you for your goal and for your concern. I am not too sure I understand just why it is you that have great concern with what you say exists. You state there are developments that have been thought about but has there ever been real consideration of those developments?

Mr. MAYS. Yes, sir, Senator Fannin. I might say as recently as 2 years ago and even today the timber interests in our area are tremendous and powerful and are a great asset to the economy of the area.

They put up a fight for all of the pine trees they can get their hands on and there are pine trees within the Okefenokee and efforts are being made by the timber companies every day to trade lands to get a part of the refuge lands, because they want hilly lands and they have some swampland and we have a tremendous pressure there, as was brought out in the hearing at Waycross several years ago, that everybody does not appreciate Okefenokee.

Efforts are being made, as I say, people 2 years ago wanted to put an elevated cable carried across it on the land that was 20,000 acres that the Bureau finally bought, but we had a very unpopular fight to knock this in the head. There is an area called Cheshire's Island in

the middle of Okefenokee right now that is not owned by the Government and that one entrepreneur would like to put a carnival fireworks display right in the heart of the Okefenokee and these things crop up every day.

Senator FANNIN. I realize that but we have many areas of the country in which this is a problem.

But I don't think with the management that you have now available to you it is a probability.

Mr. MAYS. That is what I said, Senator. If we could be assured that it would be managed in the future as it has been in the past, we would have no room for concern, but I think we need assurance of law rather than Executive order for this protection in the future. Thank you so much.

Senator CHURCH. Thank you very much.

Our next witness is Mr. John Crichton, manager of the Waycross and Ware County, Ga., Chamber of Commerce.

**STATEMENT OF JOHN M. CRICHTON, EXECUTIVE VICE PRESIDENT,
WAYCROSS AND WARE COUNTY CHAMBER OF COMMERCE**

Mr. CRICHTON. Thank you. I am John M. Crichton, manager of the Waycross Chamber of Commerce, and have a brief letter concerning our board of directors' stand.

The Waycross and Ware County Chamber of Commerce, representing the largest community on the perimeter of the great Okefenokee Swamp, has, by action of its board of directors, approved enthusiastically the proposal to include the Okefenokee National Wildlife Refuge in the national wilderness system.

We hereby declare our support for S. 709, now before your committee, and urge that this measure be given favorable action.

Our chamber has given sustained support to the Okefenokee National Wildlife Refuge, having led the fight for the purchase of the Okefenokee by the old Biological Survey, which became a reality in 1937. We believe Okefenokee is one of the most unique and valuable pristine areas in the United States and that it becomes increasingly important in this day of population explosion and expanding land utilization to preserve this wilderness area for posterity.

Minor objection was expressed to the Wilderness proposal in the Waycross area 2 years ago when it was believed that further land acquisition would be involved, this objection coming largely from timberland owners around the rim of the swamp, the largest of whom has sold his property recently to the Government.

With the elimination of land acquisition from the proposal this objection has been eliminated and the inclusion of Okefenokee in the wilderness system now meets with overwhelming approval.

It is our belief that S. 709, insofar as it applies to Okefenokee, should provide that all public use areas now recognized by the Bureau of Sport Fisheries and Wildlife, should be maintained as such under the wilderness proposal, thus assuring protection of the Okefenokee but, at the same time, providing that the public may enjoy the charm and beauty of the swampland in years to come. We believe these ideas to be thoroughly compatible.

We urge favorable action of S. 709.

I have with me, Mr. Chairman, letters from our city and county commission and from a local birdwatching club I would like to leave with you, if I may.

Senator CHURCH. You certainly may do that, and those letters without objection will be included in the record following your testimony.

Mr. CRICHTON. I thank you. We concur completely with the Bureau and Mr. Mays' statement concerning continued use of small outboard motors and, if I may say, sir, the objection voiced earlier by Senator Hatfield concerning the maintenance of water trails might be very well parallel, Senator, to the maintenance of roads through a wilderness area that might not involve as much water as we are talking about here.

Thank you very much.

Senator CHURCH. Thank you, Mr. Crichton. The difficulty with the water trails is real, because in other wilderness areas no roads are permitted and this in effect is a water road. That is one of the problems that we face.

Mr. CRICHTON. Yes, sir.

Senator CHURCH. Thank you.

(The material referred to above follows:)

WARE COUNTY COURT HOUSE,
Waycross, Ga., April 8, 1970.

HON. HENRY M. JACKSON,
Chairman, Senate Interior Committee,
U.S. Senate, Washington, D.C.

DEAR SENATOR JACKSON: The Ware County Commission, the governing body of Ware County, today learned of a committee hearing on the proposed National Wilderness System to be held on Thursday, April 9, 1970 in Washington. We are advised that South Georgia's Okefenokee Swamp is included in the proposed Wilderness System.

Ware is one of three counties in which the Okefenokee is located and we recognize the value of the Swamp as a natural wonderland which attracts thousands of visitors to our city and section annually. We believe it is to the best interests of our nation, and particularly to our South Georgia area, that the protection of this internationally known attraction be assured for all time to come. We believe that Senate Bill 709 would provide this protection.

With the above in mind we would like to express approval of the Wilderness Bill as it applies to the Okefenokee.

We give this endorsement with the understanding that the Bill will not provide for the purchase or condemnation of additional lands for the Wilderness area beyond that which was owned by the Okefenokee National Wildlife Refuge at the time of the Okefenokee Wilderness hearing in Waycross two years ago.

Sincerely yours,

WARE COUNTY BOARD OF COMMISSIONERS,
JOEL TANNER, *Chairman.*

WARE COUNTY COURT HOUSE,
Waycross, Ga., April 23, 1970.

HON. HENRY M. JACKSON,
Chairman, Senate Interior Committee,
U.S. Senate, Washington, D.C.

DEAR SENATOR JACKSON: Enclosed you will please find a resolution adopted by the Ware County Commission at a special called meeting on April 20, 1970, repudiating any expression of approval for the admission of the Okefenokee Swamp under Senate Bill 709. We object to its admission in this form. Our prior expression of approval under date of April 8, 1970, in a personal communication to you was based upon gross misinformation and I reject and repudiate the former letter referred to because of this erroneous information.

We do, however, wish to see the Swamp protected and therefore endorse specifically House Bill No. H.R. 4853 sponsored by Congressman Stuckey and urge the Swamp's admission in accordance strictly with said House Bill.

Sincerely yours,

WARE COUNTY BOARD OF COMMISSIONERS,
JOEL TANNER, *Chairman*.

APRIL 23, 1970.

Congressman W. S. STUCKEY, Jr.,
Cannon Building,
Washington, D.C.

DEAR CONGRESSMAN STUCKEY: Enclosed you will please find a resolution adopted by the Ware County Commission on April 20, 1970, endorsing specifically your House Bill No. H.R. 4853 relative to the Okefenokee Swamp and repudiating the Swamp's admission under Senate Bill 709. We wish also to state emphatically that our prior expression of approval of its admission under Senate Bill 709 was passed completely upon erroneous information.

We endorse your position, we congratulate you for your position and we thank you for your untiring efforts in behalf of the Swamp whereby it may be continued to be enjoyed by human beings and not only by birds and aircraft flying over.

Sincerely yours,

WARE COUNTY BOARD OF COMMISSIONERS,
JOEL TANNER, *Chairman*.

A RESOLUTION

Whereas, the Ware County Commission being the governing body of Ware County, Georgia, having been heretofore grossly misinformed pertaining to the admission of the Okefenokee Swamp into the Wilderness System and having resolved that the Swamp should be protected in accordance with Senate Bill 709, and

Whereas, the resolution heretofore passed expressing approval of this Commission for the admission of the Okefenokee Swamp under the Wilderness System under Senate Bill 709 was in error because of this Commission having been misinformed as to its effect and scope,

Now, therefore, be it resolved, at a special called meeting of the Ware County Commission on Monday, April 20, 1970, at 4:00 o'clock, for the express purpose of correcting the error above mentioned does hereby repudiate the admission of the Okefenokee Swamp into the Wilderness System under Senate Bill 709 and does emphatically reject its admission in that manner.

Resolved, further, that this Commission does endorse and favor the admission of the Okefenokee Swamp pursuant to and in strict accordance with House Bill No. H.R. 4853 which is sponsored by Congressman W. S. Stuckey, Jr.

This motion having been moved by Commissioner Thrift and seconded by Commissioner Gillis and thereafter unanimously carried on the 20th day of April, 1970.

JOEL TANNER,
Chairman, Ware County Board of Commissioners.

Attested by:

ELISE ELLIS, *Clerk.*

GEORGIA, WARE COUNTY.

I do hereby certify that the above and foregoing copy is a true and correct copy of that resolution adopted April 20, 1970, pertaining to the Okefenokee Swamp and is duly recorded in the Minutes of the Ware County Commission for the special called meeting of April 20, 1970.

ELISE ELLIS, *Clerk.*

OKEFENOKEE BIRD CLUB,
Waycross, Ga., April 7, 1970.

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

DEAR SENATOR JACKSON: The officers and members of the Okefenokee Bird Club wish to urge that the Senate Wilderness Bill 709 be favorably considered. Modern day problems such as overpopulation, urban sprawl, pollution, and

general destruction of wildlife habitat make it imperative that some places be set aside to preserve a part of the world in its natural state if future generations are to have a fit world in which to live.

Sincerely,

L. A. DILLARD, *President.*

CITY OF WAYCROSS, GA., April 7, 1970.

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

DEAR SENATOR JACKSON: It is our information that a hearing has been scheduled before your committee on April 9 for Senate Bill 709, setting up the National Wilderness System, and that the bill includes the Okefenokee Swamp.

The City Commission of Waycross today expressed its approval of this proposal which we believe would be beneficial to our area in assuring the protection of the Okefenokee, one of the great natural wilderness areas of America.

It is our understanding that this bill does not call for the purchase of any additional land and would not incorporate into the Wilderness System any area not owned by the Okefenokee National Wildlife Refuge prior to the public hearing held in Waycross two years ago.

The Okefenokee Swamp is a tremendous asset to southern Georgia and the Waycross Commission is heartily in accord with plans to preserve it and protect it as a wilderness area.

We ask that this action of the Waycross Commission we entered in the records at the April 9, 1970, hearing.

Respectfully,

R. W. WILLINGHAM, *Mayor.*

SLASH PINE AREA PLANNING AND DEVELOPMENT COMMISSION,
Waycross, Ga., April 7, 1970.

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

DEAR SENATOR JACKSON: The Slash Pine Area Planning and Development Commission, an organization of local governments representing nine counties in southeast Georgia, has approved, by action of its governing body on March 27, 1967, the proposal to include the Okefenokee National Wildlife Refuge in the National Wilderness System by passing the attached resolution.

As stated, the Commission is an organization of local government representing nine counties in southeast Georgia. Among the functions of the Commission is that of economic development, which includes tourism development. We recognize the Okefenokee as a prime asset in our development efforts, and we believe that its value is derived chiefly from its wilderness character and that this character should be preserved.

The Commission took its action in supporting the proposed inclusion of the Okefenokee in the Wilderness Act solely in order to give greater assurance that the Okefenokee would retain its present wilderness character.

