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# BIG THICKET NATIONAL PARK AND GULF ISLANDS NATIONAL SEASHORE

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## HEARING

BEFORE THE

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SUBCOMMITTEE ON PARKS AND RECREATION

OF THE

## COMMITTEE ON

INTERIOR AND INSULAR AFFAIRS

UNITED STATES SENATE

NINETY-FIRST CONGRESS

SECOND SESSION

ON

S. 4

A BILL TO ESTABLISH THE BIG THICKET NATIONAL PARK  
IN TEXAS

AND

S. 4149 and H.R. 10874

A BILL TO PROVIDE FOR THE ESTABLISHMENT OF THE  
GULF ISLANDS NATIONAL SEASHORE

NOVEMBER 24, 1970



Printed for the use of the  
Committee on Interior and Insular Affairs

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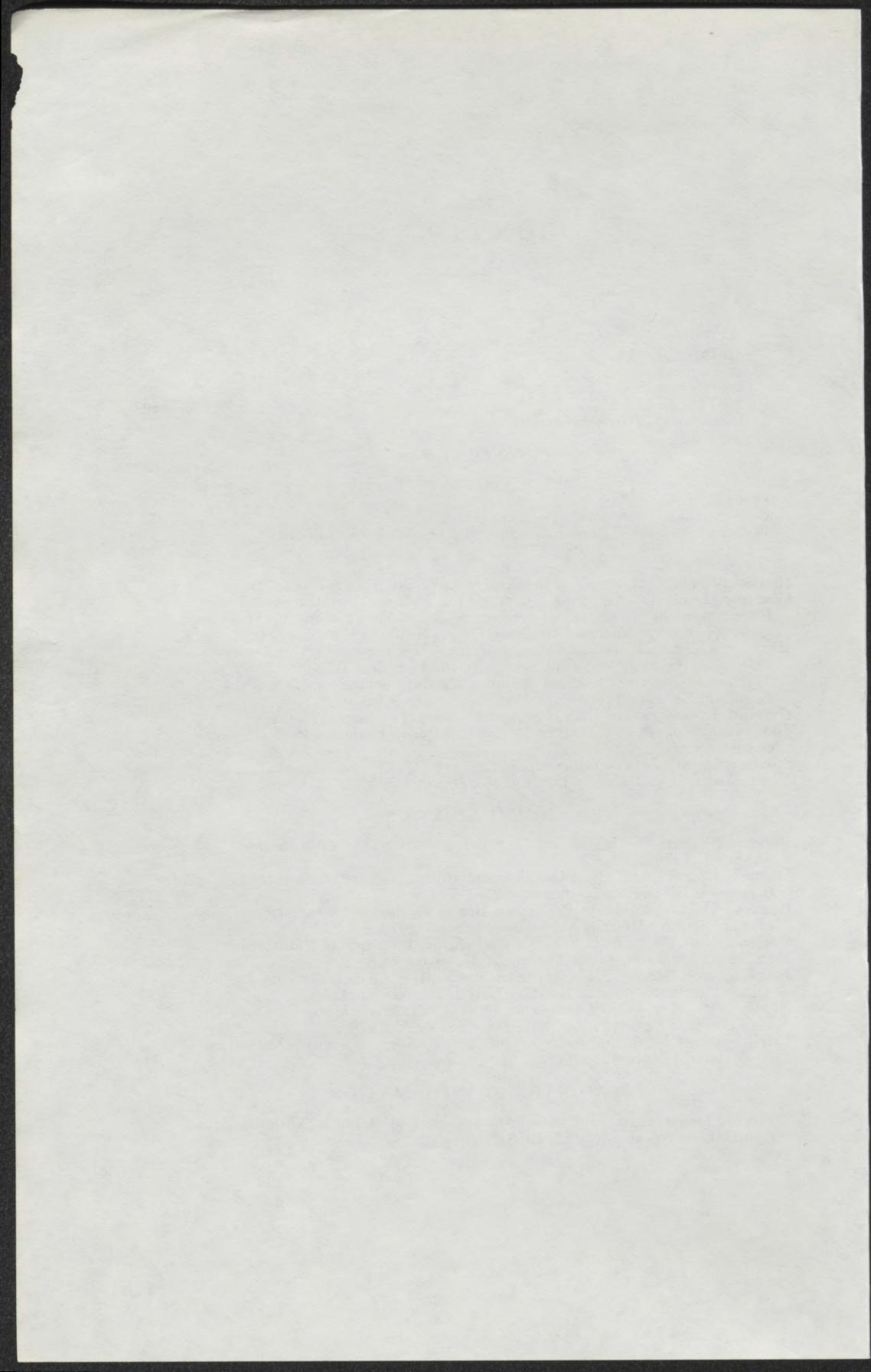
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## BIG THICKET NATIONAL PARK AND GULF ISLANDS NATIONAL SEASHORE

TUESDAY, NOVEMBER 24, 1970

U.S. SENATE,  
SUBCOMMITTEE ON PARKS AND RECREATION  
OF THE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,  
*Washington, D.C.*

The subcommittee met, pursuant to call, at 10:07 a.m., in room 3110, Senate Office Building, Senator Alan Bible (chairman of the subcommittee) presiding.

Present: Senators Bible (Nevada) and Moss (Utah).

Also present: Jerry T. Verkler, staff director; Charles Cook, minority counsel; Tom Nelson, assistant minority counsel; and Bernard Hartung, professional staff member.

Senator BIBLE. The hearing will come to order.

This is the time duly noticed and set for an open public hearing on two bills, S. 4, a bill to establish the Big Thicket National Park in Texas, and S. 4149 and H.R. 10874, an act to provide for the establishment of the Gulf Islands National Seashore in Florida and Mississippi.

S. 4 was originally introduced by Senator Ralph Yarborough and he has been an ardent and tireless proponent of the project for several years.

The area is located in east Texas and is a unique and historically interesting section of the southeastern deciduous forest.

We held some very, very interesting hearings in Texas on this bill at the request of the very distinguished senior Senator from Texas, Senator Yarborough. We visited the area; I have been over it personally, and I am impressed with the Big Thicket.

We are going to take S. 4 first. I think our previous hearings insofar as S. 4 are concerned are pretty exhaustive and full and we have heard both sides of the case. At the time, if my memory serves me well—and I have not gone back to the record to check it out, I think it is substantially correct—I indicated that the next hearing would be held in Washington for the purpose of securing the departmental position on the Big Thicket National Park.

There were various versions and numerous things said about what the administration favored and what they didn't favor. The elections have come and gone, so I now hope the Secretary of Interior is in a position to give us a firm, authoritative and final position as to what they think about the Big Thicket proposal and the Big Thicket National Park.

Without objection, I will direct that the text of the bill and departmental reports appear at this point in the hearing record.  
(The bill and reports follow :)

[S. 4, 91st Cong., first sess.]

A BILL To establish the Big Thicket National Park in Texas

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That, in order to preserve in public ownership an area in the State of Texas possessing outstanding botanical and zoological values together with scenic and other natural values of great significance, the Secretary of the Interior shall establish the Big Thicket National Park, consisting of land and interests in land not to exceed one hundred thousand acres in Hardin, Liberty, San Jacinto, Polk, and Tyler Counties, Texas.

SEC. 2. (a) To establish the Big Thicket National Park, the Secretary of the Interior may acquire land or interests therein by donation, purchase with donated or appropriated funds, exchange, or in such other manner as he deems to be in the public interest. Wherever feasible, land shall be acquired by transfer from other Federal agencies.

Any property, or interest therein, owned by the State of Texas or political subdivision thereof may be acquired only with the concurrence of such owner.

(b) In order to facilitate the acquisition of privately owned lands in the park by exchange and avoid the payment of severance costs, the Secretary of the Interior may acquire land which lies adjacent to or in the vicinity of the park. Land so acquired outside the park boundary may be exchanged by the Secretary on an equal-value basis, subject to such terms, conditions, and reservations as he may deem necessary, for privately owned land located within the park. The Secretary may accept cash from or pay cash to the grant or in such exchange in order to equalize the values of the properties exchanged.

SEC. 3. When title to all privately owned land within the boundary of the park, other than such outstanding interests, rights, and easements as the Secretary determines are not objectionable, is vested in the United States, notice thereof and notice of the establishment of the Big Thicket National Park shall be published in the Federal Register. Thereafter, the Secretary may continue to acquire the remaining land and interests in land within the boundaries of the park.

SEC. 4. The Big Thicket National Park shall be administered by the Secretary of the Interior in accordance with the provisions of the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1-4), as amended and supplemented.

SEC. 5. There are hereby authorized to be appropriated such funds as are necessary to accomplish the purposes of this Act.

U.S. DEPARTMENT OF THE INTERIOR,  
Washington, D.C., November 23, 1970.

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

DEAR MR. CHAIRMAN: Your Committee has requested the views of this Department on S. 4, a bill "To establish the Big Thicket National Park in Texas."

S. 4, as introduced by Senator Yarborough, H.R. 18498, as introduced by Representative Bush, H.R. 18527, as introduced by Representative Eckhardt, and H.R. 14391, as introduced by Representative Dowdy (for himself and Mr. Cabell), all have the objective of preserving the Big Thicket area through Federal involvement.

S. 4 directs the Secretary of the Interior to establish not less than 100,000 acres in Hardin, Liberty, San Jacinto, Polk, and Tyler Counties, Texas, as the Big Thicket National Park. H.R. 18498, as introduced by Representative Bush, and H.R. 18527, as introduced by Representative Eckhardt, authorize the establishment of the Big Thicket National Park of not more than 150,000 acres and 185,000 acres, respectively. H.R. 14391, as introduced by Representative Dowdy (for himself and Mr. Cabell), would authorize establishment of a Big Thicket National Monument of not to exceed 35,000 acres.

This Department has undertaken recreation studies of the general Big Thicket area. In its 1969 report entitled *This Land is Our Land*, the Interim Committee

on Parks and Recreation of the Texas Senate has recommended a State pilot study of the feasibility of establishing a wild and scenic river below one such portion of the Neches River.

Also, the Department of the Interior intends to make a study of the Big Thicket area.

This Department is committed to the development of a program for the preservation of portions of the Big Thicket area. Action to preserve and interpret a significant portion of the Big Thicket will be highly desirable in the interest of conservation. This appears to be one of the few places where there are found in such close proximity the opportunities for meaningful contributions to the scientific and recreational resources.

While this Department feels that preservation of portions of the Big Thicket is a desirable objective, we believe that the results of the Department of the Interior study are essential before we can make any constructive recommendations regarding legislative action. For this reason, we recommend that action on S. 4 be deferred.

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

Sincerely yours,

JAMES R. SMITH,  
*Assistant Secretary of the Interior.*

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EXECUTIVE OFFICE OF THE PRESIDENT,  
BUREAU OF THE BUDGET,  
*Washington, D.C., June 15, 1970.*

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

DEAR MR. CHAIRMAN: This is in reply to your request for the views of the Bureau of the Budget on S. 4, a bill "To establish the Big Thicket National Park in Texas."

The Bureau of the Budget recommends deferral of action on this bill for reasons stated in the report of the Department of the Interior.

Sincerely,

WILFRED H. ROMMEL,  
*Assistant Director for Legislative Reference.*

Senator BIBLE. Our first witness this morning will be the proponent of the bill over many years and one of the strongest advocates, Senator Ralph Yarborough.

We will be very happy to hear from you, Senator Yarborough.

#### STATEMENT OF HON. RALPH YARBOROUGH, A U.S. SENATOR FROM THE STATE OF TEXAS

SENATOR YARBOROUGH. Thank you, Mr. Chairman.

I am grateful that this busy committee, subcommittee and particularly the chairman have placed this bill on the agenda because I know of the great burdens upon the chairman in this third session of this 91st Congress.

Mr. Chairman, 5 months have passed since this Parks Subcommittee of the U.S. Senate, under your able chairmanship, held hearings at Beaumont, Tex., then toured the Big Thicket, viewing it at first hand. These hearings and this viewing were on my bill S. 4 to establish a Big Thicket National Park of not less than 100,000 acres.

A park in the Big Thicket area has been sponsored since the 1930's, Mr. Chairman, but about 8 years ago I started working on it. Gov. Price Daniel was then Governor of Texas and he was advocating a

State park, so I withheld introducing a bill into the Senate to give time to see if he could create the Big Thicket Park. The legislature would not act. He supports this bill. He came to me and said, "The legislature will do nothing; I support your bill." So over 4 years ago we introduced the first bill.

We have kept a bill in the Senate ever since, keeping it alive and trying to move the bill forward, so I am very grateful.

This is the area in which I grew up, east Texas. I have lived there for over 60 years. I am tremendously grateful that this subcommittee has again convened to receive the report of the administration on the bill. I welcome the opportunity to add a very few supplemental remarks to my original testimony.

Senator BIBLE. I might just say that Price Daniel has been a lifelong and dear friend of mine. When he was attorney general of Texas and I was attorney general of Nevada, and then later our paths crossed and he was U.S. Senator from Texas and a very distinguished Governor. He not only had the State idea but he testified, as you recall, very enthusiastically and vigorously in support of your proposal at the time that we were in Beaumont, Tex.

I want to add that to what you have said. He appeared before our committee and the record shows his strong support for your bill in the hearings that we held in Texas.

Senator YARBOROUGH. He is a very strong supporter, Mr. Chairman. He grew up on the edge of the Thicket. We each grew up near the Thicket. I was farther north, a little north of it, and he grew up on the western edge of that wonderful area before it was despoiled.

My remarks will be merely supplementary of the rather full testimony that I gave at Beaumont.

Five months, Mr. Chairman, may not seem to be a very long time in the lifespan of a bill, especially this one since it has been over 4 years since I first introduced it, but it is a critically long time in terms of the survival chances of the Big Thicket. Never before has the Thicket faced such peril, and never before has it so desperately needed the help of the Congress.

For years the Thicket could count on its immense size and almost impenetrable foilage to foil the repeated assaults of the woodchopper's ax. Modern technology, however, has dramatically altered this standoff between man and nature, and instead has turned it into a lopsided fight with the Thicket on the losing end. This war of attrition has already ravaged over 3 million acres of this magnificent forest and vine and jungle and swamp area. We cannot permit it to claim and destroy the remaining few hundred thousand acres of the original 3½ million acres in the Big Thicket. Over 3 million acres are already gone forever.

We must act now to halt this systematic destruction of one of America's last great remaining wilderness areas, and if we don't do it this session by enacting this bill the danger of permanent destruction looms larger.

Each day that we delay, each day that this bill remains unacted upon, we lost another 50 acres to the armies of bulldozers and buzz saws that topple the tall trees—the maple, beech, and magnolias—and crush the delicate and often rare orchids and wildflowers that flourish on the forest floor and destroy the ecology of the area.

The Big Thicket is being systematically destroyed—destroyed where there is no need for this destruction—as evidenced by the poisoning

of the Big Rookery where 5,000 water birds formerly nested as described by the late Lance Rosier and reprinted in many papers and put in the Congressional Record and in a number of descriptions by me and the more than 100 statements that I have made on the Senate floor on behalf of this bill; the poisoning of the giant tree, oldest known of its kind, as described in the New Yorker magazine to obliterate it; the wanton destruction of flowering magnolia trees in sight of the road as described by both Justice Douglas and myself in different trips to the Big Thicket where you could see no other reason for cutting down magnolias about 6 inches in diameter and left there to rot, destroy the flowering part; to destroy the aesthetic beauty of this so it would not look like it was a park in nature; the effort to drown out the noise of trailing powersaw engines, attempting to sound filter the Big Thicket in the last few months and other acts of wanton destruction against the beauties of nature in the Big Thicket.

Dr. Barrell of Rensselaer Institute very graphically described in the Beaumont hearings, Mr. Chairman, that this was the last remaining area of southern hardwoods forest big enough suitable for a Big Thicket National Park. Dr. Barrell is a native of North Carolina and said from Virginia and the sweep down the eastern seacoast and around the southern Appalachians and west of the Great Plains this is the only area left now big enough to create a southern hardwoods forest national park.

This is a wonderful area because it is impinged upon by typical gulf coast weather and by the remnants of the forest floor left there by the retreating glacier where it died out in other areas, but the peculiar soil formation where the plants brought down from the Arctic live and flourish.

This is a wonderful area. I have just said this destruction didn't need to take place but it is destroying the aesthetic beauty and preventing the creation of the park.

Time then, Mr. Chairman, becomes the critical factor in the survival chances of the Big Thicket. Even if this legislation were passed this session and signed into law, we would still have a long and arduous road to travel because most of the Thicket is in the hands of private owners and titles must be searched to determine who is the owner.

Land appraisals must be developed, hearings held, money appropriated, and as any member of the Senate knows, any lawyer knows, this takes time. Thus, if we don't act in this session, if we delay until another Congress, we may not be left with enough time to complete these critically important steps that are necessary to place this land in the public trust because it is in private hands and must stand by while this wanton destruction and poisoning of magnolia trees and the destruction of other beautiful trees goes on even when the land is not being bulldozed away.

Mr. Chairman, during the years that this has been pending we have made repeated requests of the Department of Interior for reports and they came up with one report for a small monumental idea or a string of pearls idea for five or six areas, a string of pearls talking about 35,000 acres. Later they brought in a much better and more comprehensive report advocating that but also a wider area of recreation area and corridors along the rivers and the creeks in there to keep the rivers and creeks from being cemented up. Some are advocating drainage ditches.

That second recommendation, of course, was better than the first. They have had two recommendations. We hope their recommendation this morning will be for more, but whether it is or isn't—

Senator BIBLE. I want you to stay and hear what it is because it will not be particularly gratifying to you. I have read it in advance and they have not testified yet.

Senator YARBOROUGH. I have not seen it, Mr. Chairman.

Senator BIBLE. I suggest you stay.

Senator YARBOROUGH. I am in a very serious predicament here.

Senator BIBLE. You don't have to stay but I am just suggesting that you do.

Senator YARBOROUGH. I wanted to stay. When the chairman set this I was so gratified I though nothing else could keep me away. At 10:30 I have been asked to come down to introduce the four Federal judges that the President has appointed for Texas.

Senator BIBLE. You are welcome to stay.

Senator YARBOROUGH. In the Military Appropriations Conference Committee for —

Senator BIBLE. Well, without telling me what all your commitments are, and I know there are very many, in a nutshell I am reading in advance—they will be heard next—the Interior Department's letter of November 23, 1970. They say, and I am reading the last two sentences of it next to the last paragraph on page 2 of the report:

While this Department feels that preservation of portions of the Big Thicket is a desirable objective, we believe that the results of the Department of the Interior study are essential before we can make any constructive recommendations regarding legislative action. For this reason, we recommend that action on S. 4 be deferred.