The Slash Pine Area Planning and Development Commission has given continued support to the Okefenokee National Wildlife Refuge and have one of our staff members on the Bureau of Outdoor Recreations task force team that is presently studying the Suwanee River for inclusion in the National System of Wild and Scenic Rivers. The Okefenokee Swamp is the headwaters for the famed Suwannee River and the Suwanee flows 27.3 miles through the Swamp.

We believe the Okefenokee is one of the most unique and valuable wet land wilderness areas in the United States and that it becomes increasingly important in this day of population explosion and expanding land utilization.

Sincerely,

SLASH PINE AREA PLANNING & DEVELOPMENT COMMISSION,
MAX W. HARRAL, *Executive Director.*

RESOLUTION

Whereas, The Slash Pine Area Planning and Development Commission believes the wilderness character of the Okefenokee Swamp should be preserved, and

Whereas Public Law 88-577, the Wilderness Act, is designed to protect the wilderness character of such areas as the Swamp, and

Whereas, Wilderness status for the Swamp will not interfere with its continued public use for recreational and scientific purposes as heretofore.

Now therefore be it resolved, That the Commission favors putting the Okefenokee National Wildlife Refuge (consisting of about 341,000 acres) under the provisions of the National Wilderness Preservation System and that the Commission further supports the Bureau's management of existing timber compartments, boat trails, and entrance points for existing public use in accordance with present regulations.

Be it further resolved, That, with regard to the acquisition of additional lands, the Commission is in accord with negotiated purchase only of those non-timber producing areas within the Swamp line not currently federally owned. It is the Commission's understanding that the National Wilderness Preservation Act will have no effect whatsoever on the condemnation powers of the federal government.

Senator CHURCH. Our next witness is Mr. James Morrison of Atlanta, Ga.

STATEMENT OF JAMES MORRISON, DIRECTOR OF PUBLIC INFORMATION, THE GEORGIA CONSERVANCY, INC.

Mr. MORRISON. Mr. Chairman, my name is Jim Morrison, Director of Public Information for the Georgia Conservancy, Inc., the largest citizen environmental conservation group in Georgia, with approximately 2,000 members actually interested in the preservation of the wilderness area in Georgia and other parts of the country.

I have a written statement which I would like to submit for the record and I would like to summarize that and comment on some of the matters.

Senator CHURCH. We appreciate it and your full statement will appear.

Mr. MORRISON. Thank you. Also I would like to comment that before I joined the Georgia Conservancy for the last 7 years, I was with the Game and Fish Commission and served as editor of the commission's magazine and in this capacity I was able to travel the entire State of Georgia from one end to the other writing stories about conservation, hunting and fishing and natural areas and conservation and I have to say without reservation Okefenokee is the most wilderness area, largest roadless area we have within our boundaries and it is a large area and I don't know if you gentlemen have visited it, but I hope you will because you will be amazed to see how wild it is.

If this is not a wilderness area, we will never have any in the State of Georgia.

Also, it has received a lot of attention from visitors because it is one of the wonders and it is not full of snakes or mosquitoes and it can be used for recreational purposes without disturbing the wilderness character. It is used by motorboat and by maintained trails. You wouldn't know they were maintained, though, to look at them and if they were not, they would not exist, you wouldn't be able to use the swamp without maintaining them.

The wilderness act was passed primarily, I think, to encompass the large national forest area but not written with the Okefenokee in mind. I think the way I read the provisions they could be extended to cover Okefenokee, and we need more legal protection for Okefenokee.

There are intense political questions that can be brought to bear on this area to the effect there are proposals brought forth many times for roads. It is a tremendously long drive to get around Okefenokee and a straight line would be a quicker way across. It has been extensively transversed by railroads. They have been built in there for timber purposes. The commercial pressures that could be brought to bear on this area are serious. I for one would like to assure the Bureau would be able to continue to manage this area in its natural condition.

They feel the wilderness act would give it protection and I agree with them. We do feel that motorboats could be continued to be allowed in the area and that the trails should be maintained where necessary. This could be done with a small barge about 6 feet wide and two cutting blades to dig a path out about 2 feet deep through vegetation. If you don't do it within a few months or within years, these trails close up completely and you can't get in. You can't walk in there like you could the national forest.

It is more than a day's paddle by canoe to cross Okefenokee. Without motorboats, it would be impossible for the public to use and impossible to control it or carry on any activities in there. Really, it would be completely inaccessible.

They feel there should be some changes made in the provisions of S. 709 to relate to the boundary of the wilderness area because there have been additional areas which the Bureau feels should be included in the wilderness proposal and we support it. We have no exception to the areas they propose to exclude with the present developments that have been set up and these two are popular facilities and are needed for the swamp to be utilized by the Government.

We have full confidence in the ability of the Bureau to manage the swamp and I think perhaps we might be overly concerned about use of controlled burning. There are no marsh areas in the swamp that have controlled burning. It is only in upper areas outside of the swamp lands except Village Isle, which is in the interior of the swamp. The Okefenokee will not continue to exist today without fire. It was created by fire, natural lightning fires that strike in swamps at the low water period and burn it out and this creates the holes and prairies.

Without that, the Okefenokee would become a forest and it would become just another south Georgia forest area.

If there is any controlled burning that needs to be done to maintain the swamp in a swamp condition, it would not be apparent to any visitors that went there.

As far as the toilet facilities going in there, of course pollution is a problem, it would not be in a forest area.

The facilities they have for the trails are increasing and I feel they are compatible with putting the Okefenokee into the wilderness system.

I think that is all I have in addition to my written statement.

Senator CHURCH. Thank you very much, Mr. Morrison.

Mr. Morrison, this does present a problem. I think it may be that the special water routes that have to be kept open are more comparable to walking trails than to roads in other wilderness areas and that possibly we could make an accommodation that would not establish a precedent which would seriously interfere with the wilderness concept. In view of the questions that have been raised here, the Department is going to take another look, and they may have a revised pro-

posal to submit. It might be advisable for members of the committee to visit the swamp and get a first-hand view of the situation there, but the unique features do raise some serious questions.

We can't act on this bill without being mindful of its impact upon the whole wilderness concept. We are trying to establish some sufficient standards so that wilderness will be known for what it means to the people and that, of course, is the purpose of enacting the bill in the first place. I was responsible for the bill and am familiar with its history and purpose and we want to be careful when we include new areas in the Wilderness System we do not simply override criteria that has been established to the point where wilderness no longer has any uniform meaning but differs with every new area in the wilderness.

That is the problem we have.

Mr. MORRISON. Let me state something just to understand the wilderness act. It does not permit trails to be dug in the forest service. I think that is necessary.

Senator CHURCH. I think that may well be. That is an argument you have made which may have real merit and we want to look at it carefully.

Mr. MORRISON. I hope the committee will have an opportunity to visit Okefenokee. We are thrilled with it. I would point out the Okefenokee wilderness proposal has become a popular idea in the State of Georgia and a large number of people have been struggling for over 3 years to get it put into the wilderness system and they are anxious to see that the proposal moves ahead.

Senator CHURCH. Any other questions? Thank you very much.
(The complete statement of Mr. Morrison follows:)

STATEMENT OF JAMES MORRISON, DIRECTOR OF PUBLIC INFORMATION, THE GEORGIA CONSERVANCY, INC.

I would like to present a statement for the record on behalf of the more than 2,200 members of the Georgia Conservancy, Inc., the largest individual citizens environmental conservation group in Georgia.

Prior to joining the Georgia Conservancy in January of this year, I served as Chief of Information and Education for the Georgia Game and Fish Commission. For three of those years, I edited the Commission's official publication, *Georgia Game and Fish* magazine. During that time, it was my pleasure to be able to travel the entire length of the State of Georgia, writing articles on conservation, wildlife, hunting and fishing, and scenic natural areas.

Speaking from this experience, I feel that I can honestly say that the Okefenokee Swamp is the most unique natural wilderness area in Georgia, if not in the entire United States. It undoubtedly is the most famous natural landmark that is instantly identified with the State of Georgia. I doubt if there is a man in this room who has not heard of it dozens, if not hundreds of times in his lifetime.

The Okefenokee Swamp is a strange, mysterious, and beautiful place. Year round, its moss draped cypress trees beckon to thousands of adventurous explorers. In the spring, its vast grassy savannahs or "prairies" are blanketed by beautiful wild flowers, as far as the eye can see. In the fall, the autumn hues of small bushes and tiny tree leaves tinge the rugged beauty of the swamp with a delicate brush.

The Okefenokee is also the home of more than 200 varieties of birds and more alligators and black bear than are found in the rest of the State of Georgia combined. The rare sight of an alligator sunning himself on a log can now be commonly seen only in the Okefenokee. It is an experience that is never forgotten by man, woman, or child. This alone would be sufficient justification to preserve the Okefenokee for posterity in its natural wilderness state.

The Okefenokee is famous for its unusual fishing, and is one of the most popular fishing spots in Georgia. Fishermen from all over the United States as well as the surrounding counties can vouch for its good fishing, especially for the voracious little gamefish known as the warmouth, a member of the sunfish family. The swamp is widely known for lunker bass fishing, but the most common game fish that will strike an artificial lure is the chain pickerel, known locally as the jackfish. The world's records for both species were caught nearby in Georgia. Another savage fighter frequently caught in the swamp is the bowfin, or mud fish. The world's record for this species, a 14 pounder, was caught in the Okefenokee.

The Okefenokee was not always the refuge from civilization and commercial exploitation that it is today. After unsuccessful attempts to drain the swamp for timber harvest failed in the 1890's, the giant forests of cypress in the swamp were unmercifully timbered from 1909 until 1927 by the use of railroads built on pilings.

Members of the Georgia Conservancy are grateful that further exploitation of the swamp was halted through its purchase in 1937 by the federal government for use as a national wildlife refuge. We commend the Bureau of Sport Fisheries and Wildlife for their wise management of the Swamp during the intervening years, and for their desire to give even stronger protection to the wilderness character or most of the Swamp by placing it under the provisions of the Wilderness Act of 1964.

When the Georgia Conservancy was first organized with 65 members three years ago by former U.S. Congressman James A. Mackay of Decatur, Georgia, it was his pleasure to strongly support the Wilderness Proposal at the public hearing in Waycross in 1967. Three years later, with more than 2,200 individual citizen members, the Georgia Conservancy is even more strongly in favor of Wilderness Act status for the magnificent Okefenokee. Through individual statements and letters, our members have frequently communicated their desire to Georgia's congressional representatives that this important step be taken.

After detailed study of S. 709 introduced by Senator Jackson and the Wilderness Act itself, we are wholeheartedly in favor of the adoption of the provisions of S. 709 as they effect the Okefenokee Swamp.

We do urge the adoption of two amendments to the bill. In Section One, page two, lines one through four, we urge that the *August* 1967 map of the proposed wilderness area in the Okefenokee be replaced by the Bureau map dated *October* 1967. The later map proposed by the Bureau makes minor alterations in the boundary to exclude from the wilderness area the excellent educational developments recently constructed by the Bureau from Chesser Island to Chesser Prairie. Areas on both maps excluded from the wilderness are present and proposed developments at Camp Cornelia on the east side of the Swamp, the Suwanee Sill and Stephen Foster State Park on the west side, and the upland portions of the Refuge outside the outer swamp line. There is no opposition to these proposed exclusions by the Bureau from the wilderness area.

With this small change, the boundaries of the proposed wilderness area will enclose an area of approximately 316,000 acres, which is approximately 90 per cent of the lands in the Swamp presently owned by the federal government. We know of no organized opposition to this proposed boundary description, especially since earlier proposals to purchase the remaining privately owned lands within the swamp line have now been divorced from the Bureau's wilderness proposal.

The second amendment which we urge pertains to the provisions of Section Three on page two dealing with the use of motorboats. We feel that Section Three should be amended and/or a new Section Four added allowing the use of outboard motors of 10 horsepower or less in the wilderness area on boat trails that are presently open to such use as shown on the October 1967 map, subject to such restrictions as the Secretary of the Interior may feel are necessary in the future for the management of wildlife and the protection of the swamp's delicate ecology.

We feel that this exception from the standard provisions of the Wilderness Act is necessary because the Okefenokee, unlike the forest wilderness areas envisioned by the Wilderness Act, is an extremely large water area of dense vegetative barriers, where travel is impossible on foot and difficult for any great distance by hand powered craft such as rowboats or canoes, since there is little current in the swamp waters.

Because of the vast areas of the Swamp accessible only by shallow draft canoes or pole boats, as well as the quietness of small modern outboard motors,

there are ample areas in the Okefenokee for the purist who wishes to escape from the sound of motorboats. Prohibition of small motorboats in the Swamp would effectively deny access to a majority of its present visitors, and their safety in visiting the swamp would be seriously impaired.

In addition, the use of motorboats of this size in the Swamp is an established historical use demanded by the public. The Bureau has proposed that this exception to the Wilderness Act be continued, and we feel that it should be specifically allowed in S. 709, since there is some doubt that the wording of the Wilderness Act would authorize the Secretary of the Interior to allow their use without a specific authorization.

In addition, in connection with this amendment, it is necessary to authorize the Secretary of the Interior to make provisions for the maintenance of the existing powerboat trails by means of mechanical cutting or dredging, since without such work they will rapidly become choked with vegetation in a matter of years or even months.

However, we do oppose the opening of any new powerboat trails through the swamp in addition to those that are presently open for such use, without adequate prior study of the hydrologic and ecological effects that such trails might have on existing swamp drainage patterns.

We do have full confidence in the ability of the Bureau to determine what restrictions, if any, need to be placed on the use of trails by motorboats, and on fishing or hunting in the swamp, depending on special or emergency situations that might occur in the future. We note that the Wilderness Act specifically avoids any conflict with the primary purposes for which National Wildlife Refuges are established. This gives the Secretary of the Interior adequate authority to allow public fishing as has been historically allowed in the Okefenokee, in accord with recommendations of the Bureau. It also would allow hunting in the future if necessary to reduce overpopulated or diseased species of wildlife.

Mr. Chairman, with the addition of these two amendments to slightly alter the boundary of the proposed Okefenokee Wilderness Area and to allow the continued use of small motorboats on the existing trails maintained by the Bureau, we strongly urge the immediate do pass recommendation of this committee and the immediate enactment of the provisions of S. 709 pertaining to the Okefenokee National Wildlife Refuge. Thank you.

Senator CHURCH. Our next witness is Mr. William Voigt, of Blackshear, Ga.

STATEMENT OF WILLIAM VOIGT, JR., FIELD REPRESENTATIVE OF THE WILDERNESS SOCIETY, BLACKSHEAR, GA.

Mr. VOIGT. Mr. Chairman and gentlemen of the committee, I am William Voigt, Jr., and my winter home is in Pierce County, Ga., outside of Blackshear, which is very near the Okefenokee Swamp. My statement, Mr. Chairman, is somewhat repetitious of what you have heard and I will not read it but I will ask it be incorporated in the record.

Senator CHURCH. It will be incorporated.
(The statement follows:)

STATEMENT OF WILLIAM VOIGT, JR., FIELD REPRESENTATIVE OF THE WILDERNESS SOCIETY, BLACKSHEAR, GA.

I am William Voigt, Jr. My winter home is in Pierce County, Georgia, (mail address, Route 1, Blackshear, Georgia 31516) about twenty miles east of the Okefenokee Swamp, which is one of the areas named in S. 709, being considered by the Committee today. I am in semi-retirement after more than 25 years of employment in the management and conservation of natural resources, and I appear today both as one long familiar with the Okefenokee area under consideration and as a field representative of The Wilderness Society.

My father first took me into the swamp in 1915 when I was a boy of 13, and I have returned to it often since then. I was inside the Okefenokee most recently just sixteen days ago, on March 24, and consider myself reasonably well informed on the area involved in this legislation.

At the outset I wish to put myself clearly on record as fully in accord with the objective of designating a major portion of the Okefenokee National Wildlife Refuge as wilderness under the Wilderness Act of 1964.

The Okefenokee has had and continues to enjoy rather special attributes—as we agree any area should in order to qualify for inclusion in the National Wilderness System. Okefenokee also has aspects and traditions of use that seem peculiar to that specific place. For this reason it appears to us desirable that a few defensible variations from standard or customary legislative passages should be written into the bill for specific application to the Okefenokee Wilderness.

S. 709, in Section 3, prescribes that there shall be certain restrictions as to the utilization of motorized equipment by the using public. This is proper in most wildernesses, but we would like to see a modification as regards the more than 300,000 acres of the Okefenokee. The Bureau of Sport Fisheries and Wildlife, which administers the Okefenokee Refuge, has written in one of its publications that is "world famous as one of the largest and most primitive swamps in America." This is true. The Bureau writes that in this "land of trembling earth"—which is aptly descriptive of interior areas when one can find earth to shake—are "forests of moss-draped cypress that stand mile on mile in dense, almost unbroken formation." These are interspersed with vast, open, wet, vegetated areas called "prairies." Here, says the Bureau, the swamp dwellers' alligators, bears, racoons, otters, and a great variety of water birds, "follow their way of life without interference from man." They do so except as these creatures of the wild may be glimpsed from towers constructed for sightseers at two public access areas at the swamp's edge, or as they may be come upon by persons viewing the marvels of the interior from small outboard-powered boats. Along the Suwannee Canal and the Grand Prairie Trail on March 24 my guests and I saw more than fifty alligators—some of them huge specimens—and many kinds of water birds including egrets, ibis, anhingas or water turkeys, ducks, and one pair of sand hill cranes.

What my party did and saw was typical of what has been possible and permitted continuously for more than 33 years—ever since the Okefenokee National Wildlife Refuge was established in 1937. From its beginnings as a Refuge, the federal managers of the property have permitted daytime use—for sightseeing, fishing, and kindred activities—of some sixty-odd miles of watercraft trails inside the swamp, and the boats might be propelled by outboard engines of up to ten horsepower. I speak for the leadership of The Wilderness Society as well as for myself when I advocate that this practice be permitted to continue. In fact, Mr. Chairman, I am convinced there would be little significant local area support for an Okefenokee wilderness without such permission.

We therefore respectfully request that there be incorporated a new section in the bill, or a proviso specific as to the Okefenokee Wilderness, to the effect that the use of watercraft propelled by outboards of ten horsepower or less, on water trails now maintained, and used by the public, may be permitted to continue, subject to such restriction as the Secretary of the Interior finds necessary in consideration of the primary purposes for which the Okefenokee National Wildlife Refuge was established.

The Committee should be informed that there are presently three developed and maintained public entrances to the portions of the Okefenokee proposed to be incorporated into the National Wilderness System. One is operated by a not-for-profit group created by the civic leadership of the City of Waycross, the largest community in the vicinity. One is a state park. The third is a federal facility. The first permits boat tours guided by trained personnel. Guides are not a requirement at the state and federal facilities, so long as the using public keeps to clearly designated boat trails. For those who penetrate the swamp along these marked trails, mechanical power is highly desirable for reasons of human safety as well as comfort and convenience. In spite of my considerable experience in the Okefenokee I would hesitate to enter it without some mechanical power at my disposal. The Okefenokee need not be feared, but it certainly must be respected by those who intrude into its watery fastnesses. I therefore suggest that it would seem the part of wisdom to continue to allow limited power to be utilized by visitors to this example of nature's creative versatility. Thank you.

Mr. VOIGT. I would like to make a few extemporaneous remarks.

As the others have, I appreciate and applaud the chairman's concern for the preservation of the essence of the Wilderness bill of 1964, and with them I agree, I believe that it does not, or what we are pro-

posing for Okefenokee does not differ in principle from the main tenants of horse and foot trails in wilderness areas of the national forest system.

Insofar as I know, there are only two sizable areas in the contiguous States that are at all comparable insofar as the use of water trails. One of these is the boundary of waters, canoe area, which we call the roadless area of the Superior National Forest in northern Minnesota and the other is the only open mangrove bordered waters of the Everglades National Park.

So I do not believe there would be an influx of requests of the Congress that other areas would be treated similarly to the way in which we ask that Okefenokee be treated.

Now this area is physically situated in the congressional district of Mr. Stuckey of Georgia and he has a bill that relates to the same subject of the inclusion of an area of the Okefenokee swamp in the wilderness section and his bill does differ somewhat in some several respects from the bill that is before you today.

I would urge that we do have favorable action in the Senate on a form of S. 709 or a committee substitute so that we can get this matter of the Okefenokee over into the House where the Congressman from that district can perhaps help everyone of us here, those who support it, and those few remaining persons who have questions, in ironing out any existing differences that we do have.

In addition to my statement, Mr. Chairman, I have a letter from a longtime resident of Waycross, Ga., and I would like to identify him and there are copies of the letter I believe before you and the letter is from Mr. Liston Elkins, and he identifies himself as having served back in the 1930's as a member of the Waycross committee that worked for the purchase of the Okefenokee by the old Biological Survey and he has been very closely identified with the Waycross area matter concerning the Okefenokee swamp and at one point in his letter he says:

It is my confirmed opinion there is no measurable opposition to the wilderness proposal at this time, but that there is an earnest desire by the people of South Georgia for the designation of Okefenokee as a part of the Wilderness System.

That ends my statement.

Senator CHURCH. Thank you very much for your testimony and the letter that you referred to will also be included. We appreciate your testimony very much.

Mr. VOIGT. Thank you.

(Letter referred to follows:)

OKEFENOKEE SWAMP PARK,
Waycross, Ga., April 6, 1970.

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

DEAR SENATOR JACKSON: I would like to present this letter for the record in connection with the hearing on S-709 relative to the National Wilderness System, which I understand includes the Okefenokee Swamp in southern Georgia.

By way of identifying myself, I served in the 30's as a member of a Waycross committee which worked zealously for the purchase of the Okefenokee by the old U.S. Biological Survey, in order to preserve the Okefenokee in its natural state. This movement led to the purchase of the swamp in 1937 as a national wildlife refuge.

I served as secretary of the Okefenokee Association, Inc., a nonprofit corporation which worked through the local Chamber of Commerce to establish Okefenokee Swamp Park which is in operation at this time providing access to a limited area of the Swamp for the enjoyment of the general public. This project was launched in 1947. I served for a number of years, until my retirement, as executive vice-president and manager of the Park.