Senator YARBOROUGH. Why, Mr. Chairman, they have been studying on this 2 years. They have already made two reports. I asked leave to bring over and put in the record the report 4 years ago recommending these. In the supplemental report they made later bigger than that—we have already had two reports, the second better than the first. Now they have retreated from both of them, they have retreated into nothing, into destitute, I believe. Might as well disband the Park Service if that is all they can do, study for 4 years and then fall flat in the middle.

Senator BIBLE. That is why I gave you an opportunity to respond to what you thought about it. I thought you would take an unkind view of what they said.

Senator YARBOROUGH. Thank you, Mr. Chairman. We will have only the tree stumps and the memories left.

Senator BIBLE. I don't think there should be problems. I know of your long, continuing interest in it. I am tremendously impressed with what your greatest citizen, Price Daniels, said about it.

Senator YARBOROUGH. Yes.

Senator BIBLE. Right in his country and he is a very distinguished representative of Texas, one of your greatest citizens, and he certainly wants to see something done. As I see it there is no need of studying and studying and studying. It will be done by the time you finish the studies.

Senator YARBOROUGH. Mr. Chairman, he made one of his greatest efforts 6 years ago to get the State Legislature to do something about it and they would not. He said, "This is our only hope." He and I have been working shoulder to shoulder for over 4 years.

Senator BIBLE. I thought in addition to that, if I might just call on my memory for a little help, I was agreeably surprised and gratified at the spirit of partial cooperation by the lumber interests. They didn't want to go into the park business as you wanted but they certainly did come out and say something should be preserved. I think they used the figure of about 35,000 acres, something like that. So even the real adversary interest, the conflicting interest, says something should be done. That is the only point I am making: that something should be done.

Senator YARBOROUGH. Mr. Chairman, our real adversary, the lumber industry, does better than the Park Service.

Senator BIBLE. Yes, at least they said they wanted something.

Very fine. Any questions of the Senator?

Senator MOSS. You have pursued this with diligence and your urging is something that strikes a responsive chord with me. I find that some things that were once approved are now not approved by the Park Service. There has been a considerable change down there, so what you say has a responsive chord in my heart.

Senator YARBOROUGH. Mr. Chairman, I want to thank the distinguished Senator from Utah. Years ago when we had the Padre Island National Seashore Park bill pending we attempted to get hearings and we had failed, and he went to Corpus Christi and held hearings just as the able chairman went to Beaumont and held hearings. Out of that impetus national seashore park bill we now have saved the longest national seashore park in America out of this committee.

Senator MOSS. Thank you.

Senator BIBLE. Part of the credit for Padre Island goes to the distinguished gentleman from Utah. I covered Padre Island from one end of it to the other.

Senator YARBOROUGH. We were not overlooking the able chairman in paying tribute to my colleague.

Senator BIBLE. On this happy note, we are happy to have your testimony.

Senator YARBOROUGH. Thank you for what you did, and the Nation thanks you for Padre Island.

Senator BIBLE. The next witness is Dr. Leslie L. Glasgow, Assistant Secretary for Fish and Wildlife and Parks, Department of the Interior.

I anticipate what you are going to say but you are the departmental witness. Why don't you give us your statement.

**STATEMENT OF LESLIE L. GLASGOW, ASSISTANT SECRETARY FOR FISH AND WILDLIFE AND PARKS, DEPARTMENT OF THE INTERIOR, ACCOMPANIED BY ALBERT HANSON, MANAGEMENT ASSISTANT, SOUTHWEST REGIONAL OFFICE, NATIONAL PARK SERVICE**

Mr. GLASGOW. Thank you, Mr. Chairman.

I would like to have Mr. Al Hanson come forward. Mr. Hanson is a management assistant to the Director in the National Park Service. He may be able to answer questions that I am not familiar with.

Senator BIBLE. Have you been down through the area, Doctor?

Mr. GLASGOW. Yes, sir. Mr. Chairman, I live not far from that area and I had the opportunity as a student in Texas A. & M. to visit the area before it was cut up like it is today.

Senator BIBLE. All right.

Mr. GLASGOW. So I have seen it on different occasions and I am quite familiar with it.

Thank you, Mr. Chairman.

Your committee has requested the views of this Department on S. 4, a bill to establish the Big Thicket National Park in Texas.

S. 4, as introduced by Senator Yarborough; H.R. 18498, as introduced by Representative Bush; H.R. 18527, as introduced by Representative Eckhardt; and H.R. 14391, as introduced by Representative Dowdy (for himself and Mr. Cabell), all have the objective of preserving the Big Thicket area through Federal involvement.

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This Department intends to undertake recreation studies of the general Big Thicket area, which will be completed in 1971.

This Department is committed to the development of a program for the preservation of portions of the Big Thicket area. Action to preserve and interpret a significant portion of the Big Thicket will be highly desirable in the interest of conservation. This appears to be one of the few places where there are found in such close proximity the opportunities for meaningful contributions to the scientific and recreational resources.

While this Department feels that preservation of portions of the Big Thicket is a desirable objective, we believe that the results of the Department of the Interior study are essential before we can make any constructive recommendations regarding legislative action. For this reason, we recommend that action on S. 4 be deferred.

The Office of Management and Budget has advised that there is no objection to the presentation of this report from the standpoint of the administration's program.

Thank you.

Senator BIBLE. Now it is my intention as chairman of the Parks Subcommittee to take some action on this bill within the next, I think, about 2 weeks. We are having our hearings on the Voyageurs which will be a week from Friday which is December 4, so I suggest to you, Dr. Glasgow, that by December 4, which will be a good date—that is a week from this Friday which gives you ample time to come up with something a little more affirmative and positive than this continuous study concept which is completely unsatisfactory to me. Come up with some recommendation as to what you think should be a reasonable size of this area.

The problem as I view it is one of determining whether it should be 35,000 acres as proposed by Congressman Dowdy or 100,000 acres as proposed by Senator Yarborough or 150,000 acres as proposed by

Congressman Bush. I would like to have you give us some indication of what you think the correct size should be. I am particularly anxious to move this bill forward without delay during the session and I clearly intend to do my very best in moving it forward. I would like to have you give me something a little more definite than the continuing slowdown incorporated in the official report of the Secretary which is signed by Jim Smith, Assistant Secretary of the Interior.

Based on your knowledge of the area and your visitations in the area, what would be your opinion as to the size of the park that should be incorporated in an area of this kind?

Mr. GLASGOW. Mr. Chairman, do you wish for me to respond at this time or by December 4?

Senator BIBLE. If you want a little time to study your position and talk it over with some of your people, that is certainly agreeable. You are kind of a fall guy in this presentation this morning. You are a nice man. I don't want to make too much of a fall guy out of you, but we are going to make a fall guy out of somebody because we are going to get an idea from someone as to what the size of this area should be.

If you need this time, I think that is a perfectly reasonable request if you prefer it that way. I realize you have to talk with your superiors and you might then give me some indication of what size park you think it should be.

Mr. GLASGOW. I do prefer to respond by the December 4 date.

Senator BIBLE. Fine.

The expert that you have with you, would you identify yourself for the record, please.

Mr. HANSON. I am Albert Hanson, management assistant in the southwest regional office. I have been in the planning capacity in the Big Thicket area in the past.

Senator BIBLE. Well, you have been in the planning department for the Big Thicket area and you obviously have considerable knowledge firsthand of this area, correct?

Mr. HANSON. Yes. I have been over a great portion of it.

Senator BIBLE. I don't want to put you on a spot with your superiors and I won't do it. Do you think there is in this area of the Big Thicket an area that should be preserved for the future?

Mr. HANSON. Yes, no question about that.

Senator BIBLE. Your problem would be one simply of size and how you handle it. Would that be what it would be?

Mr. HANSON. Yes, I think that is the whole question.

Senator BIBLE. If that is the whole question, then you will be of valuable help to Dr. Glasgow in working out an affirmative authoritative answer by December 4.

Where do you headquarter?

Mr. HANSON. In Santa Fe, N. Mex.

Senator BIBLE. Well, I am not going to try to disrupt your Thanksgiving vacation because I like to see people go home for Thanksgiving and I hope the turkey is good, but I do want you to meet with Dr. Glasgow or his superiors or your superiors or the Director of the Park Service or whoever is indicated before you leave Washington and you have a little skull session, as we used to say in college, and come up with something responsive.

Senator Moss. Could you interpret that map a little bit for me. I don't understand it fully. What are the three different colors and the white parts? Does the ocean come up there any place?

Mr. HANSON. No, this is all up above the ocean and this depicts the extent of what the colleges term the Big Thicket.

Senator Moss. I see. What are those white fingers that are in there?

Mr. HANSON. This is open land that is either cut over or has been used in other ways, farm and so on. This does not now have the forest characteristics of the Big Thicket. Also it is portions because of soil conditions that do not support the indicator species of the Big Thicket. The difference in color is between the upper thicket and the lower thicket as based on the difference in the indicator species that show up in the vegetative cover.

Senator Moss. To the degree there is a difference, the light green is a different type of vegetative cover from the darker green?

Mr. HANSON. Slightly different, yes. The tighter soil, the more acid soils down in here apparently cause this difference. The main difference I think is the one species, the beech, is missing in this lower part and is along with the loblolly and three other indicators found throughout both of the areas but it is missing in the lower thicket.

Senator Moss. Is that whole area on your map roughly 100,000 acres or can you tell me?

Mr. HANSON. I don't remember now.

Mr. GLASGOW. Much, much larger. That is approximately 3 million acres.

Senator Moss. That is a very large area.

Mr. HANSON. Yes. Various proposals have been made in the parks.

Senator Moss. Well, thank you. I just could not clearly interpret that map and I wanted you to tell me about it.

Mr. GLASGOW. Mr. Chairman, may I make a comment which might further shed a little enlightenment on the map. This area is largely a result of the drainage pattern that exists and the soils are drainage pattern, and those fingers that you see coming down are tremendous bottoms. That white area tends toward higher elevation, much better drainage, and therefore they do not have thicket characteristics.

Senator Moss. I see. Thank you very much.

Senator BIBLE. I think the earlier record that we made in the field when read by the distinguished Senator from Utah who has been most helpful in all the park proposals and has been one of our leaders in this conservation and preservation field, he will find that the characteristics of the area are in the hearing we had there regulating the field as well as the pictures that were taken of it, and I commend to him if he has not seen it a very fine motion picture that was produced by the distinguished Senator from Texas, Senator Yarborough. It is a little long, it runs about an hour. I have not seen it myself, frankly, but I am going to ask for a reshowing and this will be shown to the members of the subcommittee so they get a better view of it.

I have no further questions of you, Dr. Glasgow. I appreciate your appearance here this morning. If you would proceed in accordance with my suggestion, I would greatly appreciate it.

Mr. GLASGOW. Thank you.

(The prepared statement of Mr. Glasgow follows:)

STATEMENT OF LESLIE L. GLASGOW, ASSISTANT SECRETARY FOR FISH AND WILDLIFE AND PARKS, DEPARTMENT OF THE INTERIOR

Mr. Chairman, we are pleased to appear before you today to present our views on the subject legislation.

The Big Thicket area of East Texas is an area of distinctive vegetation and unique ecological complexity ranging from swamp land to moderately rolling uplands, dissected by numerous small streams. Elevations vary from a few feet above sea-level to 400 feet. As many as 2,000 species of plants, including record-size trees of some species, flowering shrubs, insect-eating plants and microscopic fungi, are found in the varied expanses of mixed hardwoods and loblolly pines. The floral components of this forest are representative of widely separated parts of the eastern and southern United States, meeting in the Big Thicket in rare ecologic interplay. Such a mingling of species—animals as well as plants—is found extensively nowhere else.

There are still substantial sections of the Big Thicket which are basically unaltered by Man and very impressive. In fact, there are areas which would appear to the visitor to be the original forest. This quality is attributable primarily to the remarkable recovery potential of the vegetation under the region's highly favorable growing conditions. Any tract selected for preservation, regardless of its condition at the time—if not altered beyond the point of no return—will be a better one within relatively few years, with ultimate complete restoration possible.

This primitive character of the Big Thicket makes it an excellent habitat for many species of animals, including the endangered American alligator and the red wolf. Over 300 species of birds have been sighted in the Big Thicket and there have been reports of the ivory-billed woodpecker in the area.

Mr. Chairman, S. 4 would authorize the Secretary of the Interior to establish the Big Thicket National Park in Texas consisting of lands and interests in lands not less than 100,000 acres in Hardin, Liberty, San Jacinto, Polk, and Tyler Counties.

This Department wishes to consider thoroughly three studies of the general Big Thicket area: One, the National Park Service's 1967 report entitled "Proposed Big Thicket National Monument, Texas, A Study of alternatives," which we intend to amend to include a national recreation area alternative; two, an overall study of the Big Thicket area including a joint study of nearby portions of the Neches River, which has been planned by the Corps of Engineers and the Bureau of Outdoor Recreation; and three, the State pilot study of the feasibility of establishing a wild and scenic river below one such portion of the Neches River, which is recommended in the 1969 report, entitled "This Land Is Our Land," of the Interior Committee on Parks and Recreation of the Texas Senate.

Mr. Chairman, we believe these studies should be coordinated in order to achieve a comprehensive analysis of the recreation potential of the general Big Thicket area and to identify the responsibilities of the various agencies involved in developing such potential. Pending completion of such studies, we recommend that action on S. 4 be deferred.

Mr. Chairman, I shall be happy to answer any questions you may have at this time.

Thank you.

(The letter to be supplied by Mr. Glasgow December 4, was not received to be included in the record.)

Senator BIBLE. There will be incorporated in full in the record at this point a statement from George Bush, the Congressman from the Seventh District of Texas indicating his full support of the proposal for 150,000 acres.

(The statement referred to follows:)

STATEMENT OF HON. GEORGE BUSH, A U.S. REPRESENTATIVE IN CONGRESS FROM THE STATE OF TEXAS

Mr. Chairman, the Big Thicket area in east Texas is one of the rare sites left in America remaining essentially as it was hundreds of years ago. It is a vanishing wilderness area which we must move to protect now. Once covering three

and a half million acres in eastern Texas, today only about 10 percent of those acres in the Big Thicket remain untouched. Each week this acreage diminishes.

I visited the Big Thicket in May and, since then, I have met with representatives of the many organizations which have expressed a deep interest in conserving the Big Thicket, with area residents, and with officials of the Department of Interior. On July 16 I introduced a bill which proposes the establishment of a Big Thicket National Park of not more than 150,000 acres. I think my bill is sound and will conserve these unique wilderness areas.

Drainage is the key to the preservation of the area. Therefore, my bill would encompass the major "pearls" and would link them together via the connecting waterways, the Neches River, and the Village and Big Sandy Creeks. In addition, I have proposed that a low-speed scenic roadway be developed which would permit more people to enjoy the beauty of the Big Thicket. This roadway would be constructed so that it would in no way impair the natural beauty of the area or disturb the ecological balance.

In my view, this region can be conserved only through needed supervision and administration and the Secretary of Interior should proceed with this in mind.

It is fortunate that the importance of conserving our natural resources and natural environment has become an important challenge. No one I have spoken with disputes the fact that Big Thicket has a unique quality that must be preserved. But, there has not been much agreement on how to accomplish this. One proposal has been made to create several independent units known as "pearls." Other proposals call for conserving the pearls and a separate large tract which affords a home for wildlife of the area.

I have proposed a Big Thicket National Park of up to 150,000 acres because I believe it will serve as a living laboratory for botanists, ornithologists, zoologists, and other scientists. Its value would be incalculable.

I recognize that the character of the Big Thicket is such that this park area could not tolerate heavy recreational use. It is my hope that the park can be so planned as to preserve the unique areas for the enjoyment of those who are concerned not only with our ecological life, but with the aesthetic values. Recognizing the limitations of recreational use of the area for residents of Houston, Beaumont, Port Arthur, Dallas, Fort Worth and other parts of Texas, I support the development of recreational facilities in the Toledo Bend, Dam B, and other water oriented areas. I believe by continuing the development of these recreational sites, and through preservation of the unique areas of the Big Thicket, we can create a truly meaningful recreational and conservation area which will best serve our citizens.

Senator BIBLE. My witness list shows one other witness, Dr. Spencer M. Smith, Jr., secretary, Citizens Committee on Natural Resources, I do not see him in the audience.

Mr. Smith's statement when received will be incorporated in the record.

(The statement referred to was not supplied in time to be included in the record.)

Senator BIBLE. The record will be kept open until December 4 which is a week from Friday for the purposes indicated. We expect to have some further word from the Department of Interior by that date. The hearing is simply held in abeyance or in recess until that time.

(Subsequent to the hearing, the statement of Stewart M. Brandburg, executive director, the Wilderness Society, was received.)

STATEMENT OF STEWART M. BRANDBURG, EXECUTIVE DIRECTOR, THE WILDERNESS SOCIETY, WASHINGTON, D.C.

I am Stewart M. Brandburg, Executive Director of The Wilderness Society, a national conservation organization of approximately 70,000 members concerned with the preservation and beneficial use of the wilderness resource of America as an essential element of man's environment. I appreciate the invitation of the Committee to present the views of The Wilderness Society here today.

Despite the ravages by man of the 3¼ million acres originally composing the Big Thicket, significant portions still retain their superlative qualities of scenery, bird and plant life, and clear, meandering streams. These are worthy of preservation for use and enjoyment by the people as part of America's National Park System.

In cooperation with Texas conservationists, The Wilderness Society strongly endorses the proposal contained in Senator Yarborough's bill, S. 4, to establish a unit in the National Park System containing not less than 100,000 acres of the Big Thicket.

Such a proposal would include a long stretch of the Neches River and of its tributary creeks (Village, Beech, Turkey, Big Cypress, Hickory, Big Sandy, Menard, and Pine Island Bayou), plus lands on both sides of these streams within a one or two mile width to assure a pleasing environment and providing foot and horse trails through the woods and along the streams.

The Park would also include a dozen areas of marsh and uplands (notably the Saratoga unit of 64,000 acres), offering special attractions in the way of forests, flowers, shrubs, birds and other wildlife. Leisurely float trips down the streams, hikes on foot and horse trails along the banks and through the wooded countryside, would provide public enjoyment of this natural wonderland. With the broad, protected waterways binding the several special areas together, there is a physical and esthetic unity to the whole plan.

The Wilderness Society, along with Texas conservationists and other national organizations, urges this Committee to favorably report the bill to establish Big Thicket National Park. This will be an outstanding addition to the National Park System.