I am a former managing editor of the Waycross daily Journal-Herald, have served as president of the Chamber of Commerce and the local Rotary Club and at present serve as Ware County's commissioner on the nine-county Slash Pine Area Planning and Development Commission. I give this biographical material only to indicate my interest in my community and area, and my long-standing enthusiasm for the preservation of the Okefenokee Swamp. As a newspaper man I have written many articles on the Okefenokee which have been used in the press and in nationally-circulated magazines. I am the author of the "Story of the Okefenokee."

It is my belief that Okefenokee is one of the nation's greatest wet wildernesses, and this belief is shared by the nation's leading conservationists and naturalists. It is important that this pristine area be preserved for educational, scientific and recreational purposes. It plays an important role in natural's balance.

The Bureau of Sport Fisheries and Wildlife is doing an admirable job of administering the Okefenokee National Wildlife Refuge, with its headquarters in Waycross. The Bureau has recognized the advantages that would accrue to Okefenokee and this area of the South by including the Refuge in the Wilderness System, and it is the overwhelming sentiment of the people of this area that such action be taken.

In a public hearing in Waycross two years ago some opposition to the Wilderness program was expressed, particularly on the part of paper mills and timberland owners around the fringe of the swamp. Several community groups joined this opposition on the grounds that privately-owned, productive timber producing lands should remain in private hands rather than sold to the federal government. This opposition was based on the erroneous idea that the government contemplated condemnation of productive timber areas around the perimeter of the swamp for inclusion in the Wilderness System. This opposition has been dissipated entirely by the assurance that no land acquisition is contemplated in the Wilderness proposal. As a matter of fact, as a matter of record, several large holdings in the fringe of the swamp have been acquired by the Refuge since the Waycross hearing, not by condemnation but by negotiated sale, thus invalidating the idea that landowners oppose the use of swampland as a part of the proposed Wilderness area.

It is my confirmed opinion that there is no measurable opposition to the Wilderness proposal at this time, but that there is an earnest desire by the people of South Georgia for the designation of the Okefenokee as a part of the Wilderness System.

It is my information that the measure under consideration (S-709) would not remove from public use those areas of the Okefenokee now designated as public use areas by the Okefenokee National Wildlife Refuge. We trust that this consideration be given as a basic factor in the preservation of Wilderness sentiment in the Okefenokee area.

Okefenokee is an important factor in the general economy of this section of Georgia, attracting many thousands of visitors annually. As a part of the National Wilderness System it would become even more valuable to our economy. Perpetuation of the Great Swamp in its natural state would mean perpetuation of this economic asset.

I urge, in behalf of the citizenry of South Georgia, approval of S-709.

Respectfully,

LISTON ELKINS.

Senator CHURCH. The next witness is Mr. Martin Northrup, assistant executive director of the Florida Audubon Society.

STATEMENT OF MARTIN R. NORTHRUP, ASSISTANT EXECUTIVE DIRECTOR, FLORIDA AUDUBON SOCIETY

Mr. NORTHRUP. Thank you, Mr. Chairman. My organization represents approximately 20,000 citizens of Florida. I will first discuss Island Bay National Wildlife Refuge.

Florida Audubon Society wishes to go on the record as supporting the wilderness proposal for Island Bay National Wildlife Refuge.

The Florida cabinet, acting as trustees of the internal improvement trust fund, has included this area in the State Aquatic Preserve System. Their committee on submerged land management researched the area and found it to be an important marine-life nursery area and feeding grounds for countless birds.

Preservation of Island Bay under the wilderness system will protect this priceless wildlife area forever more.

Senator CHURCH. Thank you very much.

Mr. NORTHRUP. I might as well read off the others. The next statement is on behalf of Cedar Keys National Wildlife Refuge.

The Florida Audubon Society wishes to go on record as supporting the Cedar Keys National Wildlife Refuge wilderness proposal. Florida is suffering from the loss of such natural areas due to tremendous development projects.

This area is especially unique because of an unusual arrangement between the cottonmouth moccasins and the birds such as cormorants and herons which nest above the snakes. As the birds feed their young, scraps of fish fall to the ground below. The snakes feed on these scraps. The snakes help to protect the young birds from rats which live on the islands. The arrangement is beneficial to both the snakes and the birds. This unique cooperation between species is of tremendous interest to scientists and students.

Preservation of Cedar Keys National Wildlife Refuge under the Wilderness Act will allow the protection of this unique area forever more.

The next statement is on behalf of the Passage Key National Wildlife Refuge.

The Florida Audubon Society wishes to go on record as supporting the wilderness proposal for the Passage Key National Wildlife Refuge. This small island is an important bird sanctuary. During the recent oil spill in Tampa Bay, the island served as resting area for thousands of birds who were prevented from using other areas because of the oil.

Nearby Fort DeSoto Park provides recreation and camping facilities for the general public. Preservation of Passage Key under the Wilderness Act will allow these people to enjoy the birdlife for years to come.

The next statement is on behalf of Tampa Audubon Society and I am president of that organization representing some 200 citizens in the Tampa area.

The Tampa Audubon Society wishes to go on record as supporting the wilderness proposal for the Passage Key National Wildlife Refuge. Tampa Bay is suffering from overdevelopment and severe pollution. The small island known as Passage Key is a favorite resting place for thousands of birds.

The inclusion of this island in the wilderness system will be appreciated by all residents in the Tampa Bay area.

Senator CHURCH. Thank you very much. We appreciate hearing from the various chapters of the Audubon Society proposals.

Mr. NORTHRUP. Thank you very much.

Senator CHURCH. The next witness is Carl Gilmore of Prescott, Ariz.

STATEMENT OF MR. CARL GILMORE, REPRESENTING THE ARIZONA CONSERVATION COUNCIL, PRESCOTT COLLEGE ENVIRONMENTAL DEFENSE COMMITTEE, PRESCOTT, ARIZ.

Mr. GILMORE. Gentlemen, my written statement is before you, I believe, and it pretty well covers the facts. I am a student at Prescott College, Prescott, and I have done some extensive backpacking in the Petrified Forest National Park areas.

I am speaking for myself, as well as the Arizona Conservation Council and Prescott College Environmental Defense Committee and all of these organizations would like to support the proposals for the wilderness areas.

The Arizona Conservation Council has 18 member organizations statewide and 42,000 persons that are members in one or more of the organizations.

There is one point as to the buffer area, the one-eighth of a mile inset from the national park boundary is something that the other people addressed themselves to, and the Arizona Conservation Council would like to go on record as opposing it on the basis that it is all wilderness area and not necessary, or not that much necessary for the maintenance of it.

Senator CHURCH. Thank you very much for your testimony.
(The complete statement follows:)

STATEMENT OF CARL GILMORE, REPRESENTING THE ARIZONA CONSERVATION COUNCIL, PRESCOTT COLLEGE ENVIRONMENTAL DEFENSE COMMITTEE, PRESCOTT, ARIZ.

I am Carl Gilmore (Suite 62, Prescott College, Prescott, Arizona, 86301), a student in Prescott College and an active member of several Environmental Awareness Groups in Arizona; the Environmental Defense Committee, Students for Ecology Action, Arizona, and the Arizona Conservation Council.

The Arizona Conservation Council has 18 member organizations; they are state-wide, non-professional conservation organizations with a total membership of 42,000 persons.

I am here to express these organizations' support of the wilderness proposals of the National Park Service for the Petrified Forest National Park.

These organizations whole-heartedly support the establishment of these wilderness areas as proposed by the Park Service. The only change these organizations propose is that the Wilderness Areas' boundaries coincide with the boundaries of the National Park instead of the $\frac{1}{8}$ th of a mile inset proposed by the Park Service. We would propose this on the basis that it is all Wilderness Area—and should fall under protection given by Wilderness status.

I personally have visited the park several times and continue to wonder at the beauty of it. Last fall I had the pleasure of taking a weekend backpack trip into the more primitive areas of the park, in both the southern and northern areas, now proposed for Wilderness status. The experience was one we shall never forget. The awesome grandeur of the landscape left us with a feeling of profound appreciation for this area, and I thank you for the opportunity to support its establishment as a Wilderness Area.

In my various travels throughout the park system of the United States, seldom have I seen an area so beautiful and different. Petrified wood is a rare find and this national park encompasses one of the world's largest collections of it. The colors of the painted desert, blue mesa, beautiful wind sculptured sandstone and the "forests" themselves make this an area well worthy of designation and protection.

We would like to thank the Park Service for their proposals and their reconsideration of the areas proposed after the public hearing. The setting aside of Wilderness Areas today is a necessity if our children are to be able to enjoy the fantastic natural resources of our great nation.

We can clean up our rivers, and cleanse our skies for future generations, but we cannot create wilderness. These areas are gifts that must be preserved or lost. I thank you for the opportunity to express our support of these wilderness proposals.

Foresighted planning, NOW!

Thank you.

Senator CHURCH. Our next witness is John A. McComb.

Mr. McComb. I wonder if I might present the entire statement on this area for Mr. Waldrop and myself?

Senator CHURCH. Why don't you present all of your statements at one time?

STATEMENT OF JOHN A. McCOMB AND BOB WALDROP, SIERRA CLUB, WASHINGTON, D.C.

Mr. McComb. I am John A. McComb, southwest representative of the Sierra Club from Tucson, Ariz. First I will speak as to Wichita Mountains National Wildlife Refuge as a wilderness.

I am pleased to have this opportunity to express our complete support for S. 3222 by Senator Harris to designate certain lands in the Wichita Mountains National Wildlife Refuge as wilderness.

This bill would give wilderness status to two small areas within the wildlife refuge, which are the Charons Gardens and North Mountain. These two areas combined do not exceed 10,000 acres but wilderness is a scarce commodity of the Rocky Mountains. In the Charons Gardens unit, people may wander through the wild country enjoying the natural scene. Both units are unusual little natural areas of rugged granite hills with wooded and grass covered valleys.

These hills are among the few beautiful wild places where excellent panoramic views may be enjoyed of the farflung Oklahoma plains below. Here, herds of buffalo may be observed in a primitive setting on their ancestral range.

Since most wildlife prefers an essentially undisturbed habitat, the designation of these units of wilderness will prove beneficial to the wildlife found there. Such designation would give lasting protection to a small part of the once vast natural grasslands that were the hunting grounds of the Plains Indians.

The Sierra Club would like to commend the Bureau of Sport Fisheries and Wildlife for its favorable response to recommendations presented at the public hearing and the addition of the North Mountain unit to their preliminary proposal. The resulting recommendations embodied in S. 3222 enjoy our complete support and they may well represent the only opportunity in Oklahoma for its citizens to notice and enjoy the wilderness. This precious opportunity should not be lost and we urge prompt passage of the bill.

We are also pleased to support the designation of two units of wilderness within Petrified Forest National Park in Arizona. These two units are the first areas within the National Park System to be considered by Congress for inclusion within the National Wilderness Preservation System.

While wilderness reviews and recommendations to Congress concerning National Forest Primitive Areas and areas within the National Wildlife Refuge System are nearly on schedule, similar recommen-

dations on National Park System units are woefully behind schedule. To date, with less than one-half of the 10-year review period left, recommendations have been made to Congress on only five out of 57 areas requiring wilderness reviews. Passage of this legislation would help provide some of the necessary impetus to get the National Park Service wilderness reviews on schedule.

The two proposed units of wilderness in Petrified Forest National Park are also the first desert areas to be considered for addition to the Wilderness System. There is a tendency to think of wilderness in terms only of alpine lakes, rugged mountains, forests, and bubbling streams. However the Wilderness System should include a representative selection of desert areas as well as other ecological units.

The traditional foot and horseback methods of wilderness transportation can provide adequate access for the average visitor to desert wilderness areas if he or she does not insist on going there in the heat of the summer. Even during that season, it would not be impossible to visit these desert areas. This situation is fundamentally no different than that in high mountain wilderness areas in which it is commonly very difficult to travel during the winter.

On two occasions my wife and I, accompanied by several others, have spent a weekend backpacking within the proposed 43,020-acre Painted Desert Wilderness (recommended Wilderness 1) in the northern part of Petrified Forest National Park. On both trips it was no problem to carry all of the water necessary for 2 days travel in this area which is devoid of permanent natural water resources. The entire Painted Desert area is easily accessible in this manner.

Colorful badlands are the outstanding feature of this sparsely vegetated area. It is a fascinating and curious place, where, once you get close to the land, walking down off the rim, you can truly learn what it is to walk through color, learn how full of interest and beauty a "barren waste" can be. This wilderness recreation area is contrasted with another natural area in the southern part of the park, the 7,240-acre proposed Petrified Forest Wilderness (recommended Wilderness 2). This much more open area is primarily valuable for scientific exploration and the benefits derived from it. It should be kept as a scientific reserve. Wilderness designation would provide for this area the best protection from undesirable development.

The proposed wilderness boundaries for both units as depicted on the map referred to in this legislation provide for a one-eighth-mile-wide buffer strip or management zone between the wilderness boundary and the park boundary. A somewhat wider buffer strip is provided for along internal sections of the wilderness boundary between it and roads and other developments within the park.

The Sierra Club does not oppose the provision for these strips where there is a demonstrable need which could not be met if they were included within the area designated as wilderness. Illegal removal of petrified wood is a serious problem in Petrified Forest National Park. Patrol roads and elaborate fencing are probably necessary in parts of the park to control this problem since the land adjoining the park boundary is not in public ownership. Although agreeing that buffer strips may be necessary in this case, we feel that an adequate justi-

fication was not presented in the park service recommendations. We note that the Bureau does not believe that the buffers are needed in their proposal for the wilderness as far as Wichita Mountains, National Wildlife and other refuges. In wilderness proposals for all qualifying National Park System units, buffer strips should be considered on the basis of actual need and then they should be no wider than necessary to fill that need.

I also have a short statement on the boundaries of the Toiyabe National Forest in the State of Nevada, which I do not know if you wish to hear it now or not?

Senator CHURCH. Why don't you make the statement now that you are on the witness stand.

Mr. McCOMB. The Sierra Club also favors S. 3279, the bill to extend the boundaries of the Toiyabe National Forest in the State of Nevada.

The 12,920 acres to be added to the Toiyabe National Forest consist largely of undeveloped land bordering on Lake Tahoe. Real estate development has been proceeding at an accelerating pace in much of the Lake Tahoe area, threatening its scenic and recreational values. Public ownership of the land covered by S. 3279 can best meet the need for the protection of the watershed and other natural resources as well as carefully planned recreational development. Inclusion of this area into the Toiyabe National Forest will help maintain and enhance the natural beauty and unique qualities of Lake Tahoe.

Next week, the Senate Parks and Recreation Subcommittee will conduct hearings on a bill which has a direct bearing on S. 3279. The proposed measure is S. 2208, which authorizes the Secretary of the Interior to study the feasibility and desirability of a national lakeshore on Lake Tahoe.

Passage of S. 3279 will protect an area which should be included in any plan for establishment of a Lake Tahoe National Lakeshore. This bill provides a method for reserving this land bordering the lake, while the study is going forward. Congress will then have an opportunity to decide on the ultimate use for this section of the Toiyabe National Forest. If it is not made a part of the Forest in the very near future, it may well be lost to real estate development before final action can be taken.

That is all.

Senator CHURCH. Any questions?

Senator FANNIN. I am wondering about one thing about the statement you made. "Although I agree to what may be necessary in the case, we feel adequate justification was not presented to the Park Service" and then you talk about what has been done. We all realize how these new vehicles travel across the desert.

How else can we protect the pirating of the woods and all that we are trying to preserve?

Mr. McCOMB. Let me point out something on the map that might clarify it. The main classification of petrified woods are in this area and the State parks does have a patrol road along the boundary. This may well be necessary. In parts of this section up here the terrain is rugged where it is difficult to walk and it wouldn't be very possible, I think, or very difficult to remove petrified woods. I think there is adequate protection for example, along the northern boundary.

Senator FANNIN. I have been amazed that travel is possible with some of these vehicles and not only amazed, across the border as you know, in our State, the borders of Mexico, they are traveling in areas I thought were impossible. I am concerned about their protection.

Mr. McCOMB. That is my point, as my statement indicated, there may be justification in this case, however, there are a number of other parks in the area being considered for wilderness designation, for example, where we adjoin national forest lands, protection needs to be provided on public lands outside.

Senator FANNIN. This is a unique situation where the petrified wood can be carried away and, as I said earlier, in commercial quantities where they do utilize it in their business and I am just wondering if this is comparable to what you are talking about in other areas?

Mr. McCOMB. I think it is a unique situation and I was a little disappointed in the report which states mainly there is need for a $\frac{1}{8}$ -mile management zone and didn't describe what will be put into that zone.

For example, on the northern boundary, I think it is nearly impossible to construct a road within that $\frac{1}{8}$ -mile wide zone.

Senator FANNIN. I am sure that they will take all of that into consideration. I just wondered about your qualification in your statement regarding desire to protect this very valuable resource that we have.

Mr. McCOMB. We want to support the need for the protection there and if indeed the buffer strips are necessary and I think possibly they are, in the other unit, let's have them.

Senator CHURCH. Thank you very much, gentlemen.

Our next witness is Ernest M. Dickerman, who will testify on behalf of all three bills for the Wilderness Society.

STATEMENT OF ERNEST M. DICKERMAN, DIRECTOR OF FIELD OPERATIONS, EASTERN REGION, THE WILDERNESS SOCIETY

Mr. DICKERMAN. Thank you, Mr. Chairman. My name is Ernest M. Dickerman, Director of Field Operations, Eastern Region, for the Wilderness Society, Washington, D.C. The Wilderness Society is a national conservation organization of approximately 60,000 members, concerned with the maintenance of a healthful, pleasant environment for all people and with the preservation for its beneficial uses of the wilderness resource of America as a fundamental element of that environment.

The wilderness Society heartily endorses the proposals for additions to the National Wilderness Preservation System as presented in bills S. 709 and S. 3222. These proposals are the result of careful study and discussion by concerned citizens and by the Government agencies responsible for administering the National Wildlife Refuges and the national park involved.

Of the six areas covered in these two bills, the society supports as offered the wilderness plans for four of them, that is, Island Bay, Cedar Keys, Passage Key and Wichita Mountains National Wildlife Refuges.

It suggests a minor change with respect to the wilderness proposals for the Okefenokee National Wildlife Refuge and for the Petrified

Forest National Park; which minor changes are presented below, where comment is made on such area individually.

I would like to comment first then on the amendment suggested with respect to Okefenokee National Wildlife Refuge and that deals with the matter of the motorboat use. On page 3, S. 709 prohibits the use of motorboats within the proposed wilderness area. This prohibition conforms with the standard provision of the wilderness act and is a condition which normally should prevail within the National Wilderness System.

However, the wilderness act was drawn with predominantly land areas in mind, whereas the Okefenokee Refuge is predominantly a water area. There is a long-established use of motorboats within the refuge under carefully restricted conditions which it would be desirable to allow to continue. The restrictions limit motors to 10 horsepower or less and permit motorboats to operate only on a system of approximately 66 miles of designated motorboat trails.

Citizens resident in the vicinity of the Okefenokee Refuge regional organizations, and national conservation organizations are in general agreement that the operation of motorboats on existing, used trails and subject to current restrictions of the Bureau of Sport Fisheries and Wildlife be permitted to continue within the proposed wilderness area. The Wilderness Society supports this position.

We accordingly suggest that S. 709 be appropriately amended to permit this activity subject to these limitations within that portion of the Okefenokee National Wildlife Refuge which may be placed in the National Wilderness Preservation System.

The Wilderness Society enthusiastically supports the objective of S. 709 to place approximately 319,000 acres of the Okefenokee National Wildlife Refuge in the National Wilderness Preservation System.

I would like to move over to the comment under the Cedar Keys National Wildlife Refuge, the last paragraph.

An interesting feature of these islands is a balance of nature which conspicuously prevails on Seashore Key. This island is reputed to have the densest population anywhere on the planet earth of cottonmouth moccasin snakes. This comes about in consequence of the following food chain: birds nest in the trees and shrubs, eggs and very young birds fall out of the nests to the ground below; this attracts rats, which feed on the fallen eggs and birds; it also attracts cottonmouth moccasins which feed on the fallen eggs and young birds and also on the rats, making possible the exceedingly high density of the cottonmouth population.

There has been a suggestion that part of Seashore Key be declared a public recreation area. In light of the above comment, to many people this does not sound like a practical suggestion—plus the fact that such type of use would seriously interfere with the purpose for which the area was established as a national wildlife refuge.

I wonder if I could impose on the committee to read the second paragraph under the Passage Key item.

Lashed by the winds of tropical hurricanes, raged at by the storm-tossed waters of Tampa Bay, it has at different times varied in size from little more than a barren sandspit to a much larger island bearing a flourishing forest and luxuriant shrubbery.

Early Indian accounts plus the successive navigation charts of Spanish, English, and American sailors indicate that Passage Key has been going through this sort of cycle on an irregular schedule for many centuries. The island is presently at a low point in this cycle judging by the absence of trees and only a limited growth of grass and low shrubs. How long it takes this island to become larger and higher again, to develop a lush understory of shrubs, grasses, and vines, to become crowned with a stand of trees, apparently depends on the combination of tides and winds which prevail over a period of time and on the frequency and severity of tropical storms which may strike Tampa Bay.

The island seems as ready to respond to the forces of nature which would build it up as to those which would tear it down. Few places on this planet offer opportunity for such factual and fascinating scientific study of the varying effect of the forces of nature.

It would place Passage Key in the National Wilderness but give the most positive assurance of the opportunity to observe these forces of nature at work and these successive changes in this bit of alignment.

I would like to comment on the Petrified National Forest next and it has to do with exception to 709 as written and the suggested amendment, the last paragraph on the page on the Petrified Forest National Park.

The wilderness boundary as drawn for both proposed units is arbitrarily set-inside the park boundary by one-eighth mile wherever the two boundaries would be parallel. In the opinion of conservationists testifying at the public hearing, there should not be any such inset, with its exclusion of wilderness from the designated units. The areas excluded by the setbacks are identical in wilderness characteristics with the adjoining land proposed for wilderness designation, and as such should be included within the wilderness proposals.

We urge appropriate amendment of S. 709 so that the wilderness boundaries and the park boundary are one and the same wherever they are now shown parallel on the map referred to in S. 709 and titled "Recommended Wilderness, Petrified Forest National Park, Ariz.," numbered NP-PF-3320-C and dated November.

I would like to make one final comment which will apply equally to the National Park Service and to the Bureau of Sport Fisheries and Wildlife.