We appreciate the invitation of the Committee to present this testimony.

Senator BIBLE. Our next hearing is on S. 4149, the bill introduced by Senator Holland on this side of the Congress and H.R. 10874 introduced by Congressman Colmer for himself and others to provide for the establishment of the Gulf Islands National Seashore.

We will make a part of the record the bill introduced by Senator Holland, S. 4149, and make a part of the record H.R. 10874, a bill introduced by Congressman Colmer for himself and others.

(The two bills and reports referred to follow :)

91st CONGRESS  
2d SESSION

# S. 4149

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IN THE SENATE OF THE UNITED STATES

JULY 30, 1970

Mr. HOLLAND introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

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## A BILL

To provide for the establishment of the Gulf Islands National Seashore, in the States of Alabama, Florida, Louisiana, and Mississippi, for the recognition of certain historic values at Fort San Carlos, Fort Redoubt, Fort Barrancas, and Fort Pickens in Florida and Fort Massachusetts in Mississippi, and for other purposes.

- 1        *Be it enacted by the Senate and House of Representa-*  
2        *tives of the United States of America in Congress assembled,*  
3        That, in order to preserve for public use and enjoyment cer-  
4        tain areas possessing outstanding natural, historic, and rec-  
5        reational values, the Secretary of the Interior (hereinafter  
6        referred to as the "Secretary") may establish and administer  
7        the Gulf Islands National Seashore (hereinafter referred to

1 as the "seashore"). The seashore shall comprise the follow-  
2 ing gulf coast islands and mainland areas, together with  
3 adjacent water areas as generally depicted on the drawing  
4 entitled "Proposed Boundary Plan, Proposed Gulf Islands  
5 National Seashore," numbered NS-GI-7100F, and dated  
6 May 1969:

- 7 (1) the Chandeleur Islands in Louisiana;
- 8 (2) Cat, Ship, Petit Bois, and Horn Islands in  
9 Mississippi;
- 10 (3) Ono Island in Alabama;
- 11 (4) Perdido Key in Alabama and Florida;
- 12 (5) Santa Rosa Island in Florida, exclusive of the  
13 Fort Walton, Navarre, and Pensacola beaches;
- 14 (6) the Naval Live Oaks Reservation in Florida;
- 15 (7) Fort Pickens and the Fort Pickens State Park  
16 in Florida; and
- 17 (8) a tract of land in the Pensacola Naval Air Sta-  
18 tion in Florida that includes the Coast Guard Station  
19 and Lighthouse, Fort San Carlos, Fort Barrancas, and  
20 Fort Redoubt, and Fort McRee on Perdido Key, and  
21 sufficient surrounding land for proper administration and  
22 protection of the historic resources.

23 SEC. 2. (a) Within the boundaries of the seashore, the  
24 Secretary may acquire lands, waters, and interests therein by  
25 donation, purchase with donated or appropriated funds, or

1 exchange, except that property owned by a State or any  
2 political subdivision thereof may be acquired only with the  
3 consent of the owner. The Secretary may acquire by any  
4 of the above methods not more than one hundred acres of  
5 land or interests therein outside of the seashore boundaries  
6 on the mainland in the vicinity of Biloxi-Gulfport, Mississippi,  
7 for an administrative site and related facilities for access to  
8 the seashore; and not more than ten acres of land on or near  
9 Seville Square in Pensacola, for administrative or historical  
10 purposes. With the concurrence of the agency having custody  
11 thereof, any Federal property within the seashore and main-  
12 land site may be transferred without consideration to the  
13 administrative jurisdiction of the Secretary for the purposes  
14 of the seashore.

15 (b) When acquiring lands, waters, and interests therein  
16 within the boundaries of the seashore, the Secretary shall  
17 permit a reservation by the grantor of all or any part of the  
18 oil, gas, and other minerals in such lands or waters and  
19 of other minerals therein which can be removed without  
20 undue interference with the administration, development, or  
21 public use of the seashore, with the right of occupation and  
22 use of so much of the surface of the lands or waters as may  
23 be required for all purposes reasonably incident to the mining  
24 or removed of oil, gas, and other minerals which can be re-  
25 moved by similar means from beneath the surface of such

1 lands and waters and the lands and waters adjacent thereto,  
2 under such regulations as the Secretary deems appropriate.

3 (c) With respect to improved residential property  
4 acquired for the purposes of this Act, which is beneficially  
5 owned by a natural person and which the Secretary of the  
6 Interior determines can be continued in that use for a limited  
7 period of time without undue interference with the adminis-  
8 tration, development, or public use of the seashore, the owner  
9 thereof may on the date of its acquisition by the Secretary  
10 retain a right of use and occupancy of the property for non-  
11 commercial residential purposes for a term, as the owner may  
12 elect, ending either (1) at the death of the owner or his  
13 spouse, whichever occurs later, or (2) not more than  
14 twenty-five years from the date of acquisition. Any right so  
15 retained may during its existence be transferred or assigned.  
16 The Secretary shall pay to the owner the fair market value of  
17 the property on the date of such acquisition, less their fair  
18 market value on such date of the right retained by the owner.

19 (d) As used in this Act, "improved residential prop-  
20 erty" means a single-family year-round dwelling, the con-  
21 struction of which began before January 1, 1967, and which  
22 serves as the owner's permanent place of abode at the time of  
23 its acquisition by the United States, together with not more  
24 than three acres of land on which the dwelling and appurte-  
25 nant buildings are located that the Secretary finds is reason-

1 ably necessary for the owner's continued use and occupancy  
2 of the dwelling: *Provided*, That the Secretary may exclude  
3 from improved residential property any marsh, beach, or  
4 waters and adjoining land that the Secretary deems is neces-  
5 sary for public access to such marsh, beach, or waters.

6 (e) The Secretary may terminate a right of use and  
7 occupancy retained pursuant to this section upon his deter-  
8 mination that such use and occupancy is being exercised in a  
9 manner not consistent with the purposes of this Act, and  
10 upon tender to the holder of the right an amount equal to the  
11 fair market value of that portion of the right which remains  
12 unexpired on the date of termination.

13 SEC. 3. The Secretary shall permit hunting and fishing  
14 on lands and waters within the seashore in accordance with  
15 applicable Federal and States laws: *Provided*, That he may  
16 designate zones where, and establish periods when, no  
17 hunting or fishing will be permitted for reasons of public  
18 safety, administration, fish or wildlife management, or public  
19 use and enjoyment. Except in emergencies, any regula-  
20 tions issued by the Secretary pursuant to this section shall  
21 be put into effect only after consultation with the appropriate  
22 State agencies responsible for hunting and fishing activities.

23 SEC. 4. With the exception of areas within Horn and  
24 Petit Bois Islands, the Secretary may, in accordance with

1 such regulations as he deems appropriate, permit the removal  
2 of leasable minerals from lands or interest in lands under his  
3 jurisdiction within the seashore in accordance with the Min-  
4 eral Leasing Act of February 25, 1920 (41 Stat. 437), as  
5 amended (30 U.S.C. 181 et seq.), or the Acquired Lands  
6 Mineral Leasing Act of August 7, 1947 (30 U.S.C. 351  
7 et seq.), if he finds that such removal would not have sig-  
8 nificant adverse effects on the administration, development,  
9 or public use of the seashore.

10 SEC. 5. Except as otherwise provided in this Act, the  
11 Secretary shall administer the seashore in accordance with  
12 the Act of August 25, 1916 (30 Stat. 535), as amended  
13 and supplemented (16 U.S.C. 1 et seq.). In the adminis-  
14 tration of the seashore the Secretary may utilize such statu-  
15 tory authorities available to him for the conservation and  
16 management of wildlife and natural resources as he deems  
17 appropriate to carry out the purposes of this Act. With  
18 respect to Fort Redoubt, Fort San Carlos, Fort Barrancas  
19 at Pensacola Naval Air Station, Fort Pickens on Santa Rosa  
20 Island, and Fort McRee on Perdido Key, Florida, and Fort  
21 Massachusetts on Ship Island, Mississippi, together with  
22 such adjacent lands as the Secretary may designate, the Sec-  
23 retary shall administer such lands so as to recognize, pre-  
24 serve, and interpret their national historical significance in  
25 accordance with the Act of August 21, 1935 (49 Stat. 666;

1 16 U.S.C. 461-467), and he may designate them as national  
2 historic sites. The Act of July 2, 1948 (62 Stat. 1220),  
3 which provided for the establishment of the Pensacola  
4 National Monument, is hereby repealed.

5 SEC. 6. The Secretary of the Interior and the Secretary  
6 of the Army may cooperate in the study and formulation of  
7 plans for beach erosion control and hurricane protection of  
8 the seashore. Any such protective works or spoil deposit ac-  
9 tivities undertaken by the Chief of Engineers, Department of  
10 the Army, shall be carried out within the seashore in ac-  
11 cordance with a plan that is acceptable to the Secretary of  
12 the Interior and that is consistent with the purposes of this  
13 Act.

14 SEC. 7. There are hereby transferred from the National  
15 Wildlife Refuge System to the seashore the Horn Island  
16 and Petit Bois National Wildlife Refuges to be administered  
17 in accordance with the provisions of this Act.

18 SEC. 8. No provision of this Act, or of any other Act  
19 made applicable thereby, shall be construed to affect, super-  
20 sede, or modify any authority of the Department of the Army  
21 or the Chief of Engineers, with respect to navigation or  
22 related matters except as specifically provided in section 6  
23 of this Act.

24 SEC. 9. There is hereby established a Gulf Islands Na-  
25 tional Seashore Advisory Commission. The Commission shall

1 terminate ten years after the date the lakeshore is established  
2 pursuant to this Act. The Commission shall be composed of  
3 three members from each county in which the seashore is  
4 located, each appointed for a term of two years by the Secre-  
5 tary as follows:

6 (1) one member to be appointed from recommenda-  
7 tions made by the county commissioners in the respective  
8 counties;

9 (2) one member to be appointed from recommenda-  
10 tions made by the Governor of the State from each  
11 county; and

12 (3) one member to be designated by the Secretary  
13 from each county.

14 *Provided*, That two members shall be appointed to the  
15 Advisory Commission in each instance in counties whose  
16 population exceeds one hundred thousand.

17 The Secretary shall designate one member to be Chair-  
18 man. Any vacancy in the Commission shall be filled in the  
19 same manner in which the original appointment was made.

20 Members of the Commission shall serve without com-  
21 pensation as such. The Secretary is authorized to pay the  
22 expenses reasonably incurred by the Commission in carrying  
23 out its responsibilities under this Act on vouchers signed by  
24 the Chairman.

25 The Secretary or his designee shall, from time to time,

1 consult with the Commission with respect to the matters  
2 relating to the development of the Gulf Islands National  
3 Seashore.

4       SEC. 10. There are authorized to be appropriated such  
5 sums as may be necessary to carry out the purposes of this  
6 Act.

U.S. DEPARTMENT OF THE INTERIOR,  
Washington, D.C., November 5, 1970.

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

DEAR MR. CHAIRMAN: Your Committee has requested the views of this Department on S. 4149, a bill "To provide for the establishment of the Gulf Islands National Seashore, in the States of Alabama, Florida, Louisiana, and Mississippi, for the recognition of certain historic values at Fort San Carlos, Fort Redoubt, Fort Barrancas, and Fort Pickens in Florida and Fort Massachusetts in Mississippi, and for other purposes."

We recommend enactment of the bill with the amendments hereinafter set forth.

The bill would authorize the Secretary of the Interior to establish and administer the Gulf Islands National Seashore, comprising islands, beaches, and submerged lands in a 4-state area along the Gulf Coast.

The Advisory Board on National Parks, Historic Sites, Buildings, and Monuments endorsed the concept of preserving these barrier islands along the Gulf, and recommended that further studies be made. In October of 1966 the National Park Service, the Bureau of Sport Fisheries and Wildlife, and the Bureau of Outdoor Recreation of this Department embarked upon the further study which has now been completed and supports the establishment of the seashore. The seashore proposal, with the amendments suggested below, meets the criteria for national recreation areas established by the Recreation Advisory Council in its policy circular No. 1 of March 26, 1963.

Establishment of the seashore will preserve the physical resources and wildlife of the Gulf barrier islands and will provide an exceptional variety of outdoor recreation. The outstanding resources of the islands are wide, gently sloping beaches of fine, white, "sugar" sand, unique flora and fauna, and extremely clear, blue waters. The islands, in particular, other than the Chandeleur, and adjacent waters, offer almost unlimited opportunities for camping, picnicking, fishing, swimming, skin-diving, water-skiing, boating, hiking, and bird watching.

The seashore would be of prime recreational importance to the 7-state region of Florida, Louisiana, Arkansas, Tennessee, Mississippi, Alabama, and Georgia, containing 23 million people. More than 10 million people live within 250 miles of the area, but it is expected to attract many visitors from heavily populated States in the East and Midwest. Visitation is expected to exceed 3.5 million during the fifth year after establishment, with 10 million annual visits considered an eventuality.

Within the boundary of the proposed seashore the Secretary would be authorized to acquire lands, waters, and interests therein by purchase, donation, and exchange. He may also acquire not more than 100 acres on the mainland outside the seashore boundaries in the vicinity of Biloxi-Gulfport, Mississippi, for an administrative site, and not more than 10 acres on or near Seville Square in Pensacola for administrative or historical purposes.

Under the bill, owners of improved residential property (defined in the bill as a single-family year-round dwelling, the construction of which was begun before January 1, 1967, and which serves as the owner's permanent place of abode at the time of its acquisition by the United States), who are natural persons would be permitted to retain a right of use and occupancy for the life of the owner or his spouse, whichever is later, or a fixed term of up to 25 years, if that property interest would not unduly interfere with the administration of the seashore.

Section 2(a) of the bill would authorize other Federal agencies having administrative jurisdiction of any area within the boundaries of the proposed seashore to transfer such jurisdiction to this Department. Such transfer could only be made with the consent of such agency.

This provision is quite important because about 4,660 acres in Okaloosa and Escambia Counties, Florida, are now under the administrative jurisdiction of the Department of Defense. These include Federal areas on Santa Rosa Island and the Pensacola Forts. The bill would include these areas within the boundaries.

We are advised by the Department of Defense that they could not at this time transfer jurisdiction to about 4,234 acres, in four parcels, on Santa Rosa Island because this land is being used in connection with various activities of the Eglin Air Force Base. Also, they would not transfer about 66 acres now utilized as a rifle range by the Pensacola Naval Air Station, plus certain territorial waters which are landward and seaward of Eglin and the rifle range. We agree that, for defense purposes and the safety of people using the seashore, these areas should

not be transferred until there is no longer a defense need or safety problem. We believe, however, that these areas should continue to be in the seashore boundaries so they could be transferred when and if the present need is satisfied. They are an important part of the seashore. Specific exclusion in the legislation would require a new congressional action to include them in the seashore when they are excess to defense needs. We believe the problem can be resolved administratively. Incidentally, the Defense Department has given us a description of the area that cannot be transferred. It should be noted that the boundary of the seashore does not include the intracoastal waterway, carrier turning basin, nor the ship channels for port entrance. The north boundary of the seashore in the area of the Florida Islands coincides with the south boundary of the intracoastal waterway.

In connection with Santa Rosa Island, Florida, there are also about 6,500 acres of state and county owned land within the seashore boundaries. Under the bill, we could acquire them only with the consent of the owner. Since they are already in public ownership, we would acquire them by donation. Some of these lands were at one time a part of the Santa Rosa Island National Monument. The monument was abolished in 1946 (see 60 Stat. 712) and the Secretary of the Interior was directed to donate and convey the lands to Escambia County:

"\* \* \* to be used by it for such purposes as it shall deem to be in the public interest or to be leased by it from time to time in whole or in part or parts to such persons and for such purposes as it shall deem to be in the public interest."

The statute also prohibits the county from disposing of the land, except to the "Federal Government or to the State of Florida". Some of these lands are now under long-term lease to private individuals. We have no intention of reacquiring these lands from the county. We have not estimated the value of these lease interests since we have no intention of acquiring them or the underlying fee. We want to emphasize that the unleased and undeveloped county lands are a very essential part of the new seashore, and we do intend to acquire all such lands by donation.

Section 3 of the bill requires the Secretary to permit hunting and fishing within the seashore in accordance with applicable Federal and State laws except that he may designate zones where and times when no hunting or fishing will be permitted for reasons of public safety, use and enjoyment, administration, or fish and wildlife management. With the exception of areas within Horn and Petit Bois Islands, it authorizes the Secretary to permit the removal of leasable minerals from the Federal lands under his jurisdiction within the seashore under the Mineral Leasing Act or the Acquired Lands Mineral Leasing Act, if he finds that such removal would not have significant adverse effects on the administration, development, or public use of the seashore.

Section 5 of the bill authorizes the Secretary to administer the seashore in accordance with the Act of August 25, 1916 (39 Stat. 535), as amended and supplemented, which established the National Park Service, and such other statutory authorities as are available to him for the conservation and management of wildlife and natural resources. It specifically directs the Secretary to administer Fort Redoubt, Fort San Carlos, and Fort Barrancas at Pensacola Naval Air Station, Florida, Fort Pickens on Santa Rosa Island, and Fort McRee on Perdido Key, Florida, and Fort Massachusetts on Ship Island, Mississippi, so as to recognize, preserve, and interpret their national historical significance. The bill repeals the Act of July 2, 1948 (62 Stat. 1220), which authorized establishment of the Pensacola National Monument.

Authorization is granted under section 6 to the Secretaries of the Army and Interior to cooperate in the study and formulation of plans for beach erosion control and hurricane protection of the seashore. Any such protective works undertaken by the Chief of Engineers shall be carried out in accordance with a plan that is acceptable to the Secretary of the Interior and consistent with the purposes of the Act. It is also provided in section 7 that Horn Island, and Petit Bois National Wildlife Refugees are transferred from the National Wildlife Refugee System to be administered in accordance with the purposes of this Act.

Section 9 establishes a Gulf Island National Seashore Advisory Commission for a 10-year period. Members of the commission will serve without compensation.

A determination has been made that the Chandeleur Islands, which comprise the Breton National Wildlife Refuge, should be eliminated from the proposed national seashore. The Chandeleur Islands situated at the southwest corner of the area, are of extremely low elevation. Their low profile, storm susceptibility, isolation, and shallow surrounding waters will prevent extensive public recrea-

tional use. The value of these islands lies primarily in wildlife preservation which can be accomplished by continuation of their status as part of the National Wildlife Refuge System.