Let me just read the text.

The Wilderness Society particularly wishes to commend the National Park Service for its careful review of the testimony submitted by the citizens at the field hearing at Holbrook, Ariz., in May 1967 and for its subsequent revision of its preliminary proposal. Initially the Service had proposed only the Painted Desert Wilderness in the northern portion of the park. Following the hearing and after additional study of its own, the Service included in its formal recommendation to the Congress the southern or Petrified Forest Wilderness approximately as urged by the citizens at the public hearing.

A similar thing occurred with respect to the Wichita Mountains National Wildlife Refuge proposal where the Bureau of Sport Fisheries and Wildlife, after public hearing, reviewed the citizens' proposal, made its own study and accordingly enlarged the Bureau's formal proposal.

Thank you, gentlemen.

Senator CHURCH. Thank you for your excellent testimony. I certainly do concur in your commendations of the Park Service for the way they responded to the local testimony. This, incidentally, is the first proposal under the Wilderness Act for including portions of the National Park in the Wilderness System upon which we have conducted hearings. Although I want to commend the Park Service for the way they conducted and responded to the testimony of local people, I do think that it would not be amiss to urge them to get on with their responsibilities under the Wilderness Act to begin to bring in proposals of the great other national park areas.

Mr. DICKERMAN. We couldn't agree more with you, Senator, and we have been working very hard to bring that about.

Senator CHURCH. Fine. Thank you for your testimony.

Mr. DICKERMAN. Thank you, sir.

Senator CHURCH. The committee will now move on to consideration of the final bill, S. 3279 and for that purpose we have Mr. Nelson, Deputy Chief of the Forest Service here and other members of the Forest Service for testimony.

**STATEMENT OF M. M. NELSON, DEPUTY CHIEF, FOREST SERVICE,
U. S. DEPARTMENT OF AGRICULTURE; ACCOMPANIED BY R. F.
DROEGE, ASSOCIATE DEPUTY CHIEF**

Mr. NELSON. I have with me Mr. R. F. Droege, Associate Deputy Chief of the National Forest System. My statement is short and I will go ahead and read it.

Mr. Chairman and members of the committee, I appreciate this opportunity to present the views of the Department of Agriculture on S. 3279. The bill would extend the boundaries of the Toiyabe National Forest to include approximately 12,920 acres along the Nevada side of Lake Tahoe.

Located in the States of California and Nevada, the unique beauty of Lake Tahoe and its basin makes it one of the Nation's outstanding natural assets. Its beauty is derived from its mountainous setting in the Sierra Nevada mountains at an elevation of 6,223 feet, and the clarity and blueness of its waters. The stability of the natural conditions contributing to the remarkable clarity of Lake Tahoe waters and the natural beauty of the basin is easily disrupted.

Pressures of the rapidly increasing population pose a threat to the basin's total environment. In 1950, the Nevada portion of the basin had only 213 permanent residents—this had increased to about 8,000 by 1969. From 1965 to 1969, subdivision plots for 99 developments were filed and approved by the local authorities in the Nevada portion of the basin. The present permanent population of the entire basin is about 28,000 with short-term visitors increasing the total to over 100,000 during the summer recreation period.

The natural beauty of the lake and its environment is being degraded by this heavy development of the lakeshore. The proposed extension includes much of the limited amount of privately owned, Nevada lakeshore that is still largely in a natural condition. These limited areas of natural beauty need to be protected so that they will continue to make their major contributions to the beauty and charm of the lake.

The quality of Lake Tahoe is also adversely affected by the present degree of development. Siltation adds nutrients to the lake water increasing the growth of algae and aquatic plants and reducing the purity and clarity of the water. Increased runoff water carries pollutants such as fertilizers from lawns, insecticides, salt used to melt ice and snow, and numerous other soluble chemical compounds into the lake.

As this subdivision and related development take place on privately owned lands, the need increases for more publicly owned land to protect the area's natural environmental beauty and sensitive watershed relationships. The increasing number of people need increased space for outdoor recreation opportunities—both developed area and dispersed types such as hiking and general enjoyment of the outdoors.

S. 3279, by extending the national forest boundary and authorizing use of moneys appropriated from the land and water conservation fund, would enable substantial areas to be acquired and managed as national forest lands to provide for these needs.

High on the priority list for acquisition and management within the proposed extension would be the more than 6 miles of privately owned, largely undeveloped lakeshore. This could increase the publicly owned lakeshore on Lake Tahoe by 50 percent. This would provide the dual benefits of protecting the beauty of the natural, undeveloped lakeshore while providing increased lake access for the public.

Thus, as I have outlined, enactment of S. 3279 would provide a means to protect and improve the environmental quality of the Lake Tahoe Basin.

This proposed boundary extension has wide support in Nevada. The Governor of Nevada and the Nevada-Tahoe Regional Planning Agency has endorsed it. The Nevada State Legislature, the Board of Supervisors of Carson City, Nev., and the Board of County Commissioners of Douglas County, Nev., have passed resolutions recommending it.

The Department of Agriculture recommends that S. 3279 be enacted. However, time has not permitted the Department to obtain the views of the Bureau of the Budget on the relationship of S. 3279 to the program of the President.

Mr. Chairman, we have put up a map to illustrate the situation. First, on the left there is a small map of Lake Tahoe and the Lake Tahoe Basin outlined in the dark lines. Lake Tahoe, as you know, is both in California and Nevada, and about 24 miles long, and up to 14 miles wide. It is one of the true wonders of California.

I mentioned clarity. There are only three lakes in the world known to have the type of clarity and blueness as Lake Tahoe. One is Crater Lake in the National Park System and another is located in Russia. So it is an outstanding area.

The map on the right shows the Nevada part of Tahoe Basin. Mr. Lamb is pointing out the national forest boundaries that presently exist. The colored area is the area that would be added to the national forest by this bill.

Senator CHURCH. Will you please again point out the present boundary?

Mr. NELSON. Yes.

Senator CHURCH. I see. The areas that are colored orange are the areas covered by the bill?

Mr. NELSON. Yes, sir.

Senator CHURCH. Are all of those areas under private ownership at the present time?

Mr. NELSON. Yes; they are all under private ownership.

The reason that some of the lakeshore is not covered by this bill is that it excludes areas that have already been developed.

Mr. DROEGE. There is one correction. There is about 1,800 acres of State of Nevada parkland within the boundary extension area, but there is no national forest land.

Senator CHURCH. By extending the boundary, this would enable you to acquire the private lands by what means, condemnation?

Mr. NELSON. We have all of the means we need at the present time.

Senator CHURCH. Those means at the present time include condemnation?

Mr. NELSON. Yes; the important section of the bill is it would authorize the use of land and water conservation fund money for acquisition. We cannot use such funds for any area at the present time, that was not inside of the national forest boundary at the time the act was passed, with the exception of the 500 acres, which you recall, Senator Church, resulted because of the interest we both had at the upper forest lake.

Senator CHURCH. If this undeveloped private land on the lakeshore is to be protected and preserved, the boundaries of the national forest will have to be extended and this bill will have to be passed?

Mr. NELSON. Yes; that is correct.

Senator CHURCH. Did I understand you to say that the acquisition would include 6 miles of shoreland?

Mr. NELSON. Yes, approximately 6 miles of shoreland.

Senator CHURCH. Publicly owned shoreland by 50 percent?

Mr. NELSON. Yes. We have very little publicly owned shoreland on all of Lake Tahoe. Most of it is at the south end of Lake Tahoe, which is Pope Beach and Baldwin Beach which is the best developments. We have two or three other small camp grounds on the northwest side of the lake.

Senator CHURCH. Is that field land shoreline?

Mr. DROEGE. There is about $4\frac{3}{4}$ miles, I believe.

Mr. NELSON. We have an overlay that shows the State-owned land. The State of Nevada recently bought that which is shown in yellow. They have some very fine shoreline protected. That is just north of the area we are concerned with today. It is a rather recent acquisition which is part of the Whittell property, which is now in the Whittell estate. The estate is being settled and that is one of the reasons why all of the areas shown in brown is available for purchase at the present time. There is another rather large owner, the Bliss property, which is available for purchase, too.

Senator CHURCH. Do you anticipate it will be necessary to resort to condemnation?

Mr. NELSON. We don't anticipate it, no. In fact, we are presently working with the estate on appraisals. We have some funds available this fiscal year which Senator Bible had allocated to us for this pur-

pose. Our appraisals with the estimate have practically come to agreement on some additional lands that are inside of the present boundary that we are presently acquiring.

Senator CHURCH. We are really coming to the rescue of Lake Tahoe very late, aren't we?

Mr. NELSON. Yes, when you consider the number of people using it now and the tremendous buildup it has had, it is rather late.

Senator CHURCH. It is a serious question as to whether or not it can be helped.

Mr. NELSON. There has been serious study on the quality and purity of water by some of the universities in Nevada and California. It is a serious situation.

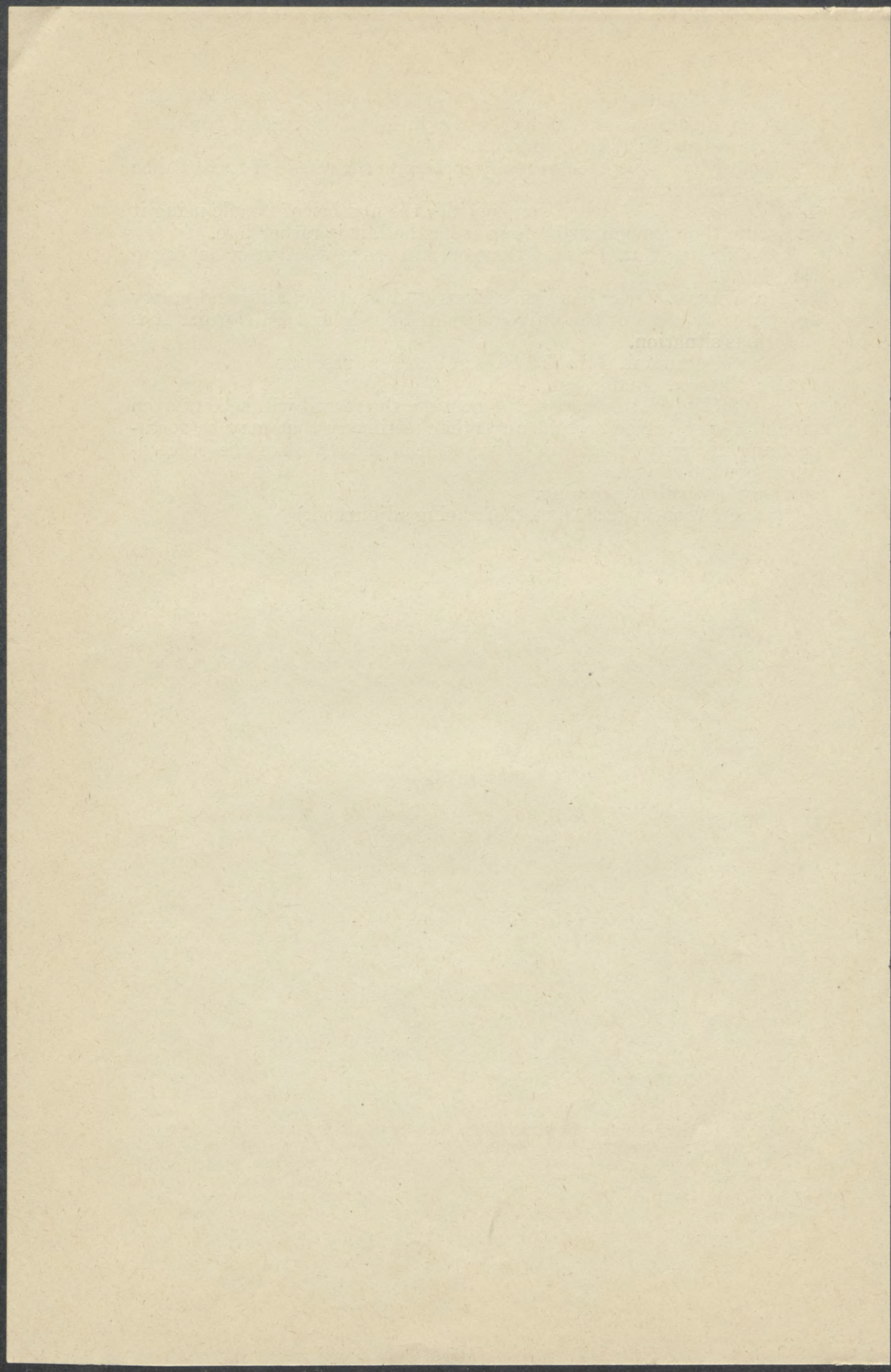
Senator CHURCH. I think I have no further questions.

Mr. NELSON. Thank you.

Senator CHURCH. Just as a precaution, the record will be kept open for a 10-day period so that any other testimony that may be forthcoming in written form can be included in the report of the proceedings this morning.

Thank you all for coming.

(Whereupon, at 12:30 p.m. the hearing adjourned.)



APPENDIX

(Under authority previously granted, the following communications were ordered printed in the hearing record.)

U.S. SENATE,
COMMITTEE ON AGRICULTURE AND FORESTRY,
Washington, D.C., April 15, 1970.

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

DEAR MR. CHAIRMAN: We take this opportunity to express our appreciation to the members of the Senate Committee on Interior and Insular Affairs for their interest in preserving the Okefenokee Swamp in its natural wilderness state. We are in general agreement with the objectives of S. 709—to place the Okefenokee Wildlife Refuge in the National Wilderness Preservation System.

However, we would commend to the Committee's attention the unique nature of the swamp area. For example, unlike other areas presently in the Wilderness System, the Okefenokee is predominately a water wilderness. Future access and exploration of the swamp will be virtually impossible without the use of small powered boats on maintained boat trails now open. We also believe that other conditions existing in the area should be taken into account in any legislation dealing with the Okefenokee.

Finally, we would point out that little would be accomplished by formulating legislation which would be unacceptable to the Department of the Interior or the Congressman and the people in whose district the Okefenokee lies.

Once again, we commend the Committee's interest in protecting the Okefenokee Wildlife Refuge from exploitation and in perpetuating this great natural wonder for future generations.

Sincerely,

HERMAN E. TALMADGE.
RICHARD B. RUSSELL.

CITY OF WAYCROSS, GA.
April 16, 1970.

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

DEAR SENATOR JACKSON: In regard to our previous letter to your committee endorsing your Bill # 709, please allow us to further explain our position.

The Mayor and City Commissioners of the City of Waycross are fully in accord with your bill to include the Okefenokee Swamp in the Wilderness System and to preserve it for future generations, but we certainly want to make our position clear about the provisions in your bill which would prohibit use of motorized equipment or motor boats, and would seem to prohibit the use of the swamp by the public for fishing and other recreational activities.

We think that you will find that House Bill # 4853, introduced by Honorable W. S. Stuckey, Jr., Congressman from the Eighth District of Georgia, clearly covers what the citizens of Southeast Georgia desire to be included in any bill that would place the Okefenokee Swamp in the Wilderness System. People from all over the United States visit the Okefenokee Swamp. Some of these people fish, some prefer to bird watch, others take pictures, and some just view the general beauty of the swamp. Several movies have been made in the Okefenokee Swamp. Because of the exceptional situation with regard to the swamp, and the fact that the only means of traveling within the swamp is by boat along trails cut through the swamp, it is absolutely necessary that provisions be made to allow the use of boats and motors. Because of the great

attraction of the swamp to so many people, it is also necessary that boat trails and rest stops be established and maintained.

Your bill does not include these provisions; in fact, your bill specifically prohibits them. We would appreciate your conferring with Congressman Stuckey and with Senator Talmadge and Senator Russell. These gentlemen are all familiar with the Okefenokee Swamp and are very close to their constituency, and the wishes and desires of the citizens in this section of Georgia. We believe that such conferences and the resulting cooperation will help place Okefenokee Swamp in the Wilderness System, but make allowances for the special conditions existing in the swamp so that all of our citizens can enjoy the benefits offered by the Okefenokee Swamp.

We trust that our recommendations will be in accord with your thinking on the Okefenokee Swamp.

Yours truly,

R. W. WILLINGHAM,
Mayor.
E. L. BOWEN, Jr.,
City Commissioner.
ROY C. BARNES,
City Commissioner.
WALTER R. VOLLENWEIDER,
City Commissioner.
T. H. CLARKE,
City Commissioner.

NATIONAL WILDLIFE FEDERATION,
Washington, D.C., April 8, 1970.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands, Senate Committee on Interior and Insular Affairs, New Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: Due to a conflict, it will not be possible for anyone from the National Wildlife Federation to appear in person to present the attached statement on the wilderness proposals under consideration by your Subcommittee. As a result, we would appreciate it if this statement can be made part of the record on these four wildlife refuge wilderness area proposals.

Thank you.

Sincerely,

LOUIS S. CLAPPER,
Conservation Director.

STATEMENT OF LOUIS S. CLAPPER, ON BEHALF OF THE NATIONAL WILDLIFE
FEDERATION

Mr. Chairman, I am Louis S. Clapper, Director of Conservation, for the National Wildlife Federation which has its national headquarters at 1412 Sixteenth Street, N.W., here in Washington, D.C.

Ours is a private organization which seeks to attain conservation goals through educational means. The National Wildlife Federation has Affiliates in all 50 States and the Virgin Islands. These Affiliates, in turn, are made up of local groups and individuals who, when combined with associate members and other supporters of the National Wildlife Federation, number an estimated 2½ million persons.

The National Wildlife Federation was one of the original supporters of the concept which ultimately became the National Wilderness Preservation System and we continue to compliment the fine efforts which the Senate Committee on Interior and Insular Affairs performed in the final evolution of this very important basic and organic Act. We are pleased that the Committee is continuing to consider additional areas for inclusion in the National Wilderness Preservation System and our only hope is that this process might be accelerated.

With respect to S. 709, designating certain lands in the Island Bay, Cedar Key, and Passage Key National Wildlife Refuges in Florida, we have checked with the officials of our Florida Wildlife Federation and others and believe that these would be meritorious additions to the Wilderness System. It is our understanding that local governmental leaders have sought a portion of Cedar Keys for use

as a public recreation area of an intense type and we hope that early action by this Committee can preclude such use of these lands.

It is also our understanding that one of the portions of the Florida Refuges contains a lighthouse which is not consistent with the criteria for wilderness. As we have done in the past, we would recommend that this particular installation be excluded from the boundaries of that wilderness area.

We also are of the opinion that the Okefenokee National Wildlife Refuge in Georgia contains lands which are suitable for wilderness preservation and we recommend that it also be included in the system. We make this recommendation with the understanding that Section 3 of S. 709 will be amended in this particular instance to recognize that continued use of motor boats under certain restrictions will be permitted within this particular wilderness area.

We also join our Affiliate, the Arizona Wildlife Federation, in endorsing the addition of certain lands in the Petrified Forest National Park in Arizona as wilderness and a part of the Wilderness Preservation System.

We also are in accord with the principles set forth in S. 3222 which will designate certain lands in the Wichita Mountains National Wildlife Refuge in Oklahoma as wilderness, thereby joining our affiliate, the Oklahoma Wildlife Federation, in support of this proposal.

To conclude, Mr. Chairman, we would express the hope that the Committee can give early favorable consideration to this proposal and we again appreciate the opportunity of being able to make these remarks.

HANSELL, POST, BRANDON & DORSEY,
Atlanta, Ga., April 17, 1970.

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

DEAR SENATOR JACKSON: I am writing this letter for inclusion in the record of the April 9 hearing on S 709, a bill to place the Okefenokee Swamp under the protection of the National Wilderness Act of 1964.

As a citizen of the State of Georgia interested in the preservation of its natural resources, I feel that it is of the utmost importance for the federal government to take steps to preserve this extensive undeveloped wilderness area in its presently unspoiled state. By placing the swamp under the National Wilderness System, it would be safe from highway construction, power lines, commercial developments, and buildings, all of which are now legally possible in the Okefenokee National Wildlife Refuge.

I urge your Committee to recommend immediate inclusion of the Okefenokee Swamp under the National Wilderness Act of 1964.

Your very truly,

HOLCOMBE T. GREENE, Jr.

BRUNSWICK, GA., April 21, 1970.

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

The coastal area sports fishing federation are wholeheartedly in favor bill S709 placing the Okefenokee Swamp under the protection of the National Wilderness Act of 1964 as part of our national heritage to remain in its natural state for posterity and wish to be included in the record of the April 9 hearing on S709.

DON EVERETT, *President.*
BEN YORK, *Executive Secretary.*

BRUNSWICK, GA., April 22, 1970.

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

Reference to coastal sport fishing federation support of S709 the following agenda inadvertently omitted. Please include federation approves of bill only if amendments by Georgia conservancy for use of power boats of 10 hp. or less be permitted on designated trails.

DON EVERETT, *President.*

ATLANTA, GA., April 16, 1970.

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

DEAR SENATOR JACKSON: The following statement is made for inclusion in the record of the April 9, 1970, hearing on S.709:

I am a native Georgia, a member of the Georgia Conservancy and I am also a concerned citizen. It is my opinion that too much of our wilderness land has been lost forever in the name of progress and too little wilderness land is left to be saved for future generations. I congratulate you on introducing this bill and I strongly urge its passage.

I have visited all the areas named in this bill and I feel strongly that because of their uniqueness and beauty they should be preserved forever in their wilderness state.

Sincerely yours,

MRS. MATTIE M. HEUGHAN,
Secretary.

ATLANTA, GA., April 19, 1970.

Re S. 709.

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

DEAR SENATOR JACKSON: I wish included in the record of the April 9 hearing on S. 709 my statement that this bill should be approved by the Senate.

Although I personally approve of a bill which would not permit water trails or motor boats in the Okefenokee Swamp, these provisions would be acceptable if such acceptance would facilitate the inclusion of the Okefenokee under the protection of the Wilderness Act.

Yours very truly,

MISS JOYCE MASTNY.

ATLANTA, GA., April 16, 1970.

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

DEAR SENATOR JACKSON: The following statement is for inclusion in the record of the April 9, 1970 hearing on bill S. 709.

I am heartily in favor of bill S. 709 which would place Georgia's Okefenokee Swamp, Arizona's Petrified Forest, and three of Florida's Wildlife refuges under the protection of the National Wilderness Act of 1964.