In addition, our studies have indicated that only the eastern part of Perdido Key, approximately 6.5 miles, is suitable for inclusion in the seashore. The western portion has been subjected to intensive subdivision which makes acquisition impractical. The exclusion of the western portion of Perdido Key makes access to Ono Island very difficult. We recommend the exclusion of Ono Island from the proposed seashore. It should be pointed out that in the eastern part of Perdido Key to be retained in the seashore there are 317 acres of federally owned land. Also, there is a recreational park owned and developed by the county. On the eastern tip of the island is Fort McRee, an old abandoned fort with only portions of a foundation and brick walls remaining. While the original fort played an interesting role in the Civil War, none of the fort remains. We recommend deletion of the reference to Fort McRee.

After further study we believe that an increase in the permissible size of the administrative area in the vicinity of Biloxi-Gulfport from 100 to 135 acres is necessary in order to properly provide administrative and other facilities, and visitor access to the seashore. Furthermore, the authority to acquire 10 acres on or near Seville Square in Pensacola is unnecessary as more suitable administrative space is available in one of the Federal office buildings in Pensacola.

In order to carry out the recommendations above, we recommend the following amendments:

1. Delete "Alabama" and "Louisiana" from the title of the bill.
2. On page 2, lines 5 and 6, delete "NS-GI-7100F, and dated May 1969" and substitute therefor "NS-GI-7100G, and dated July 1969".
3. On page 2, delete line 7 and line 10, and renumber the list set forth on lines 8 through 17, accordingly.
4. On page 2, line 11, insert "the eastern portion of before "Perdido Key" and delete "Alabama and".
5. On page 2, line 20, delete "and Fort McRee on Perdido Key".

The foregoing amendments would effectuate our recommendations as to the Chandeleur Islands, Ono Island, Perdido Key, and Fort McRee. In order to increase the permissible size of the site at Gulfport-Biloxi and to delete the authority to acquire 10 acres at Seville Square, we further recommend the following amendments:

6. On lines 12 and 13 of page 2 of the bill, delete ", exclusive of the Fort Walton, Nevarre, and Pensacola beaches".

This amendment will delete the exclusion of these areas from the seashore. This Department intends to acquire, if the bill is enacted, all undeveloped and unleased lands on Santa Rosa Island.

7. On page 3, line 4, change "one hundred acres" to read "one hundred thirty-five acres".

8. On page 3, line 8, change the semicolon after "seashore" to a period, and delete the remainder of the sentence.

With the proposed additions and deletions, total acreage within the seashore is approximately 20,430 acres, exclusive of submerged lands. Of the total, approximately 10,232 acres are in Federal ownership, 1,655 are State owned, 2,061 acres are county owned, and 6,481 acres are in private ownership. Included in the above figure of 10,232 acres which are in Federal ownership, is the Naval Live Oaks Reservation which contains 1,337 acres. Title to these lands is in dispute, but the entire amount is included on the basis that the claim of the United States will prevail. No acquisition costs are attributable to the reservation.

9. On page 8, line 1, delete the word "lakeshore" and insert in lieu thereof the word "seashore". This is a perfecting amendment.

Section 2(b) of the bill would require the Secretary to permit owners of lands acquired for the seashore, but not the administrative site, to reserve oil and gas in such lands and other minerals which may be removed by means similar to those followed for oil and gas with the right to occupation and use of so much of the surface as may be reasonably required for mining or removal of such minerals.

Section 4 of the bill permits the removal of leasable minerals within the proposed seashore. However, in view of the geographic features of this area, we feel that oil, gas, and mineral development would be inconsistent with the purpose for which the proposed recreation area would be established. We intend to acquire fee simple interest in all private lands within the proposed area. We recommend, therefore, the following amendments:

10. On page 3, line 15 through page 4, line 2, delete subsection 2(b) in its entirety and reletter all subsequent subsections accordingly.

11. On page 5, line 23 through page 6, line 9, delete section 4 in its entirety and renumber all subsequent sections.

It has been the practice of the Committees on Interior and Insular Affairs in considering new park legislation to place appropriation limitations on development costs. Although our estimates anticipate a certain time lag between the authorization and an appropriation to accomplish the work, budgetary restraints on Federal construction funds may cause a greater than usual wait until development funds are made available. Should this occur, the normal annual increases in construction costs, brought about by incremental rises in the cost of labor and materials, make the statutory ceiling on development costs too low at the time construction begins.

Development costs, unlike land costs, are stable, and reliable engineering cost indices exist which reflect the predictable rising and lowering of construction labor and materials.

In order to preclude seeking amendatory legislation to increase a development cost ceiling due to general construction cost increases, we recommend that, if a statutory ceiling on development costs is adopted, it be tied to the engineering cost indices applicable to the construction work involved. We offer the following amendment:

12. On page 9, lines 4 through 6, revise section 10 (renumbered section 9 by our amendment 11) to read:

"Sec. 9. There are authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act, not to exceed \$17,894,000 (1970 prices) for development, plus or minus such amounts, if any, as may be justified by reason of ordinary fluctuations in construction costs as indicated by engineering cost indices applicable to the types of construction involved herein."

Based on current assumptions and estimates, and insofar as it applies only to lands other than those included in the Naval Live Oaks Reservation and those owned by Escambia County, Florida, the cost of land acquisition is \$5,000,000.

Total development costs are estimated at \$17,894,000 of which \$15,110,000 will be expended or obligated in the first 5 years following establishment. Operating costs will be \$1,039,900 in the first year after establishment and are expected to reach \$1,922,200 by the fifth year.

A current man-year cost data statement is enclosed.

The Office of Management and 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.*

Enclosure.

U.S. DEPARTMENT OF THE INTERIOR, NATIONAL PARK SERVICE  
GULF ISLAND NATIONAL SEASHORE (PROPOSED)

[Estimated man-years of civilian employment and expenditures for the first 5 years of proposed new or expanded programs]

	19CY	19CY+1	19CY+2	19CY+3	19CY+4
<b>ESTIMATED MAN-YEARS OF CIVILIAN EMPLOYMENT</b>					
<b>Executive direction:</b>					
Superintendent, GS-14.....	1.0	1.0	1.0	1.0	1.0
Administrative officer, GS-12.....	1.0	1.0	1.0	1.0	1.0
Administrative assistant, GS-5.....	1.0	1.0	1.0	1.0	1.0
Secretary, GS-6.....	1.0	1.0	1.0	1.0	1.0
Clerk-stenographers, GS-3, 4, and 5.....	3.0	4.0	4.0	4.0	4.0
General accounting clerk, GS-5.....		1.0	1.0	1.0	1.0
Mail and files clerk, GS-4.....		1.0	1.0	1.0	1.0
Clerk-typist, GS-4.....		1.0	2.0	2.0	2.0
General supply specialist, GS-11.....		1.0	1.0	1.0	1.0
Subtotal, executive.....	7.0	12.0	13.0	13.0	13.0
District manager, GS-12 and 13.....	2.0	2.0	2.0	2.0	2.0
Chief ranger, GS-12.....	1.0	1.0	1.0	1.0	1.0
Assistant chief ranger, GS-11.....				1.0	1.0
Rangers, GS-7, 9, and 11.....	7.0	8.0	10.0	12.0	14.0
Supervisory naturalist, GS-12.....	1.0	1.0	1.0	1.0	1.0
Park naturalists, GS-7, 9, and 11.....	1.0	2.0	3.0	3.0	3.0
Clerk-stenographers, GS-3 and 4.....	1.0	1.0	2.0	2.0	2.0
Chief of maintenance, GS-12.....	1.0	1.0	1.0	1.0	1.0
Airplane pilot, GS-11.....				1.0	1.0
Historian, GS-7 and 9.....	1.0	1.0	2.0	2.0	2.0
Park guides, GS-5.....	2.0	4.0	5.0	8.0	8.0
Tellers, GS-3.....			3.0	6.0	9.0
Foreman I, II, and IV.....	2.0	3.0	5.0	5.0	6.0
Equipment operators.....	1.0	1.0	3.0	3.0	4.0
Maintenance man.....	2.0	2.0	3.0	4.0	4.0
Restoration craftsman.....			2.0	2.0	2.0
Maintenance workers.....	3.0	4.0	6.0	7.0	8.0
Boat operators.....	1.0	1.0	2.0	2.0	2.0
Deckhands.....	1.0	1.0	2.0	2.0	2.0
Mechanics.....		2.0	2.0	2.0	2.0
Janitor.....					1.0
Historian, IGS-4 (seasonal).....		2.0	2.0	2.0	2.0
Naturalists, IGS-4 (seasonal).....		1.0	4.0	6.0	6.0
Park rangers, IGS-5 (seasonal).....	4.5	6.0	10.0	11.5	13.5
Clerk-typist, IGS-3 (seasonal).....					.6
Lifeguards, IGS-3, 4, and 5 (seasonal).....	14.0	15.0	16.0	19.0	22.0
Park guides, IGS-4 (seasonal).....	1.0	1.3	1.5	1.8	2.0
Caretakers (seasonal).....			1.0	2.0	3.0
Laborers (seasonal).....	10.0	10.0	12.0	18.0	22.0
Boat operator (seasonal).....	.5	.5	.5	.5	.5
Deckhands (seasonal).....	.5	.5	.5	.5	.5
Subtotal, substantive.....	57.5	71.3	102.5	128.3	148.1
Total, estimated man-years of civilian employment.....	64.5	83.3	115.5	141.3	161.1
<b>Estimated expenditures:</b>					
Personnel services.....	\$596,028	\$765,369	\$1,038,200	\$1,249,880	\$1,400,144
All other.....	2,648,872	5,151,531	3,612,800	3,838,720	4,263,056
Total.....	3,244,900	5,916,900	4,651,000	5,088,600	5,663,200
<b>Estimated obligations:</b>					
Land and property acquisition.....	2,000,000	3,000,000			
Development.....	205,000	2,183,000	3,394,000	3,200,000	3,821,000
Operations (management, protection, and maintenance).....	1,039,900	1,098,900	1,510,000	1,835,600	1,992,200
Total.....	3,244,900	6,281,900	4,904,000	5,035,600	5,813,200

Union Calendar No. 664

91<sup>ST</sup> CONGRESS  
2<sup>D</sup> SESSION**H. R. 10874**

[Report No. 91-1397]

## IN THE HOUSE OF REPRESENTATIVES

MAY 5, 1969

Mr. COLMER (for himself, Mr. SIKES, Mr. HÉBERT, and Mr. DICKINSON) introduced the following bill; which was referred to the Committee on Interior and Insular Affairs

AUGUST 10, 1970

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

[Omit the part struck through and insert the part printed in italic]

**A BILL**

To provide for the establishment of the Gulf Islands National Seashore, in the States of Alabama, Florida, Louisiana, and Mississippi, for the recognition of certain historic values at Fort San Carlos, Fort Redoubt, Fort Barrancas, and Fort Pickens in Florida and Fort Massachusetts in Mississippi, and for other purposes.

- 1 *Be it enacted by the Senate and House of Representa-*
- 2 *tives of the United States of America in Congress assembled,*
- 3 That, in order to preserve for public use and enjoyment cer-
- 4 tain areas possessing outstanding natural, historic, and rec-
- 5 reational values, the Secretary of the Interior (hereinafter
- 6 referred to as the "Secretary") may establish and administer
- 7 the Gulf Islands National Seashore (hereinafter referred to

## 2

1 as the "seashore"). The seashore shall comprise the follow-  
2 ing gulf coast islands and mainland areas, together with  
3 adjacent water areas as generally depicted on the drawing  
4 entitled "Proposed Boundary Plan, Proposed Gulf Islands  
5 National Seashore," numbered ~~NS-GI-7100F~~, and dated  
6 ~~May 1969: NS-GI-7100H~~, and dated July 1970:

- 7       ~~(1) the Chandeleur Islands in Louisiana;~~  
8       ~~(2) Cat, (1) Ship, Petit Bois, and Horn Islands in~~  
9       Mississippi;  
10       ~~(3) One Island in Alabama;~~  
11       ~~(4) Perdido Key in Alabama and Florida;~~  
12       (2) the eastern portion of Perdido Key in Florida;  
13       ~~(5) Santa Rosa Island in Florida, exclusive of the~~  
14       Fort Walton, Navarre, and Pensacola beaches;  
15       (3) Santa Rosa Island in Florida;  
16       ~~(6) (4) the Naval Live Oaks Reservation in~~  
17       Florida;  
18       ~~(7) (5) Fort Pickens and the Fort Pickens State~~  
19       Park in Florida; and  
20       ~~(8) (6) a tract of land in the Pensacola Naval Air~~  
21       Station in Florida that includes the Coast Guard Station  
22       and Lighthouse, Fort San Carlos, Fort Barrancas, and  
23       Fort Redoubt, and Fort McRee on Perdido Key, *Re-*  
24       *doubt* and sufficient surrounding land for proper admin-  
25       istration and protection of the historic resources.

1        SEC. 2. (a) Within the boundaries of the seashore, the  
2 Secretary may acquire lands, waters, and interests therein by  
3 donation, purchase with donated or appropriated funds, or  
4 exchange, except that property owned by a State or any  
5 political subdivision thereof may be acquired only with the  
6 consent of the owner. The Secretary may acquire by any  
7 of the above methods not more than ~~one hundred~~ *one hun-*  
8 *dred thirty-five* acres of land or interests therein outside of  
9 the seashore boundaries on the mainland in the vicinity  
10 of Biloxi-Gulfport, Mississippi, for an administrative site and  
11 related facilities for access to the seashore; and not more  
12 than ten acres of land on or near Seville Square in Pensa-  
13 cola, for administrative or historical purposes. *seashore.*  
14 With the concurrence of the agency having custody thereof,  
15 any Federal property within the seashore and mainland  
16 site may be transferred without consideration to the admin-  
17 istrative jurisdiction of the Secretary for the purposes of  
18 the seashore.

19        (b) When acquiring lands, waters, and interests therein  
20 within the boundaries of the seashore, the Secretary shall  
21 permit a reservation by the grantor of all or any part of the  
22 oil, gas, and other minerals in such lands or waters and  
23 of other minerals therein which can be removed without  
24 undue interference with the administration, development, or  
25 public use of the seashore, with the right of occupation and

1 use of so much of the surface of the lands or waters as may  
2 be required for all purposes reasonably incident to the mining  
3 or removed of oil, gas, and other minerals which can be re-  
4 moved by similar means from beneath the surface of such  
5 lands and waters and the lands and waters adjacent thereto,  
6 under such regulations as the Secretary deems appropriate.

7 ~~(e)~~ (b) With respect to improved residential property  
8 acquired for the purposes of this Act, which is beneficially  
9 owned by a natural person and which the Secretary of the  
10 Interior determines can be continued in that use for a limited  
11 period of time without undue interference with the adminis-  
12 tration, development, or public use of the seashore, the owner  
13 thereof may on the date of its acquisition by the Secretary  
14 retain a right of use and occupancy of the property for non-  
15 commercial residential purposes for a term, as the owner may  
16 elect, ending either (1) at the death of the owner or his  
17 spouse, whichever occurs later, or (2) not more than  
18 twenty-five years from the date of acquisition. Any right so  
19 retained may during its existence be transferred or assigned.  
20 The Secretary shall pay to the owner the fair market value of  
21 the property on the date of such acquisition, less their fair  
22 market value on such date of the right retained by the owner.

23 ~~(d)~~ (c) As used in this Act, "improved residential prop-  
24 erty" means a single-family year-round dwelling, the con-  
25 struction of which began before January 1, 1967, and which

1 serves as the owner's permanent place of abode at the time of  
2 its acquisition by the United States, together with not more  
3 than three acres of land on which the dwelling and appurte-  
4 nant buildings are located that the Secretary finds is reason-  
5 ably necessary for the owner's continued use and occupancy  
6 of the dwelling: *Provided*, That the Secretary may exclude  
7 from improved residential property any marsh, beach, or  
8 waters and adjoining land that the Secretary deems is neces-  
9 sary for public access to such marsh, beach, or waters.

10 ~~(e)~~ (d) The Secretary may terminate a right of use and  
11 occupancy retained pursuant to this section upon his deter-  
12 mination that such use and occupancy is being exercised in a  
13 manner not consistent with the purposes of this Act, and  
14 upon tender to the holder of the right an amount equal to the  
15 fair market value of that portion of the right which remains  
16 unexpired on the date of termination.

17 SEC. 3. The Secretary shall permit hunting and fishing  
18 on lands and waters within the seashore in accordance with  
19 applicable Federal and States laws: *Provided*, That he may  
20 designate zones where, and establish periods when, no  
21 hunting or fishing will be permitted for reasons of public  
22 safety, administration, fish or wildlife management, or public  
23 use and enjoyment. Except in emergencies, any regula-  
24 tions issued by the Secretary pursuant to this section shall

1 be put into effect only after consultation with the appropriate  
2 State agencies responsible for hunting and fishing activities.

3       SEC. 4. With the exception of areas within Horn and  
4 Petit Bois Islands, the Secretary may, in accordance with  
5 such regulations as he deems appropriate, permit the removal  
6 of leaseable minerals from lands or interests in lands under his  
7 jurisdiction within the seashore in accordance with the Min-  
8 eral Leasing Act of February 25, 1920 (41 Stat. 437), as  
9 amended (30 U.S.C. 181 et seq.), or the Acquired Lands  
10 Mineral Leasing Act of August 7, 1947 (30 U.S.C. 351  
11 et seq.), if he finds that such removal would not have sig-  
12 nificant adverse effects on the administration, development,  
13 or public use of the seashore.

14       SEC. 4. *Any acquisition of lands, waters, or interests*  
15 *therein shall not diminish any existing rights-of-way or ease-*  
16 *ments which are necessary for the transportation of oil and*  
17 *gas minerals through the seashore which oil and gas minerals*  
18 *are removed from outside the boundaries thereof; and, the*  
19 *Secretary, subject to appropriate regulations for the protec-*  
20 *tion of the natural and recreational values for which the*  
21 *seashore is established, shall permit such additional rights-*  
22 *of-way or easements as he deems necessary and proper.*

23       SEC. 5. Except as otherwise provided in this Act, the  
24 Secretary shall administer the seashore in accordance with  
25 the Act of August 25, 1916 (30 Stat. 535), as amended

1 and supplemented (16 U.S.C. 1 et seq.). In the adminis-  
2 tration of the seashore the Secretary may utilize such statu-  
3 tory authorities available to him for the conservation and  
4 management of wildlife and natural resources as he deems  
5 appropriate to carry out the purposes of this Act. With  
6 respect to Fort Redoubt, Fort San Carlos, Fort Barrancas  
7 at Pensacola Naval Air Station, Fort Pickens on Santa Rosa  
8 Island, and Fort McRee on Perdido Key, Florida, and Fort  
9 Massachusetts on Ship Island, Mississippi, together with  
10 such adjacent lands as the Secretary may designate, the Sec-  
11 retary shall administer such lands so as to recognize, pre-  
12 serve, and interpret their national historical significance in  
13 accordance with the Act of August 21, 1935 (49 Stat. 666;  
14 16 U.S.C. 461-467), and he may designate them as national  
15 historic sites. The Act of July 2, 1948 (62 Stat. 1220),  
16 which provided for the establishment of the Pensacola  
17 National Monument, is hereby repealed.

18       SEC. 6. The Secretary of the Interior and the Secretary  
19 of the Army may cooperate in the study and formulation of  
20 plans for beach erosion control and hurricane protection of  
21 the seashore. Any such protective works or spoil deposit ac-  
22 tivities undertaken by the Chief of Engineers, Department of  
23 the Army, shall be carried out within the seashore in ac-  
24 cordance with a plan that is acceptable to the Secretary of

1 the Interior and that is consistent with the purposes of this  
2 Act.

3 SEC. 7. There are hereby transferred from the National  
4 Wildlife Refuge System to the seashore the Horn Island  
5 and Petit Bois National Wildlife Refuges to be administered  
6 in accordance with the provisions of this Act.

7 SEC. 8. *Within four years from the date of the enact-*  
8 *ment of this Act, the Secretary of the Interior shall review*  
9 *the area within the Gulf Islands National Seashore and shall*  
10 *report to the President, in accordance with subsections 3(c)*  
11 *and 3(d) of the Wilderness Act (78 Stat. 890; 16 U.S.C.*  
12 *1132 (c) and (d)), and recommend as to the suitability*  
13 *or nonsuitability of any area within the seashore for preser-*  
14 *vation as wilderness, and any designation of any such area*  
15 *as a wilderness shall be accomplished in accordance with said*  
16 *subsections of the Wilderness Act.*

17 SEC. 8. 9. No provision of this Act, or of any other Act  
18 made applicable thereby, shall be construed to affect, super-  
19 sede, or modify any authority of the Department of the Army  
20 or the Chief of Engineers, with respect to navigation or  
21 related matters except as specifically provided in section 6  
22 of this Act.

23 SEC. 9. 10. There is hereby established a Gulf Islands  
24 National Seashore Advisory Commission. The Commission  
25 shall terminate ten years after the date the ~~lakeshore~~ seashore

1 is established pursuant to this Act. The Commission shall be  
2 composed of three members from each county in which  
3 the seashore is located, each appointed for a term of two years  
4 by the Secretary as follows:

5 (1) one member to be appointed from recommenda-  
6 tions made by the county commissioners in the respective  
7 counties;

8 (2) one member to be appointed from recom-  
9 mendations made by the Governor of the State from  
10 each county; and

11 (3) one member to be designated by the Secretary  
12 from each county.

13 *Provided*, That two members shall be appointed to the  
14 Advisory Commission in each instance in counties whose  
15 population exceeds one hundred thousand.

16 The Secretary shall designate one member to be Chair-  
17 man. Any vacancy in the Commission shall be filled in the  
18 same manner in which the original appointment was made.

19 Members of the Commission shall serve without com-  
20 pensation as such. The Secretary is authorized to pay the  
21 expenses reasonably incurred by the Commission in carrying  
22 out its responsibilities under this Act on vouchers signed by  
23 the Chairman.

24 The Secretary or his designee shall, from time to time,  
25 consult with the Commission with respect to the matters

1 relating to the development of the Gulf Islands National  
2 Seashore.

3 ~~SEC. 10. There are authorized to be appropriated such~~  
4 ~~sums as may be necessary to carry out the purposes of this~~  
5 ~~Act.~~

6 *SEC. 11. There are authorized to be appropriated not*  
7 *more than \$3,120,000 for the acquisition of lands and inter-*  
8 *ests in lands and not more than \$14,779,000 (1970 prices)*  
9 *for development, plus or minus such amounts, if any, as may*  
10 *be justified by reason of ordinary fluctuations in construction*  
11 *costs as indicated by engineering cost indices applicable to the*  
12 *types of construction involved herein.*

Amend the title so as to read: "An Act to provide for the establishment of the Gulf Islands National Seashore, in the States of Florida and Mississippi, for the recognition of certain historic values at Fort San Carlos, Fort Redoubt, Fort Barrancas, and Fort Pickens in Florida, and Fort Massachusetts in Mississippi, and for other purposes."

U.S. DEPARTMENT OF THE INTERIOR,  
OFFICE OF THE SECRETARY,  
Washington, D.C., June 17, 1970.

HON. WAYNE N. ASPINALL,  
Chairman, Committee on Interior and Insular Affairs, House of Representatives,  
Washington, D.C.

DEAR MR. CHAIRMAN: Your committee has requested the views of this Department on H.R. 10874, a bill to provide for the establishment of the Gulf Islands National Seashore, in the States of Alabama, Florida, Louisiana, and Mississippi, for the recognition of certain historic values at Fort San Carlos, Fort Redoubt, Fort Barrancas, and Fort Pickens in Florida and Fort Massachusetts in Mississippi, and for other purposes.

We recommend enactment of the bill with the amendments hereinafter set forth.

The bill would authorize the Secretary of the Interior to establish and administer the Gulf Islands National Seashore, comprising islands, beaches, and submerged lands in a four-State area along the gulf coast.

The Advisory Board on National Parks, Historic Sites, Buildings, and Monuments endorsed the concept of preserving these barrier islands along the gulf, and recommended that further studies be made. In October of 1966 the National Park Service, the Bureau of Sport Fisheries and Wildlife, and the Bureau of Outdoor Recreation of this Department embarked upon the further study which has now been completed and supports the establishment of the seashore. The seashore proposal, with the amendments suggested below, meets the criteria for national recreation areas established by the Recreation Advisory Council in its policy circular No. 1 of March 26, 1963.

Establishment of the seashore will preserve the physical resources and wildlife of the gulf barrier islands and will provide an exceptional variety of outdoor recreation. The outstanding resources of the islands are wide, gently sloping beaches of fine, white, "sugar" sand, unique flora and fauna, and extremely clear, blue waters. The islands, in particular, other than the Chandeleur, and adjacent waters, offer almost unlimited opportunities for camping, picnicking, fishing, swimming, skindiving, water skiing, boating, hiking, and bird watching.

The seashore would be of prime recreational importance to the seven-State region of Florida, Louisiana, Arkansas, Tennessee, Mississippi, Alabama, and Georgia, containing 23 million people. More than 10 million people live within 250 miles of the area, but it is expected to attract many visitors from heavily populated States in the East and Midwest. Visitation is expected to exceed 3.5 million during the fifth year after establishment, with 10 million annual visits considered an eventuality.

After further study we believe that an increase in the permissible size of the administrative area in the vicinity of Biloxi-Gulfport from 100 to 135 acres is necessary in order to properly provide administrative and other facilities, and visitor access to the seashore. Furthermore, the authority to acquire 10 acres on or near Seville Square in Pensacola is unnecessary as more suitable administrative space is available in one of the Federal office buildings in Pensacola.

In order to carry out the recommendations above, we recommend the following amendments:

1. Delete "Alabama" and "Louisiana" from the title of the bill.
2. On page 2, lines 5 and 6, delete "NS-GI-7100F, and dated May 1969" and substitute therefor "NS-GI-7100G, and dated July 1969".
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4. On page 2, line 11, insert "the eastern portion of" before "Perdido Key" and delete "Alabama and".
5. On page 2, line 20, delete "and Fort McRee and Perdido Key".

The foregoing amendments would effectuate our recommendations as to the Chandeleur Islands, Ono Island, Perdido Key, and Fort McRee. In order to increase the permissible size of the site at Gulfport-Biloxi and to delete the authority to acquire 10 acres at Seville Square, we further recommend the following amendments:

6. On lines 12 and 13 of page 2 of the bill, delete ", exclusive of the Fort Walton, Navarre, and Pensacola beaches".

This amendment will delete the exclusion of these areas from the seashore. This Department intends to acquire, if the bill is enacted, all undeveloped and unleased lands on Santa Rosa Island.

7. On page 3, line 4, change "one hundred acres" to read "one hundred thirty-five acres".

8. On page 3, line 8, change the semicolon after "seashore" to a period, and delete the remainder of the sentence.

With the proposed additions and deletions, total acreage within the seashore is approximately 20,430 acres, exclusive of submerged lands. Of the total, approximately 10,232 acres are in Federal ownership, 1,655 are State owned, 2,061 acres are county owned, and 6,481 acres are in private ownership. Included in the above figure of 10,232 acres which are in Federal ownership, is the Naval Live Oaks Reservation which contains 1,337 acres. Title to these lands is in dispute, but the entire amount is included on the basis that the claim of the United States will prevail. No acquisition costs are attributable to the reservation.

9. On page 8 line, 1, delete the word "lakeshore" and insert in lieu thereof the word "seashore." This is a perfecting amendment.

Section 2(b) of the bill would require the Secretary to permit owners of lands acquired for the seashore, but not the administrative site, to reserve oil and gas in such lands and other minerals which may be removed by means similar to those, followed for oil and gas with the right to occupation and use of so much of the surface as may be reasonably required for mining or removal of such minerals.

Section 4 of the bill permits the removal of leasable minerals within the proposed seashore. However, in view of the geographic features of this area, we feel that oil, gas, and mineral development would be inconsistent with the purpose for which the proposed recreation area would be established. We intend to acquire fee simple interest in all private lands within the proposed area. We recommend, therefore, the following amendments:

10. On page 3, line 15 through page 4, line 2, delete subsection 2(b) in its entirety and reletter all subsequent subsections accordingly.

11. On page 5, line 23 through page 6, line 9, delete section 4 in its entirety and renumber all subsequent sections.

It has been the practice of the Committees on Interior and Insular Affairs in considering new park legislation to place appropriation limitations on development costs. Although our estimates anticipate a certain time lag between the authorization and an appropriation to accomplish the work, budgetary restraints on Federal construction funds may cause a greater than usual wait until development funds are made available. Should this occur, the normal annual increases in construction costs, brought about by incremental rises in the cost of labor and materials, make the statutory ceiling on development costs too low at the time construction begins.

Development costs, unlike land costs, are stable, and reliable engineering cost indices exist which reflect the predictable rising and lowering of construction labor and materials.

In order to preclude seeking amendatory legislation to increase a development cost ceiling due to general construction cost increases, we recommend that, if a statutory ceiling on development costs is adopted, it be tied to the engineering cost indices applicable to the construction work involved. We offer the following amendment.

12. On page 9, lines 4 through 6, revise section 10 (renumbered section 9 by our amendment 11) to read:

SEC. 9. There are authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act, not to exceed \$17,894,000 (1970 prices) for development, plus or minus such amounts, if any, as may be justified by reason of ordinary fluctuations in construction costs as indicated by engineering cost indices applicable to the types of construction involved herein.

Based on current assumptions and estimates, and insofar as it applies only to lands other than those included in the Naval Live Oaks Reservation and those owned by Escambia County, Florida, the cost of land acquisition is \$4 million.

Total development costs are estimated at \$17,894,000 of which \$15,110,000 will be expended or obligated in the first 5 years following establishment. Operating costs will be \$1,039,000 in the first year after establishment and are expected to reach \$1,922,200 by the 5th year.

A current man-year cost data statement is enclosed.

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,

WALTER HICKEL,  
*Secretary of the Interior.*

Senator BIBLE. Our chief witness on this particular legislation is the Director of the Park Service, George B. Hartzog. We will be very happy to recognize you, Mr. Director. You may have any other witnesses accompany you that you care to have.

**STATEMENT OF GEORGE B. HARTZOG, JR., DIRECTOR, NATIONAL PARK SERVICE; ACCOMPANIED BY LESLIE L. GLASGOW, ASSISTANT SECRETARY FOR FISH AND WILDLIFE, PARKS AND MARINE RESOURCES; MICHAEL LAMBE, LEGISLATIVE STAFF; AND ROBERT C. HARADEN, NATCHEZ TRACE PARKWAY, STATE REPRESENTATIVE**

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

Mr. Chairman and members of the committee, with your permission I would like to ask Dr. Glasgow, our Assistant Secretary, as well as Mr. Lambe of our legislative staff and Mr. Robert C. Haraden who is the superintendent of the Natchez Trace Parkway and our State representative to accompany me.

Senator BIBLE. Yes, I think I know all of them, certainly the Assistant Secretary Glasgow who has great interest in the Gulf Islands National Seashore. He has great interest and expertise. He has an equal interest in the Big Thicket.

Let's have those reports out by December 4 on the Big Thicket.

Mr. HARTZOG. Thank you, Mr. Chairman.

Inasmuch as Dr. Glasgow has to leave for another appointment, with your permission I would like to defer my statement for a brief remark by him because of his long interest in this area and his residence in the vicinity of Gulf Islands, if I may.

Senator BIBLE. Very happy to hear from you again, Dr. Glasgow.

Mr. GLASGOW. Mr. Chairman, I just would like to make a rather informal statement on the Gulf Islands as we know it near my home. I have camped on many of the areas, fished along the shores of most of the areas involved, and I think it is a great recreational area; in fact, I think it is the greatest in the gulf area.

I just want to have on the public record my wholehearted endorsement of this area as a national seashore area. I would personally be glad to answer any questions you might want to ask of me. I am sure that Mr. Hartzog will present Interior's evidence in his usual fine fashion.

Senator BIBLE. Well, I understand your other commitments and I have no specific questions to ask of you, Dr. Glasgow. I have visited these islands. I have flown over them with members of the Park Service, over the entire lengths of them. I have visited Ship Island, have flown over and refloved and flown over again Cat Island. I have flown over Santa Rosa Island and have flown the entire trip. It is truly an unusual area.

I hope you have the same enthusiasm and the same definiteness on December 4 as you have here this morning, Dr. Glasgow, on this particular project. So if that happens, we will excuse you for your other commitments.

Mr. GLASGOW. Thank you. I would like to reiterate what I said in an earlier hearing in the House that the Mississippi Islands are extremely

important to this area and should somehow meet the need. It will reduce the size of the area to where it may be almost an unviable section of the seashore area, so I would hope that all of the Mississippi Islands are included.

Senator BIBLE. I can see you have been in Washington now and the Department of Interior just long enough to want something a little bigger and a little more which is true of every person who comes to Washington, they have always got to have the ultimate in everything and it would not be acceptable unless they had everything they wanted.

My good friend here from Utah, the first time he came up Glen Canyon, almost as big as the State of Utah, and we cut it down a little here and there and the Park Service of course had a larger concept. We have added a little over the years and we have finally worked out an overall answer to it. I want you to have the same thing for Big Thicket and the same definiteness for Gulf Island as this.

Mr. GLASGOW. Thank you. I have been on the gulf coast recently on three different occasions and I think the people there are overwhelmingly for this.

Senator BIBLE. I rather sense that. I was there also, and with some exceptions we will probably hear from them this morning. There was a pretty broad based support.

Mr. GLASGOW. Thank you.

Senator BIBLE. Thank you, Dr. Glasgow.

Now, Mr. Hartzog.

Mr. HARTZOG. Mr. Chairman and members of the committee, I am pleased to appear before you today in support of S. 4149, authorizing the Gulf Islands National Seashore.

This deals so completely with the issue at hand that I ask your indulgence to read it. Normally I try to summarize, but I think this would cover the many points that are in issue here.

There is also pending before your committee H.R. 10874, a similar bill, which passed the House of Representatives on September 10, 1970.

We recommend the enactment of S. 4149, with the amendments set forth in the Department's report of November 5. Should your committee adopt the House-passed version of the bill, however, we recommend two amendments to that bill.

The concept of the Gulf Islands National Seashore was endorsed by the Secretary's Advisory Board on National Parks, Historic Sites, Buildings, and Monuments, and studies made jointly by the National Park Service, the Bureau of Sport Fisheries and Wildlife and the Bureau of Outdoor Recreation support establishment of the seashore.

The national seashore would be of prime recreational importance to the seven-State region of Florida, Louisiana, Arkansas, Tennessee, Mississippi, Alabama and Georgia. More than 10 million people live within 250 miles of the area. Also, it is expected that the seashore will attract many visitors from heavily populated States in the East and Midwest.

I would like Mr. Haraden to call your attention to the scope of this area from Santa Rosa Island off of Pensacola, the Florida panhandle, to Cat Island opposite Biloxi, Miss.

The Department recommends that the Gulf Islands National Seashore encompass an area of approximately 20,430 acres, exclusive of water and submerged lands, in the States of Mississippi and Florida.

The seashore in the State of Mississippi would include Petit Bois (1,684 acres), Horn (4,539), Ship (1,381) and Cat (2,350) Islands and a headquarters site of not more than 135 acres at Davis Bayou, totaling approximately 10,087 acres of land area in that State.

Senator BIBLE. Where is Davis Bayou?

Mr. HARTZOG. That is adjacent to Biloxi.

Senator BIBLE. Is that where the Marigold State Park is?

Mr. HARTZOG. Magnolia.

Senator BIBLE. Magnolia State Park.

Mr. HARTZOG. Yes.

Senator BIBLE. I see.

Mr. HARTZOG. Now, Mr. Chairman, the legislation does not fit that as the site. As a matter of fact, the legislation before you authorizes not more than 135 acres on the mainland and we would prefer to leave that flexible because we have not worked out all of the details with the State of Mississippi as to where that headquarters site might be. Moreover, it has recently come to our attention that there may be some surplus Federal property in Biloxi that would serve equally well and it would not be necessary to take some of the State property.

Senator BIBLE. Well, has the State indicated that they are willing if they have to go to the Magnolia State Park that—the official spokesman for the State of Mississippi indicated that they would be willing to carve out of the State park sufficient acreage to have a land based headquarters site, that is as a National Park Service headquarters?

Mr. HARTZOG. We have that indication from the State park people with respect to the State park, but there is only a small part of this 135 acres in the State park. Another section in the State land is administered by the State extension service of the university system, and while they have been generally receptive they have not made a firm commitment so we don't have any firm agreement on all of the State land there.

In any event, we would prefer the committee to leave the language as it is; it gives us and gives the Secretary the discretion of selecting not more than 135 acres because instead of going over there and taking the State land we would prefer to do that.

Senator BIBLE. Isn't that a large area for a headquarters site, 135 acres?

Mr. HARTZOG. It also includes support facilities for maintenance and such caretaker personnel we have on duty in the area 24 hours a day.