Sincerely,

EILEEN B. HUTCHESON.

SIERRA CLUB,
 RENO, NEV., April 14, 1970.

HON. HENRY M. JACKSON,
*U.S. Senate,
 Washington, D.C.*

DEAR SENATOR JACKSON: The Toiyabe Chapter of the Sierra Club strongly supports Senator Bible's proposals for a National Lakeshore (S. 2208) and an extension of Toiyabe National Forest on the Nevada side of Lake Tahoe (S. 3279). We hope the entire remaining undeveloped portion of the lake can be preserved as a natural area, and we would appreciate your support of these bills.

Sincerely,

JOHN G. HOUGHTON,
Chairman, Toiyabe Chapter.

MACON, GA., April 16, 1970.

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

DEAR SIR: As residents of Georgia, interested in the conservancy of the Okefenokee Swamp, we the undersigned would like to record our support of Senate Bill 709 placing this swamp area under the protection of the National

Wilderness Act of 1964, with the following amendment: That S. 709 be amended to allow use of motorboats with 10 horsepower or less on trails designated on a 1967 map of the proposed wilderness area, prepared by the Bureau of Sport Fisheries and Wildlife.

JOHN A. BELL.

Yours very truly,
This letter was signed by 11 other residents of the State of Georgia.

RENO, NEV., April 16, 1970.

Senator HENRY M. JACKSON,
Chairman, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR JACKSON: Please include this letter in the official hearing Record of the April 9 hearing on S. 327, S. 709, and S. 3222.

I strongly support S. 327 which adds an additional 12,900 acres to Toiyabe National Forest in Nevada. At present, only 12 of the 73 miles of Lake Tahoe shoreline are protected in public ownership. This bill would bring another 10 miles of shoreline into public ownership. The opportunity to save parts of Lake Tahoe's wild shoreline is vanishing as subdivisions and other developments proliferate.

I support the proposal to designate two wilderness units within Petrified Forest National Park. 3,400 acres of the so-called Threshold Zone (an unnecessary administrative buffer zone between wilderness boundaries and park roads and park boundaries) should be added for a total wilderness acreage of 53,600 acres. The Threshold Zone concept is arbitrary and can only lead to future problems. I feel that buffer zones should be included within the wilderness boundaries to insure that they are not ultimately developed. The Park Service proposes to designate the two units as Wilderness 1 and Wilderness 2. I feel that wildernesses should be given names instead of numbers such as Painted Desert for the north unit and Petrified Forest for the south unit.

I have studied the reports of the Fish and Wildlife Service on the wilderness proposals for the Okefenokee, Wichita Mountains, Cedar Keys, Island Bay, and Passage Key Wildlife Refuges. I urge the Senate Interior Committee to approve all five of these wilderness proposals without any changes.

Sincerely yours,

REED SECORD.

COLUMBUS, GA., April 18, 1970.

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

DEAR SENATOR JACKSON: Thank you for your interest in including the Okefenokee in your bill to protect it by the National Wilderness Act of 1964.

I understand that my opinion can be included in the record of the April 9 hearing on S. 709.

These areas are unique in America and I believe they should be given maximum protection as provided in this bill. We must preserve our famous landmarks for an unspoiled future.

Sincerely,

LAURIE JONES.

ATLANTA, GA., April 15, 1970.

HON. HENRY M. JACKSON,
*Chairman, Senate Interior Committee,
Senate Office Building, Washington, D.C.*

DEAR SENATOR JACKSON: "The Okefenokee Swamp is Georgia's most famous landmark, and one of the most extensive undeveloped wilderness areas of the world. Placing it under the protection of the National Wilderness Act will help to insure its unspoiled future . . ."

What could be more explicit? I urge the Senate to pass the bill placing the Okefenokee under the National Wilderness Act, and want my statement included in the record of the April 9 hearing on S. 709.

Sincerely,

HELEN SEARS.

MACON, GA., April 18, 1970.

Senator HENRY M. JACKSON,
Washington, D.C.

DEAR SIR: I understand that the record of the hearing on bill S. 709 will be help open until April 23, 1970. This bill places the Okefenokee Swamp under the National Wilderness Act of 1964.

Both my husband and I wish to go on record as being completely in favor of the bill's passage.

Sincerely yours,

HAZEL A. CHEUVRONT.

SANDERSVILLE, GA., April 20, 1970.

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

DEAR SENATOR JACKSON: As a resident of Georgia and one who has visited the Okefenokee Swamp on several occasions, I would like to express my opinion to you concerning the inclusion of the Okefenokee Swamp under the protection of the National Wilderness Act.

This unique area is being threatened by the continual encroachment of surrounding business interests, commercialization along with recreation, and I strongly urge that some means be taken to protect the Swamp in its original state preserving it for not only future generations to see and enjoy, but for its use as a birth place for many species of wildlife that use it as a refuge at this time.

I certainly appreciate your efforts in pushing this matter to a successful conclusion, and I know that generations to come after us will be indebted to those who have protected such areas for them.

Respectfully yours,

WILLIAM RAWLINGS, M.D.

ATLANTA, GA., April 20, 1970.

Senator HENRY M. JACKSON,
Chairman, Senate Interior Committee, Senate Office Building,
Washington, D.C.

DEAR SENATOR JACKSON: This is a statement in support of the inclusion of the Okefenokee Swamp under the protection of the National Wilderness Act of 1964. Please place it in the record of the April 9 hearing on S. 709.

Thank you for your concern for the Georgia wilderness.

Sincerely,

MARION T. YEARLEY.

DORAVILLE, GA., April 18, 1970.

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

DEAR SIR: Please include my statement in the record of April 9 hearing on S. 709. I strongly favor the bill which is designed to set aside and protect under a National Wilderness System such beautiful places as Georgia's Okefenokee Swamp, and three wildlife refuges in Florida and the Petrified Forest in Arizona. Please let my feelings be known.

Sincerely,

MRS. VERNER A. OWENS.

DECATUR, GA., April 20, 1970.

Senator HENRY M. JACKSON,
Chairman, Senate Interior Committee,
Senate Office Building,
Washington, D.C.

DEAR SENATOR JACKSON: This statement is for inclusion in the April 9 hearing on S. 709 concerning placing the Okefenokee Swamp and thru other wildlife refuges under the protection of the National Wilderness Act. This bill would protect all these areas forever from such things as highway development powerlines, and commercial buildings. Having been privileged to visit this priceless natural area this winter for four days, we know first hand how unique and irreplaceable this magnificent swamp is. We strongly support S. 709.

Sincerely,

MALCOLM AND RUTH SANFORD.

DECATUR, GA., April 18, 1970.

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

DEAR SENATOR JACKSON: This letter is for inclusion in the record of the April 9th hearing on the bill S. 709

I am most definitely in favor of placing the Okefenokee Swamp under the protection of the National Wilderness Act.

Sincerely,

VERNON N. KISLING, Jr.,
Curator, Atlanta Zoological Park.

FAIRBURN, GA., April 21, 1970.

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

DEAR MR. JACKSON: I read with interest the article regarding the Okefenokee Swamp in Sunday's paper, April 19, 1970. I myself, along with many other Georgian's have been very interested in the swamp's future.

I too, would like to support the future of the swamp for the Bill S. 709, by putting the Okefenokee Swamp under the protection of the National Wilderness Act of 1964.

This Act in turn can protect the wildlife we have now and the future wildlife the swamp will yield.

Thank you for giving me this opportunity in preserving our wildlife in our Okefenokee.

Sincerely,

MISS MARTHA E. HAMMOND.

LEAFMORE HILLS GARDEN CLUB,
Decatur, Ga., April 20, 1970.

Re bill S. 709, authored by Senator Jackson, to place the Okefenokee Swamp under the protection of the National Wilderness Act of 1964, April 9 hearing.

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

Leafmore Hills Garden Club supports the above-captioned bill to place the Okefenokee Swamp (and others) under the protection of the National Wilderness Act of 1964.

Mrs. GEORGE E. STUART,
Legislative Chairman.

MARIETTA, GA., April 15, 1970.

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

DEAR SENATOR JACKSON: We, the undersigned, would like the following statement to be included in the record of the April 9, 1970 hearing on bill S. 709:

We are in favor of Senator Jackson's bill S. 709, which will place the Okefenokee Swamp under the protection of the National Wilderness Act of 1964.

Sincerely,

MALCOLM R. BLANCHARD.

(The above petition was signed by 21 other residents of Georgia.)

ATLANTA, GA., April 24, 1970.

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

DEAR SENATOR JACKSON: I would like to give you my support of bill, S. 709, which would place the Okefenokee Swamp under the protection of the National Wilderness Act. I also support inclusion in the record of the April 9 hearing on this bill before the Senate Interior and Insular Affairs Committee. S. 709

is a responsible bill which demands the support of all concerned citizens. "Concerned" includes everyone who wishes to preserve the unspoiled beauty of the Okefenokee. My concern is that of a student in college who can appreciate the magnificence of this swamp and the happiness it can bring to the many young people for generations to come as a place where freedom "American style" can truly be observed and felt. Anything that takes this away can not possibly be called progress.

Thank you.

NATHAN GRANNICK.

SOUTHERN ARIZONA HIKING CLUB,
Tucson, Ariz., April 17, 1970.

Hon. FRANK CHURCH,
Chairman, Subcommittee on Public Lands, Committee on Interior and Insular Affairs, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: The Southern Arizona Hiking Club wishes to add its support to the provisions of S. 709 which would designate two units of wilderness within Petrified Forest National Park. A number of our members are familiar with the areas involved having hiked there on several occasions. These two areas proposed for wilderness designation would make unique and very worthwhile additions to the Wilderness System.

Although we question the need for a buffer zone between the wilderness boundary and park boundary in some parts of the park, the proposal as embodied in S. 709 is acceptable to us.

The Southern Arizona Hiking Club is an outing club with over 600 members most of whom live in or near Tucson, Arizona. We have actively participated in all of the wilderness reviews in Arizona to date. We supported this proposal at the May 1967 National Park Service field hearing in Holbrook, Arizona and we urge prompt and favorable action on it by Congress.

Sincerely yours,

EBER GLENDENING,
Conservation Committee.

INCLINE VILLAGE, NEV., April 8, 1970.

Senator HENRY M. JACKSON,
Senate Interior Committee,
Senate Office Building,
Washington, D.C.

DEAR SENATOR JACKSON: We should like to have our letter placed on record that we definitely support bill S. 3279 which will acquire lands to be placed in the National Forest System at Lake Tahoe.

Respectfully yours,

ELIZABETH ZENZIC.

INCLINE VILLAGE, NEV., April 9, 1970.

Senator HENRY M. JACKSON,
Chairman, Senate Interior Committee,
Senate Office Building,
Washington, D.C.

DEAR SIR: We are very much in favor of the Toiyabe National Forest Bill (S. 3279) and request this letter will be included in the official hearing record which will remain open for ten days. At the rate the developers are taking over, there won't be much for our grandchildren and their children to enjoy in years to come. Trees are coming down and the wildlife destroyed, creeks are being diverted, and we could go on and on. Won't somebody hear our pleas.

Sincerely,

Mr. & Mrs. JAMES D. BENNETT,