Petit Bois and Horn Islands are important for waterfowl reproduction and they are currently included in the national wildlife refuge system. Petit Bois has a very low elevation and therefore visitor use will be that which is associated with a wilderness experience on its primitive beaches. It will be retained in its natural condition for the protection of waterfowl. Visitor use development on Horn Island will include boat docks and beach and camping facilities of a primitive nature which will create a minimum disturbance to the wildlife values.

Ship Island is susceptible to overwash by high waves, but it contains varied historical resources, as well as opportunities for recreational use, Fort Massachusetts being the focal point, and I believe you saw Fort Massachusetts when you were down there.

Senator BIBLE. I did. I visited Fort Massachusetts.

Mr. HARTZOG. Recognizing this, we would provide facilities and services which permit intensive recreational use of the western portion of the island.

Mr. Chairman, I should now like to address myself particularly to the status of Cat Island. In the House-passed version of the bill, Cat Island was deleted. The report of the House Committee on Interior and Insular Affairs indicated that it believed acquisition of Cat Island would be too costly and the relative benefits too few to warrant its inclusion. However, we cannot state too strongly our belief that Cat Island is essential to the proposal.

We would invite the committee's attention to the fact that if Cat Island were omitted from the seashore boundary, the public interest in preserving the resources in the Mississippi portion of the seashore will have already been accomplished—and that little further value would accrue by including the Mississippi portion within the Gulf Islands National Seashore proposal. The Bureau of Sport Fisheries and Wildlife presently administers the two-thirds of Petit Bois and Ship Islands which are in Federal ownership and has legislative authority to acquire the remaining privately owned lands.

The value of these islands appears to be primarily for wildlife and for primitive area or wilderness use. Therefore, any further Federal involvement in the Mississippi portion of this seashore proposal should be to increase the opportunity for public use. This, in turn, depends upon the development of public services and facilities on Cat Island.

Within this Mississippi island group, only Cat Island is adaptable, by elevation and resources, to the development of permanent visitor facilities. We propose that our primary visitor contact station would be located on Cat Island, and that intensive public use facilities for swimming, beachcombing, picnicking, camping, bicycling, horseback riding, fishing, hunting in season, birdwatching and nature study would be provided. Private capital, under concession contract from the National Park Service, would be encouraged to construct and operate a marina, overnight lodging accommodations, an airstrip, interisland water taxi and ferry service, and intrainland shuttle service between the various recreational facilities.

Of the four islands in the Mississippi portion of the proposed seashore, Cat Island is by far the most important. We are deeply concerned, should it be removed from the proposal, whether the Mississippi portion of the project could remain viable and, indeed, if the Federal interest in these islands, beyond the protection which Horn and Petit Bois now enjoy within the national wildlife system, could be sustained and supported. Thus, if your committee adopts the House-passed version of the bill, we strongly recommend that it be amended to include Cat Island.

Land on the mainland, not to exceed 135 acres, would be required as a headquarters site for the administration of the island in the Mississippi portion.

The Department of the Interior does not recommend the inclusion of the Chandeleur Islands within the seashore boundaries. They already comprise the Breton National Wildlife Refuge. Their elevation, storm susceptibility and shallow surrounding waters would prevent extensive public recreation use. Their primary value for wildlife preservation can be achieved by continuation in the national wildlife refuge system.

In light of extensive private development of the western portion of Perdido Key, in Alabama, the Department does not recommend its inclusion in the national seashore. We are recommending, however, inclusion of the eastern 6.5 miles of Perdido Key, which is in Florida. The deletion of the western portion of Perdido Key precludes the inclusion of Ono Island, since access to Ono would be from the deleted portion of the Perdido Key and that small island you saw.

In Florida, the land area of the national seashore would approximate 10,343 acres, including the Coast Guard Station, Fort San Carlos, Fort Barrancas and Fort Redoubt in the Pensacola Naval Air Station; 7,865 acres of land on Santa Rosa Island, 1,337 acres comprising the Naval Live Oaks Reservation; and 859 acres on Perdido Key.

The breakdown of present ownership in the Florida portion of the seashore is as follows:

	<i>Acres</i>
Federal.....	6, 253. 53
Naval Live Oaks.....	1, 337. 77
Department of Defense.....	4, 659. 50
Coast Guard.....	44. 00
Bureau of Land Management.....	195. 26
Bureau of Commercial Fisheries.....	17. 00
State.....	1, 504. 68
County.....	2, 061. 60
Private.....	523. 43

Mr. Chairman, with the exception of those lands in Fort Walton Beach, Navarre Beach and Pensacola Beach excluded from the boundaries of the seashore, we require all remaining undeveloped, unleased lands on Santa Rosa Island which would be developed for high intensity recreational use. Approximately 10.5 miles of undeveloped ocean beach, plus 7.5 miles within Fort Pickens State Park, could be made available to the public.

Of the 10.5 miles of undeveloped lands under the control of Escambia County, we have a commitment from the county to donate 7.5 miles. Within the remaining 3 miles, a yet undefined mile has been dedicated by the county to the University of West Florida for the purpose of its oceanic school. This mile may be exchanged—we have had some discussions about this—thereby making immediately available a total of 8.5 miles. We intend to negotiate further concerning the remaining 2 miles of unleased and undeveloped lands under control of Escambia County.

Earlier this year, action was taken by the Department regarding the Naval Live Oaks Reservation, to enforce the reverter provision contained in the deed from the United States to Florida. The entire matter is now being litigated among the private claimants, the State of Florida, and the United States. We wish to point out, however, that no acquisition costs for this reservation are included in our estimates since we are very optimistic about the outcome of this reverter.

I have mentioned the University of Florida's interest on the relocation of interest on Naval Live Oaks.

The Defense Department supports our recommendation that Santa Rosa Island be included within the boundaries of the seashore so that we may look forward to making the eastern portion of the island available for seashore purposes when the Defense Department's interest subsides.

The foregoing boundary recommendations have been incorporated into the House-passed version of the bill, except for the exclusion of Cat Island.

A Gulf Islands National Seashore would fall within the recreation category of the National Park System. The accepted administration for this type of area provides for hunting and fishing in accordance with State law. In other respects, the seashore would be administered pursuant to the National Park Service Organic Act of 1916 and other statutory authority for the conservation and management of wildlife and natural resources. Fort Redoubt, Fort San Carlos and Fort Barrancas at Pensacola Naval Air Station and Fort Massachusetts on Ship Island would be administered to preserve their historical significance in accordance with the Historic Sites Act.

The Department recommends that the provisions regarding retention of mineral rights and removal of minerals be deleted. It is believed that the resource is too fragile to withstand the impact of mining or mineral leasing activities. The House-passed bill, in accordance with our recommendation, deletes provisions which would have permitted the extraction of these minerals from lands within the seashore.

A provision was substituted, however (sec. 4), which permits the continued transportation of oil and gas minerals through the seashore to gulf coast refineries. This provision would prohibit the Secretary from acquiring existing easements and rights-of-way; used or to be used for this purpose. We believe the use of existing rights-of-way for oil and gas transportation could endanger the purposes for which the seashore was established. Accordingly, we recommend that if your committee adopts the House-passed bill, section 4 of H.R. 10874 be deleted.

The House also included a new section to provide that the seashore would be reviewed in accordance with the Wilderness Act to ascertain if any portion of it would be suitable for designation as part of the national wilderness system. We have no objection to this section.

Senator BIBLE. Back up a bit.

Before you get to that, I am interested in you developing the top of page 8 because I am sure that might hold some problems.

The Department recommends that the provisions regarding retention of mineral rights and removal of minerals be deleted. It is believed that the resource is too fragile to withstand the impact of mining or mineral leasing activities. The House-passed bill, in accordance with our recommendation, deletes provisions which would have permitted the extraction of these minerals from lands within the seashore.

Will you develop that?

Mr. HARTZOG. That is right. That is our view on these islands, and of course the threat for this mineral development is in the Mississippi portion of these islands. The House-passed bill accepted our recommendations that the recreational values and resources of these four islands could not be managed compatibly with commercial

production and mineral extraction and oil and gas leasing. They did, however, provide in the House-passed bill that the existing right-of-way for the transportation of oil and gas extracted elsewhere and outside of the area be protected on its way to gulf coast plants.

So there is an existing pipeline through here now and the House-passed bill would preserve that right-of-way and also would authorize the Secretary to issue additional rights-of-way for pipelines under regulations that might be prescribed by him to make it compatible with the preservation and use of the area.

We believe that the House-passed bill—and this is our second amendment of the House-passed bill—should be amended to permit us to acquire that existing right-of-way so that we could make it subject to regulation by the Secretary of the Interior. As it is now drawn and passed by the House, we cannot acquire that right-of-way and the Secretary has no control over any incompatible use that may take place within it. We think that in these two respects the House-passed bill should be recommended and we so recommend to you.

Senator BIBLE. Now simply for clarification of the record, if I wanted to secure an oil and gas lease in the gulf off of either Cat Island or Horn or Ship or Petit Bois, any one of those islands from the islands that go into the coast, where would I go today? Do I go to the director of the natural resources, oil and gas department of the State of Mississippi, to get an oil and gas lease?

Mr. HARTZOG. Yes, sir, those submerged lands are owned by the State of Mississippi and they have been talking in terms of letting some oil and gas leases there. Of course the House-passed bill says that there should not be any of those within the boundary. Of course as long as the State has not transferred us the land, we have no control over it. One of the things that we would expect is that we would simply not establish this area until the State does agree to give us those submerged lands. We would keep it in the land acquisition project status until the State makes those lands available within those boundaries, and thereafter any oil and gas that might be extracted on other submerged lands outside of those boundaries would give them a right-of-way problem.

Senator BIBLE. I understand that but that is not my question. My question is to find out, No. 1, and I think you have answered it, if I want to secure an oil and gas lease to drill for oil right off of Biloxi, between Biloxi and any one of the islands today, I would get an oil and gas permit from the State of Mississippi to do so.

Mr. HARTZOG. Yes, sir.

Senator BIBLE. Are there any oil and gas leases in existence today for the area off the coast, between the coast and the Gulf Islands?

Mr. HARTZOG. My information is that there are but also I am advised that they are nonexistent within the proposed boundaries of this area.

Senator BIBLE. I am confining my questioning. If I have not done so by my question, I will narrow the question down. That is what I want to embrace, is the area within the proposed Gulf Islands National Seashore. Your statement to me is that today there are no outstanding oil and gas leases.

Mr. HARTZOG. That is my best information, that there have been in the past but they now expired and that the State has had a public hearing on the advisability of issuing invitations for proposals to lease

about the first of January for areas that would be included within this boundary and we hope that we can dissuade them from doing that.

Senator BIBLE. Now will you come again with that last statement?

Mr. HARTZOG. They have already had public hearings, I am advised, in Biloxi on the desirability of issuing oil and gas leases within the submerged lands, within this boundary, and I understand that the public reaction was favorable to this. Our reaction is negative to it. We think that they should not be issued and this is the posture that we are going to take with respect to these State lands.

Senator BIBLE. Well, when are they going to have the public hearing on whether or not they do or do not grant oil and gas leases within the taking area?

Mr. HARTZOG. They have had them.

Senator BIBLE. When are they going to make the decision?

Mr. HARTZOG. I understand sometime between now and the first of January.

Senator BIBLE. Well, if they were to make a decision between now and the first of January and prior to the time that the Gulf Island National Seashore was a fact and signed into law by the President of the United States, if it moves that far, then there would be some outstanding oil and gas leases within the taking area.

Mr. HARTZOG. That is right, sir, there would be.

Senator BIBLE. And the position of the Park Service is in opposition to any oil and gas leases within the taking area.

Mr. HARTZOG. That is correct, sir.

Senator BIBLE. On the grounds that it would be incompatible with the national seashore concept.

Mr. HARTZOG. That is correct.

Senator BIBLE. How does this differ from the Padre Island?

Mr. HARTZOG. It differs in the fact that this is a much more fragile environment than Padre Island. All of these islands, and to some extent even Cat Island, are subject to water overflow and the area is much more constricted than Padre Island. It is just simply a much more fragile resource than Padre Island.

Senator BIBLE. Has there been any history of oil and gas production within the proposed Gulf Islands National Seashore?

Mr. HARTZOG. I am advised not; no, sir.

Senator BIBLE. Even though there were oil and gas leases outstanding, they have since lapsed and there has never been any production from any of the leases in the taking area?

Mr. HARTZOG. My information is that all of them that were issued and what exploration has been done indicated a negative result.

Senator BIBLE. I see. All right. And your position is that you have no objections to giving them a right-of-way across the taking area?

Mr. HARTZOG. None.

Senator BIBLE. But you want to keep the control of the right-of-way easement across the taking area in the Secretary of the Interior.

Mr. HARTZOG. That is correct, sir, and in this respect the House bill does not conform to our recommendation because it preserves the existing right-of-way and prevents us from acquiring any interest in it, and we think this is bad.

Senator BIBLE. Why do you think it is bad?

Mr. HARTZOG. Well, for the simple reason they can do anything there without regard to its impact on the adjacent environment or recreational opportunities and we cannot do anything about it.

Senator BIBLE. They cannot do anything beyond the terms of their right-of-way?

Mr. HARTZOG. Within their right-of-way.

Senator BIBLE. Within their right-of-way.

Mr. HARTZOG. That is right. We just think that rights-of-way through there should be subject to reasonable regulation by the Secretary to protect the environment of the recreational opportunities there. You should not have an outstanding interest with no control over it.

Senator BIBLE. Very well. You may proceed.

Mr. HARTZOG. The land acquisition, Mr. Chairman, we estimate at \$5 million. Development would cost an estimated total of \$17,894,000, with \$15,110,000 scheduled for the first 5 years after enactment. Annual operating costs would reach \$1,992,200 by the fifth year of operation.

I will be pleased to answer any questions you or members of the committee may have.

Senator BIBLE. I would like to break up that \$17,894,000 development cost in a little more detail. That sounds like a pretty high development.

Mr. HARTZOG. Yes, sir, it is.

Senator BIBLE. What do you plan on building?

Mr. HARTZOG. Well, of course the restoration of those forts are going to be tremendously expensive.

Senator BIBLE. Are you going to restore all of the forts?

Mr. HARTZOG. No. We are going to restore Fort Massachusetts, Fort Barrancas, Fort San Carlos and we are going to stabilize Fort Redoubt.

Senator BIBLE. How much is the restoration of each one of the forts going to cost?

Mr. HARTZOG. Well, we will have to do some adding.

Senator BIBLE. You can break that out for the record if you want.

Mr. HARTZOG. I think it would be more helpful, Mr. Chairman, because it is broken down into several categories of roads and trails and buildings and by years.

Senator BIBLE. All right. Break out in detail for the record with a copy to me individually of how you arrive at a development cost of \$17,894,000. It seems very high to me and I would like to know what it embraces.

Mr. HARTZOG. I have got it all right here and I can——

Senator BIBLE. You can Thermofax a copy for my own use and also a full copy of the detail of the development would be incorporated in full in the record for the information of the subcommittee.

(The information referred to was not received in time to be included in the hearing.)

Senator BIBLE. Likewise it seems to me that those annual operating costs of almost \$2 million is extremely high.

Mr. HARTZOG. I agree with you but this area is spread over 150 miles, Mr. Chairman. It is a water area, it is subject to tremendous erosion, and this is what these seashore areas are costing. I mean they are tremendously expensive things to manage and operate, particularly with the annual maintenance that you have to do to try to stabilize

the beaches and preserve them. We have got a tremendous problem, for example, at Hatteras. As you know, we have discussed in the past where that beach has now eroded some 150 feet.

Senator BIBLE. Well, maybe some of those areas you cannot preserve, maybe it just gets you into too expensive an operation.

Mr. HARTZOG. We have a \$2 million maintenance job now at Hatteras on that beach as a result of that storm.

Senator BIBLE. After you get all this done and you pay \$17 million in development and \$5 million in acquisition, what assurance do you have that Camille the third is not going to come along and sweep it all away?

Mr. HARTZOG. None whatsoever. This of course is one of the reasons why we feel so strongly that Cat Island should be in this proposal, so we have some base for a permanent type visitor facility because it would be folly to put those kinds of facilities on Ship or Horn or Petti Bois.

Senator BIBLE. I don't see why you put many facilities on any of those islands, they are all subject to hurricane damage.

Mr. HARTZOG. But hurricanes don't come that often. You get heavy storms and heavy seas in there which roll over those sand beaches frequently.

Senator BIBLE. It appears to me it causes a bit of damage, too.

Mr. HARTZOG. That hurricane did.

Senator BIBLE. Of course.

Mr. HARTZOG. As a matter of fact, when you have a hurricane along these islands you are in real deep trouble, there is no question about that.

Senator BIBLE. You had how much damage at Padre Island?

Mr. HARTZOG. Fortunately, it did not hit where the development was but even there I think it was several hundred thousand dollars.

I will be glad to supply that for the record, but it hit in a non-development section of the Padre Island. We had quite a bit more damage at Hatteras recently when that storm hit us there. I will be glad to put that in the record.

Senator BIBLE. I think you should put that in the record, too.

Mr. HARTZOG. That is where we almost lost the emergency item that we had to get in cooperation with the Navy just simply to protect that Navy installation when that ocean cut through that sand barrier there.

Senator BIBLE. Just how wise is it to create these seashores that are subjected to hurricanes and to the sea and the gulf if they wash away? Particularly with the tremendous priorities that we have of trying to create parks all over the United States.

Mr. HARTZOG. I think these are very important parts of the system, Mr. Chairman, and I think that we have to make the effort because this area when it is not subjected during that very brief interval to those kinds of storms provides a tremendous resource that can absorb a fabulous amount of recreational use without damage.

Senator BIBLE. How about Santa Rosa Island, does that have any history of being washed away by hurricanes?

Mr. HARTZOG. I am not sure that Santa Rosa does; it is a little more protected there.

Senator BIBLE. It appears to me that that was one of the most beautiful beach areas that I had seen. Frankly I thought that was by far the most superior part of your entire proposal.

Mr. HARTZOG. It is. That is a much more stable island. It is 47 miles long and it is by all odds the longest island in this barricade. But I think these others, with Cat included, are an extremely valuable recreational resource.

Senator BIBLE. What is wrong with putting the development on the mainland where it is less subjected to the tides and the waves and the hurricane?

Mr. HARTZOG. Well, we would expect to put our permanent maintenance development and headquarters facilities there but the recreation resource is out in the bay there and that is where the islands are and that is where the development should be.

Senator BIBLE. What kind of development do you have in mind?

Mr. HARTZOG. Well, what we propose to do on Cat Island, and I have the development plan right here, there would be a concession operation, marina-boatel complex. There would be a boat shuttle service operating from among these islands so as to provide transportation with the main thrust coming here because we would have our visitor center and our orientation center on Cat Island together with bicycle and tour bus trails, swimming beaches, picnic areas, shelters, some significant archaeological and historic sites on Cat Island which we would propose to interpret.

This island will also accommodate an airstrip which we would propose to have there and it would be a day use recreation beach provision with the sales and rental of bikes and other snorkeling and swimming equipment for the use of this area.

Senator BIBLE. Out of this \$18 million, how much do you propose to spend on Cat?

Mr. HARTZOG. Again I will have to break that out for you because we have got about \$4,115,000 of the \$17 million.

Senator BIBLE. How much do you propose spending on Ship Island?

Mr. HARTZOG. On Ship Island—

Senator BIBLE. Develop it for each of the islands.

Mr. HARTZOG. I will break them out individually as we go through putting those figures together. I have the whole development chart but it is not broken out that way.

Senator BIBLE. All right. You can supply it for the record.

Mr. HARTZOG. Suffice it to say, on Ship the bulk of the expenditure is in connection with the restoration in Fort Massachusetts because the only things that we are proposing to have on Ship Island—and this is Ship Island here—would be a boat docking and a concession facility for snacks and this kind of thing, picnicking and swimming and tour bus and history trails and foot trails along there because again it is subject to wash. That is why Fort Massachusetts is falling in the ocean right now.

Senator BIBLE. Maybe you ought to get away from some of these seashores and get some place where it is safer. I don't know if you have enough money available to do all these things you want to do in your park quests because you have a big program.

As you are very well aware, we appropriated something like \$365 million last year, which is not hay, to acquire lands all over the United States, both from the Federal Government level and the State level, and of that amount better than \$200 million has been frozen. So I am just wondering where we are heading in all this area. I just don't want to drown, and I use the word as a good word to use,

in some of the parks designated as the national seashores. So I would like to have you give as much justification as you can for the expenditure of this kind of money.

Now your operating costs likewise concern me of \$2 million annually. Where will you spend \$2 million annually just for operating?

Mr. HARTZOG. Well, the staffing is 161 man-years.

Senator BIBLE. You are going to employ 161 people?

Mr. HARTZOG. Man-years. It will be a lot more people than that because our staffing will be 89 permanent positions and 72.1 man-years of seasonal, and on those man-years of seasonal you can figure approximately four people for every man-year. So you have there roughly 280 seasonal employees during the course of the year plus a staff of 89 permanent people.

Senator BIBLE. You will have 89 permanent people. How many months a year would these islands be used?

Mr. HARTZOG. Part of it would be used year around; for example, especially the Naval Live Oaks section, the Santa Rosa end of it where we would have a more significant development program and the forts. The forts would come under intensive use the year around.

Senator BIBLE. How many forts are there on the gulf coast?

Mr. HARTZOG. There are going to be four forts in this proposal, all of which tell a significant portion of our military history.

Senator BIBLE. Well, break out the exact cost just the same as you have for the development cost.

You say you are going to have 90 permanent employees year around.

Mr. HARTZOG. Eighty-nine.

Senator BIBLE. Any seasonal employees will get up to what?

Mr. HARTZOG. Well, this is a rule of thumb, you know, four employees for each man-year of seasonal employment. Normally you think of these youngsters working 3 months, you know. Whether it be in the winter or in the summer, they generally work about 3 months. Some may overlap longer than that but as a general rule of thumb you can figure for a seasonal man-year of employment you are talking about putting four people on the payroll for 3 months. So about 380 bodies of seasonal employees.

Senator BIBLE. How many people visit these islands now?

Mr. HARTZOG. The visitation is very modest on the Mississippi islands. About 60,000 I am told on the Mississippi Island and I don't know what the visitation is at Santa Rosa. We estimate a visitation of about three and a half million when the seashore is developed.

Senator BIBLE. Three and a half million in 5 years, 10 years?

Mr. HARTZOG. Yes, sir; 5 years.

Senator BIBLE. In 5 years.

Mr. HARTZOG. Yes, sir.

Senator BIBLE. Very well.

I have no further questions of you, Mr. Hartzog.

Mr. HARTZOG. I am awfully sorry, Mr. Chairman, I don't have this broken out for you by forts and by amounts. I do have the whole development schedule.

Senator BIBLE. We are not going to move forward on this for a week or 10 days or whenever.

Mr. HARTZOG. I will get it up here in the next couple of days.

Senator BIBLE. You have plenty of time to do that because we have until that December 4 date for the Voyageurs and for the firm position on Big Thicket, and at that date we would like to get some firm figures on the Gulf Islands.

Mr. HARTZOG. I have the figures and I will just have the staff assemble them by forts and by islands.

Senator BIBLE. Very well. Thank you.

Mr. HARTZOG. Thank you very much. We appreciate it.

(The information requested by Senator Bible is in the committee files.)

Senator BIBLE. Our next witness is Mr. Nathan Boddie, resident of the Mississippi Gulf Island area.

#### STATEMENT OF NATHAN BODDIE, RESIDENT OF MISSISSIPPI GULF ISLAND AREA

Mr. BODDIE. Thank you, Mr. Chairman.

I represent the owners of Cat Island who oppose its inclusion in the Gulf Islands National Seashore.

Our stand has been unanimously endorsed by official resolutions of all four cities in the vicinity of Cat Island, by four chambers of commerce, with only one vote against us, and by civic organizations, including Mississippi Wildlife Federation, as shown by the attached resolutions, as well as hundreds of outstanding citizens along the entire coast.

Cat Island was purchased in 1911 by my grandfather, sold three times, was taken back in the middle of the big depression, and was held as an investment. Plans have been completed, access has been provided, lots have been sold and within the natural environment homesites and other facilities are being developed as shown in the brochure. Public beach, camping facilities and tours have been delayed by the Department of Interior's objection to a dredging permit requested over 18 months ago.

Our plan, first made public in 1961, has always included facilities designed for the general public as well as private ownership. Our plan was photographed by the Department of Interior's team and is essentially what they propose for Cat Island for the Gulf Islands National Seashore with the exception of homesites. Many of the homes will be rented at times providing additional desirable accommodations for the public. Controlled development protecting the naturalness of the island is the basis of our plan.

Ecology and environment are not new words with us, the first ecological survey of Cat Island having been made in 1934. We participated in the first conservation program ever enacted in Mississippi in 1934, the raising of raccoons following the coonskin coat era; then a stocking program of large red fox squirrels in 1935 and 1936. We initiated and had a most successful deer program until it was interrupted by Camille, and we have already placed a new start of deer on the island. The only unsuccessful wildlife program was turkeys, and this failed because our coon program had been so successful. Mississippi now protects alligators because when asked to make recommendations on new game laws in 1962 I requested it.

One of the major charms and values of Cat Island is its wildlife which we have improved and protected and which under our plan will continue to be so protected.

Insects are a problem in any natural area. In 1959, Mr. R. A. Hoffman, entomologist with the Agricultural Research Service, made a survey and recommendations (since brought up to date in a 2-year study by Dr. George P. Markin) which are the basis of our development plan, utilizing natural methods of control. The control of the water levels within the island appears to be the most satisfactory method of eliminating most insects, inasmuch as these low areas go from dry to sweet water, with heavy rains, to salt water, with excessively high tides, and sometimes to brine, as the salt water evaporates. They are producing insects and not producing constantly for our wildlife.

We decided to deepen certain of these areas to provide gulf water at all times and to impound other areas and keep them flooded during periods of drought with irrigation pumps, thus naturally controlling most of the breeding areas without the use of chemicals and resulting in improved areas for wildlife. The Rockefeller Refuge reported an increase of from 75,000 to 400,000 wintering ducks by improvement of water conditions, and our studies indicate improvement of certain areas will increase our overall wildlife capabilities.

To insure the preservation of the environment, the homesites have been heavily restricted, including an architectural committee approval of all structures and a maximum building utilization of 20 percent of any homesites. Land sold to developers carried similar restrictions.

The hurricane study and planning incorporated in our guidelines, mentioned at the Biloxi hearing, was successful. We missed the actual water level during Camille, the greatest hurricane ever, by only 16 inches with considerably less damage to the building on Cat Island than to the vast majority of buildings on the mainland.

We are also building for the future with our children. We are very proud of the fact that our oldest daughter was selected by her classmates as best citizen of her high school in 1969, and is now a national merit scholar, having placed in the upper one-tenth of 1 percent in national competition. The other children are following in the same path and they know and love the island and are an integral part of our management team.

We do not favor all private nor all public development of Mississippi's islands, and with the extensive Government holdings on Mississippi's islands now there is no need for the Government to include Cat Island in the seashore. With foresight, the National Park Service issued in 1955 a seashore recreation area survey which said of Horn Island (two-thirds owned by the Government): "The area possesses very good qualifications for public seashore recreation purposes."; of Ship Island (with a deed restriction for use and benefit of the public only) "Certain portions of the island should be retained for public recreation purposes."; of Petit Bois (now half owned by the Government) " \* \* \* valuable as a potential seashore recreation area."; of Cat Island (containing only 3 miles of Mississippi's gulf frontage and the only privately owned offshore island) "The island is not as desirable as Horn or Ship Islands and does not possess their potentialities for seashore recreation."

Gentlemen, the quality of the water in the gulf on these offshore islands is the basis for these recommendations as shown in Mississippi Geological Bulletin 82, attached to this report. The seashore facilities should be built on the better waters of Horn and Ship Islands. Cat Island is better suited to our plan.

The 1968 Comptroller General's report was critical of the Atlanta office of the Interior Department in that it acquired greater quantities of waterfowl habitat than was required to meet the needs and that the Bureau had not determined, in cooperation with various State and private interests, the number of waterfowl supportable on respective Federal, State, and private waterfowl areas. The Atlanta bureau of the Department of Interior is guilty of the same type error in failing to recognize the extensive ownership by governmental agencies of Mississippi's and Louisiana's islands and beaches today and in not considering public recreational facilities to be provided by private ownership.

While no complete inventory of recreational and wildlife areas is available, in addition to millions of acres owned by large timber companies which are open to the public, we have a partial list of public wildlife areas listed in the supplement showing 2,362,674 areas of publicly maintained wildlife areas, of which at least 378,980 acres are waterfront waterfowl areas. Of the approximately 90 miles of gulf beaches off the Mississippi coast, including the Chandeleurs of Louisiana, only 3.5 miles are on an island that is completely privately owned, all other gulf islands being owned either exclusively or in the majority by the Federal Government today and in addition over 30 miles along the shoreline of Mississippi are public beaches.

The Corps of Engineers and the Department of Agriculture also provide extensive recreation facilities, including large lakes, in Louisiana and Mississippi, and have a number of projects in various stages of planning and completion now. Adequate resources exist to the extent that it is not necessary to include all of Mississippi's islands, particularly since our plan for development includes facilities to be available for the general public which will complement and add to those to be offered in the Gulf Islands National Seashore. The money to be spent for land acquisition can be spent better elsewhere.

We request that Cat Island be eliminated from the Gulf Islands National Seashore.

Mr. Chairman, we are in action on Cat Island. The planner and architect for Isle aux Chats, Cat Island's original name, and Eagles Nest, an ecologically oriented development company, is a graduate of Tulane with a masters from Harvard and was a Fulbright scholar for a year at the University of London, specializing in town planning. He taught at Georgia Tech and the University of California. Like us, he is nature minded and our appeal with both the public and private facilities is to those who want to relax in a natural area.

With 972 percent of beach areas needed in public ownership today, ample gulf beaches are available for the Gulf Islands National Seashore and also for development by private enterprise.

Along with the many cities and other organizations whose resolutions are included, we support and endorse the establishment of the Gulf Islands National Seashore with Cat Island excluded as now proposed in amended H.R. 10874.

Thank you.

Senator BIBLE. That is a very fine statement, Mr. Boddie.

I am a little curious as to how much development you have done on Cat Island.

Mr. BODDIE. Mr. Chairman, we have cut 11,000 feet of channels and we have developed and sold 41 homesites. We have another 150 to 160.

Senator BIBLE. How many homesites have you actually sold?

Mr. BODDIE. Forty-one deeded and another 160 on contract to developers.

Senator BIBLE. How long is the lot?

Mr. BODDIE. Roughly 80 by 120 to 140.

Senator BIBLE. Roughly 80 by 120 to 140.

Mr. BODDIE. Yes, sir.

Senator BIBLE. Do you have a map showing your sales?

Do you understand the question I am asking?

Mr. BODDIE. Yes, sir. I don't know whether I have it with me. I can make it available.

Senator BIBLE. It can be supplied for the record because this is going to be held open until December 4, at least.

Mr. BODDIE. I do have that where we have sold.

Senator BIBLE. And showing the sizes of the lots?

Mr. BODDIE. Yes.

Senator BIBLE. Have you been selling the lots in absolute fee simple to the purchaser? How much were they sold for?

Mr. BODDIE. Sir, initial lots were sold last year prior to Hurricane Camille for \$4,000. One of them sold again the other day to a purchaser, he sold it for \$5,500.

Senator BIBLE. This is actual?

Mr. BODDIE. That is an actual bona fide sale, actual sale price. We sold the other lots for approximately \$3,500.

Senator BIBLE. How many lots have you sold in each one of the various categories of prices?

Mr. BODDIE. Well, we have sold 20 lots for \$3,500 and we have sold 21 lots at \$4,000.

Senator BIBLE. And that is the completed sale?

Mr. BODDIE. That is the completed sale.

Senator BIBLE. Not \$1 down and \$1 for the balance of your life?

Mr. BODDIE. Ten percent down and the balance over 6 or 7 years at 6 percent interest which is the way most of those sold. We have three of them, I believe, that are completely paid and the others are approximately 25 to 40 percent paid.

Senator BIBLE. I wish you would supply that for the record because I come from a section of the country which unfortunately sometimes has fallen into the hands of land speculators where they will sell you anything for \$5 down and \$1 for the balance of your life at interest of—what did you say your interest was?

Mr. BODDIE. We put 6 percent interest in order to—

Senator BIBLE. Six percent. Then what you are saying is only four have been absolutely completed.

Mr. BODDIE. Four are completely paid for, the others are approximately 25 to 40 percent paid for. Within 18 months they are paying out.

Senator BIBLE. I wish you would supply that for the record. All I am trying to do is just see how much actual development you have done on the island and what the sale prices are.

Senator BIBLE. You referred to an earlier Park Service survey with which I was not acquainted saying that of the three islands, Cat Island is the least desirable and that Horn and Ship are the most desirable. I am sure that the Park Service might want to comment on

that and I think in fairness they should be permitted to do so. I am assuming that you are holding that seashore recreation area survey correctly.

Yes, I see what you are reading from and I am sure they have it available to them. They may want to comment on it.

Now in 1955 Horn and Ship were the most desirable and Cat was the least desirable, and now it is the other way around. I don't know whether the tides or the hurricanes or the waves have changed that or not, but I would like to know what their reasoning is and they will have until December 4 to answer that. I think that is a good point and I think it should be taken into consideration in our deliberations.

Now the Director of the Park Service said straight up in his testimony that it is easier to stabilize Cat than Horn or Ship. Is that true or not from your standpoint?

Mr. BODDIE. Sir, it depends on how you look at it. If I had Horn Island, I would be so far ahead of them it would be as different as between daylight and dark. Horn is much more desirable than Cat Island, can be much easier stabilized.

Senator BIBLE. Why is Horn Island more desirable for recreation than Cat?

Mr. BODDIE. Mr. Chairman, if you will turn to page 6 of my presentation, it shows the inner limits of the sound waters and outer limits of shore waters and the inner limits of gulf facies and the outer limits of sound facies. You will notice that Cat Island is partially within the inner limits of the sound waters and is completely within our limits of the sound waters.

The Senator remarked with keen observation that the prettiest beaches probably in the world are in the area of Fort Walton of Santa Rosa Island. There is as much difference as in daylight and dark between the Horn Island and the Cat Island areas in that our waters are not as clear. The only thing that could improve Cat Island would be to put it completely in offshore waters.

Another thing is that Horn Island has approximately 13.6 miles of beach front. We did have 3.5; we have roughly 3 miles of gulf beach frontage now. Goose Point was eroded in Hurricane Camille just as it was in the 1947 hurricane and tends to rebuild. We feel they will rebuild within time. Horn Island has adequate elevations and I have the contour maps here up to 20 feet and they have more gulf frontage and more timbered acres, they are larger. They can build anything on Horn Island that can possibly be built on Cat Island.

Senator BIBLE. What are the respective elevations of Cat Island versus Horn? Just roughly. How high is it; 16 feet?

Mr. BODDIE. We have 13 feet in timbered acres and we do have some hill areas or some sandhill areas above 16 but they shift with the winds and we do not consider those stable areas.

Senator BIBLE. How about Horn Island?

Mr. BODDIE. Horn Island has up to 20 feet of extensive areas higher than Cat Island. I have the Department of the Interior geological contour maps.

Senator BIBLE. I think they should be made available for the record.

Mr. BODDIE. Yes.

Senator BIBLE. If you have them with you now, they will be incorporated in the record, and if you don't have them now we will grant permission to incorporate them in the record any time up to December 4 which is a week from Friday. They will be incorporated in the record now if you have them. If you will hand them to Mr. Hartung, we will be glad to receive them or any exhibits that you want to leave—save you mailing them in later.

You were going to mail in a plaque of the Cat Island showing the lots and the delineation and you have sold so many and four of them have been completely paid for and 15 of them have been 20 percent paid for, whatever the facts are. You are going to supply that.

Mr. BODDIE. Yes; we will supply that.

Mr. BODDIE. Another thing I would like to call the chairman's attention to is this mineral proposition. The Department of the Interior indicated when we sold those lots in fee simple we relinquished all mineral rights. Actually we relinquished surface rights. We have reserved areas where we can move mineral development without interference of the lot and we don't feel we are in any way moving in relation to surface rights on those lots except for the heavy minerals which are within the sands. From having again an analysis of those sands, I know that I would prefer to sell those areas as lots than to sell them at all in the mineral exploration.

Senator BIBLE. What would be your mineral rights on the sand lots, because we have some people in Nevada who are trying to sell some sand lots because they say they have a lot of gold in them. I don't know if they have or not.

What are the heavy minerals?

Mr. BODDIE. Rutile, ilemite, zircon. There are fractions within your sand, and we do have some. Frankly, we have got some pretty graphic accounts on the same samples and we are not positive exactly what we have. We do know we do have some areas that are going to be profitable to mine but we are looking at protecting the ecology and we believe we can by using good judgment increase the land use capability without damaging our environment by ecology and come out with a better island in certain areas.

In certain areas we would certainly not even consider any mineral development or consider that type, sir. There are Government publications in addition to our things available showing the thing which is titanium oxide, ilemite, some zircon.

Senator BIBLE. Very well. I appreciate your appearance here this morning very much. I have no further questions of you, Mr. Boddie.

All of the exhibits to which you refer will be made a part of the record if you will give them to Mr. Hartung here and he will pick them up from you.

Likewise, I don't think we need that as an exhibit unless you want to leave it. We can verify that through the Park Service people. I am sure you are an honest man and you are telling me what they said in 1955. All I am going to do is ask them what island now is more important than the other, and I just want their views on it. They will have until December 4 to reduce that to writing and furnish it to me for my examination.

Thank you.

Mr. BODDIE. Thank you, Mr. Chairman.

(The information requested by Senator Bible and supplied by Mr. Boddie follows:)

CAT ISLAND CO.,  
Gulfport, Miss., December 1, 1970.

HON. ALAN BIBLE,  
Chairman, Parks and Recreation Subcommittee, Senate Interior and Insular Affairs  
Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR BIBLE: We sincerely appreciate the courtesies you showed us at the recent hearing on the proposed Gulf Islands National Seashore.

The Master plan for Cat Island is to have certain areas available for the general public, other areas with second homes (many of which will be rented to the public) while retaining portions of the Island in its natural state. We believe that this combination of public and private development, with adequate areas left in their natural state, will be the finest and best use of Cat Island.

We are working with developers to protect the naturalness of the Island. In the areas selected initially for homesites perimeter surveys have been made and preliminary field plans drawn based on most adaptable areas for access channels and easements. The canals have been dug, the lots shaped and surveyed, varying the easement behind the lots to disrupt the vegetation as little as possible. The initial lots are approximately 80 feet on the access channel by 125 feet in depth.

I am enclosing a copy of the Master Development Plan of Isle Aux Chats, a Brochure of the Eagles Nest Corporation, the Preliminary Field Plan of the Bayou Marie Ridge Area, Survey of Bayou Marie Ridge Units I and II, and the Preliminary Field Plan and Perimeter Survey of Eagles Nest. As you requested, we are also attaching a confidential report showing the payment schedules of Bayou Marie Ridge Units IA and IC. Bayou Marie Unit II has been sold to the Eagles Nest Corporation and they are in the process of developing the lots and installing bulkheads prior to placing them on the market.

One of last year's purchasers of a lot in Bayou Marie Ridge recently sold his lot at a substantial profit as shown in the attached report.

We have through the years protected and improved Cat Island and are working to have as natural a development as is possible on it. In order to preserve the naturalness of the Island, we have heavily restricted the activities on the lots sold, and a copy of the restrictive covenants was included in our presentation.

If there is any additional information you may want, please advise me and we will be glad to furnish it.

We thank you for the opportunity of making our presentation on the proposed Gulf Islands National Seashore which we support with Cat Island excluded.

Sincerely,

SARAH BODDIE BUFFINGTON,  
NATHAN V. BODDIE.

(The various exhibits referred to in the letter are in the committee files.)

Senator BIBLE. Our next witness will be Mr. Milton James Stevens whom I have had the pleasure of meeting while I was in the Biloxi/Gulfport, Miss. area.

Mr. Stevens.

#### STATEMENT OF MILTON JAMES STEVENS, GULFPORT, MISS.

Mr. STEVENS. Good to see you again, Senator Bible.

Senator BIBLE. Likewise, sir.

Mr. STEVENS. I have a very brief statement to make.

I would like to speak as a businessman of the Mississippi Gulf Coast to ask your approval that at least three Mississippi islands and one Florida island largely be managed by the National Park Service as the Gulf Islands National Seashore.

Why? Probably because man—whether Indian, Spanish, French, British or American—to date has been unable to find profit with good motive in the long, barrier, sand-bar type small islands in the Gulf of Mexico.

Who would then gain if you saw fit to recommend this program as a wise Federal investment? First, I would say the investment of 75 cents per person in the over 22 million present people living in the immediate six-State close area to these offshore islands makes good sense. Spread this up the Mississippi Valley 13-State group and the investment drops to 30 cents per person for the 56 million middle-Americans living there.

As a businessman, I say this is a low-cost good investment to provide these and all Americans with 17,000 acres of sunshine seashore. Relaxation and change-of-pace healthy outdoor enjoyment will prove profitable to all visitors. Your investment of public moneys in this would only be about \$1 per acre over a 5-year period.

Now man will use and abuse these simple islands unless wise management is brought in to provide simple facilities. As our population multiplies, people visiting them are injuring the birds, alligators, turtles and plantlife. A balance is needed to protect the natural environment. Seasonal recreational use for fishing, swimming, hiking, loafing, et cetera, is available on the almost 60 miles of Mississippi island beaches—half on the surf or gulf side and half in quiet, wading water on the Mississippi Sound side.

With over 8,500 pleasure boats 16 feet and longer owned by coast residents, these islands offer fine boating destinations for family picnics. Again, however, management is needed to protect the wildlife and the sea oats creating the sand dunes. Educational presentation to island visitors can curb careless destruction. Protection of nesting birds or turtle eggs can change the tide in some of our vanishing species.

Historic presentation with preservation of five forts and one lighthouse is possible through this seashore plan so future generations may know of their past and take pride in America's present and future. Ship Island, for example, is the "Plymouth Rock" of the Deep South through which much of the Mississippi Valley was settled.

Speaking for many groups in the Mississippi area—political, industrial, recreational, military, historical, resort, educational—we ask you to approve of Gulf Islands National Seashore as a constructive program in this congressional session.

Senator BIBLE. That is a very fine statement, Mr. Stevens, and I would suggest to you for the further information of the committee that you give us a—and you don't need to do this now but if we could have it by December 4—you are a transplanted southerner. I find you one of the most articulate historians of that area, and I would be very delighted to have you give me some short historical background of Fort Massachusetts and why it is important and why it is the Plymouth Rock of the gulf and why it is so important to the shipping and trade today and why it should be preserved. Just the historic background.

I found you to be a source of unlimited facts in that area. So if you could supply that for the record. You told it to me personally and I would like to share it with my other colleagues on the subcommittee.

Again, I simply want to thank those of you who are from out of State. In the closing days of the session—and I hope these are the closing days—it is very difficult to get full attendance on any committee, and so sometimes our attendance is rather sparse as it is here today. It does not indicate any lack of interest on the part of other

members of the subcommittee, and we will share with them all of the evidence that comes forward today and then we have discussions and take whatever action might be indicated in the few short weeks ahead as far as this session is concerned because the time is running on.

So if you could do that, I would greatly appreciate it.

Mr. STEVENS. Thank you. I will.

(The material referred to was not supplied in time to be included in the record.)

Mr. STEVENS. I would just like to add one thing.

Senator BIBLE. Certainly.

Mr. STEVENS. In connection with that oil and gas lease, my understanding is following the hearing which was held a few weeks ago on the Gulf coast that the leasing commission hearing it would refer the matter to the Mississippi State Legislature who would then determine if they will lease it and the rules that they will set. There was much concern over the aesthetics as much as the dollars, the conflicts again between an existing fine resort area with a beautiful view versus possible ugly views and pollution.

There was much local citizenry objection to the destruction. No reflection, but those are not pretty.

Senator BIBLE. I think the park in complete frankness would have to know exactly where they stood. They might be a little disillusioned after they spend the \$17,894,000 to find an oil rig right next to their visitors center pumping oil.

Mr. STEVENS. Yes.

Senator BIBLE. I don't know if they are completely incompatible but I assume there is some conflict. I think this is something we have to watch with great care.

I did handle Padre Island between Corpus Christi and Beaumont, I think it was, in Texas and there they reconciled the two interests rather well but they did go out somewhere into the gulf where they had discovered their oil and piped it in and I assume have now refining stations right in the national recreation area. So there the two have existed together, I believe, rather well and whether that is possible here or not I don't know. This is a more fragile ecology and it is true, I think, further west along the gulf. That probably poses some different problems but we will bear that in mind because this is something that must be resolved.

I would think that we would be subject to considerable censure and criticism which would probably correct itself if we were to move in and spend a lot of money in an area that it going to be immediately or shortly thereafter drilled for oil or things of that kind. So I don't know whether these two things are completely compatible or not. I think we have to study it very carefully and I agree with you in that respect.

Thank you very much.

Mr. STEVENS. Thank you.

Senator BIBLE. I have here statements of Senator Holland and Senator Gurney relating to S. 4149; a statement of the Honorable Robert L. F. Sikes of Florida relating to H.R. 10874; and a statement of Mr. Louis S. Clapper on behalf of the National Wildlife Federation relating to H.R. 10874 and S. 4149, the Gulf Islands National

Seashore, and a statement by Stewart M. Brandborg, on behalf of the Wilderness Society, which will be included in the record at this point.

(The statements referred to follow:)

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

Mr. Chairman, I first would like to thank you greatly for setting down these hearings on S. 4149. It is a typical example of the cooperation I have always received from the senior Senator from Nevada. I shall cherish his friendship and courtesy long after I leave the Senate in a few short weeks.

Mr. Chairman, I introduced S. 4149 on July 30, 1970. It was identical to H.R. 10874 introduced by Congressman Colmer for himself and Congressmen Sikes, Hébert and Dickinson on May 5, 1969.

The House Committee on Interior and Insular Affairs favorably reported H.R. 10874 amended on August 10, 1970, and it was passed by the House on September 10, 1970.

It is my understanding, Mr. Chairman, that all the amendments with the exception of the removal of Cat Island from the seashore, were recommended by the Department of the Interior because the areas were too highly developed to be suitable for inclusion, or because they were too remote and unsafe for intensive public use, or because they were not needed to accomplish the objective. Cat Island, while recommended by the Department of the Interior, was excluded by the House Committee on Interior and Insular Affairs as the Committee felt that its acquisition would be too costly and the relative benefits too few to warrant its acquisition.

Mr. Chairman, the proposed Gulf Islands National Seashore will provide a major recreational resource for Mississippi, Florida, Louisiana, Alabama, Georgia, Arkansas and Tennessee where some 23 million people live, of which 10 million reside within 250 miles of the opportunities which will be provided by passage of this legislation. It is also my understanding that within 5 years after the establishment of the Gulf Islands National Seashore, the rate of visitation will exceed 3½ million and in the future visitation may reach up to 10 million annually.

Mr. Chairman, I do not wish to take a great deal of the Committee's time for I believe that the details of this legislation have been made available to the Committee or will be made available in testimony by other witnesses. I would like, however, to offer for the record a release by the National Park Service dated July 11, 1968, endorsing the proposal for the establishment of the Gulf Islands National Seashore, and a letter to me dated October 24, 1968 from the then Secretary of the Interior, Stewart L. Udall, advising that the Advisory Board on National Parks, Historic Sites, Buildings and Monuments, at its 59th meeting held in Washington, D.C., October 7-10, 1968, endorsed the establishment of the Gulf Islands National Seashore as a unit of the National Park Service.

Mr. Chairman, I believe the bill, H.R. 10874, as amended and passed by the House is a sound bill, and I strongly urge your Committee to favorably report this bill to the Senate at the earliest possible date.

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U.S. DEPARTMENT OF THE INTERIOR,  
OFFICE OF THE SECRETARY,  
*Washington, D.C., October 24, 1968.*

HON. SPESSARD L. HOLLAND,  
*U.S. Senate,  
Washington, D.C.*

DEAR SENATOR HOLLAND: We are pleased to inform you that the Advisory Board on National Parks, Historic Sites, Buildings and Monuments, at its 59th Meeting held in Washington, D.C., on October 7-10, 1968, endorsed the proposal to establish the Gulf Islands National Seashore in Florida and Mississippi as a unit of the National Park System. The proposed seashore would protect and make available for public use and enjoyment the four barrier islands in Mississippi—Cat, Ship, Petit Bois and Horn—and Santa Rosa Island in Florida, as well as the historically significant Fort San Carlos and Fort Barrancas and the Naval Live Oak Reservation in Florida.

A copy of the Department's news release announcing the actions of the Advisory Board which relate to proposed additions to the National Park System and other proposals affecting existing areas of the System is enclosed.

We shall be glad to have representatives of the National Park Service meet with you at your convenience, if you so desire, to discuss this proposal.

Sincerely yours,

STEWART L. UDALL,  
*Secretary of the Interior.*

Enclosure.

JULY 11, 1968.

INTERIOR DEPARTMENT ENDORSES PROPOSAL FOR GULF ISLANDS NATIONAL SEASHORE

The Department of the Interior today endorsed legislation that would authorize the establishment of a new recreation area to be known as the Gulf Islands National Seashore, along the coast of the Gulf of Mexico.

The proposed legislation, including changes recommended by the Department, would create a 208,000-acre seashore comprising five islands, offshore submerged lands, and two mainland areas in the states of Florida and Mississippi. Approximately 21,000 acres of the proposed area are land.

The national seashore would include:

Cat, Ship, Petit Bois, and Horn Islands in Mississippi;

Santa Rosa Island in Florida, exclusive of those developed areas at the termini of the Pensacola, Navarre, and Fort Walton Beach bridges;

The Naval Live Oaks Reservation in Florida; and

A tract of land in the Pensacola Naval Air Station in Florida that includes the Coast Guard Station, Fort San Carlos, Fort Barrancas, Fort Redoubt, and sufficient surrounding land for proper administration and protection of the historic resources.

The bill provides for the Secretary of the Interior to administer several historic sites within the boundaries of the seashore in order to preserve and interpret their national historic significance under the provisions of the Historic Sites Act of 1935. The sites are Fort San Carlos, Fort Barrancas, and Fort Redoubt in Florida; and Fort Massachusetts on Ship Island, Miss.

The Department of the Interior recommended an amendment that would transfer Horn Island and Petit Bois National Wildlife Refuges from the National Wildlife Refuge System to the National Park Service. These areas would be managed to give maximum protection to wildlife values.

Establishment of a Gulf Islands National Seashore would preserve the physical resources and wildlife of the Gulf barrier islands, and would provide an exceptional variety of outdoor recreation. The outstanding resources of the islands are wide, gently sloping beaches of fine, white, "sugar" sand, unique flora and fauna, and extremely clear, blue waters. The islands and adjacent waters offer almost unlimited opportunities for camping, picnicking, fishing, swimming, skin diving, water skiing, boating, bicycling, hiking, and bird watching.

The seashore would be of prime recreational importance to the seven-State region of Florida, Louisiana, Arkansas, Tennessee, Mississippi, Alabama, and Georgia, containing 23 million people. More than 10 million people live within 250 miles of the area. It is expected to attract many visitors from the East and Midwest.

Visitation is expected to exceed 3.5 million during the fifth year after establishment, and eventually reach 10 million visits a year.

U.S. SENATE,  
COMMITTEE ON APPROPRIATIONS,  
*Washington, D.C., November 25, 1970.*

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

MY DEAR SENATOR: I am enclosing a copy of a telegram received from D. M. Harvey, President of the Pensacola Beach Residence and Home Owners Association, 213 E. Wright Street, Pensacola, Florida, with reference to S. 4149, the bill which I introduced to establish the Gulf Islands National Seashore.

Although Mr. Harvey had planned to attend the hearings on this bill held by your Committee yesterday, it was impossible for him to do so.

I will appreciate your incorporating Mr. Harvey's telegram into your hearing record on S. 4149.

With kind regards, I remain  
Yours faithfully,

SPESSARD L. HOLLAND.

DECEMBER 1, 1970.

Hon. SPESSARD L. HOLLAND,  
*U.S. Senate,*  
*Washington, D.C.*

DEAR SPESSARD: We will be happy to include the telegram received from Mr. D. M. Harvey of Pensacola, Florida in our hearing record on the Gulf Island National Seashore proposal.

Kindest personal regards.  
Sincerely yours,

HENRY M. JACKSON,  
*Chairman.*

[Telegram]

PENSACOLA, FLA., *November 8, 1970.*

Hon. SPESSARD L. HOLLAND,  
*Senate Office Building,*  
*Washington, D.C.:*

Impossible to attend hearing on S. 4149 seashore bill with only 2 days notice. Our group urges you to consider bill as originally written eliminating possibility of inclusion of developed areas. We feel leasing of these areas and obtaining of necessary financing will be jeopardized greatly and halt expansion of needed facilities. The county voted to include 7½ miles only because the county is giving this much valuable land they should be given the oil and mineral rights in exchange.

D. M. HARVEY,  
*President, Pensacola Beach Residence Association.*

U.S. SENATE,  
COMMITTEE ON GOVERNMENT OPERATIONS,  
*Washington, D.C., November 23, 1970.*

Hon. ALAN BIBLE,  
*Chairman, Subcommittee on Parks and Recreation,*  
*Committee on Interior and Insular Affairs, Washington, D.C.*

DEAR MR. CHAIRMAN: I understand that on November 24, 1970, your Subcommittee will take up consideration of S. 4149, a bill to provide for the establishment of the Gulf Islands National Seashore, which was introduced by the distinguished senior Senator from Florida, Mr. Holland. I have read with interest the report submitted to the Interior Committee by the Department of the Interior dated November 5, 1970.

I favor the enactment of this bill and I respectfully recommend that your subcommittee give this bill its favorable consideration. The Seashore meets all the criteria laid down by the Department of the Interior for a national recreation area and, if enacted, will provide a multitude of recreational opportunities to the residents of the area and to residents of neighboring states, as well as visitors from other parts of the country. The Department of the Interior estimates that when developed, the Seashore will attract upwards of ten million visitors per year.

A portion of the Florida segment of the Seashore, Santa Rosa Island, is a particularly attractive area with great recreational potential. My hope is that the National Park Service will keep the entire Seashore in as close to a natural state as possible, preserving its unique beauty and dignity. I have visited the Cape Hatteras National Seashore and I have been very favorably impressed by the excellent job done by the Department of the Interior in that wonderful stretch of seashore. I have every confidence that the Department, if given the mandate, will perform admirably again, the development of this new National Seashore.

I hope that the Subcommittee will recommend that the various Forts and historical landmarks included in this bill be restored and preserved, and when national security permits, that substantial portions of land now held by the Department of Defense be included in the Seashore.

I would like to state my view that continued use by the Department of Defense of lands within the boundaries of the proposed seashore constitutes a utilization of the parcels that is basically incompatible with the idea of a national seashore recreation area. We have a similar situation within the Ocala National Forest in Florida already.

If the experiences of the administrators of this recreational area are any sort of precedent, the Committee would do well to consider recommending the immediate conveyance to the Department of the Interior, of the 4,234 acres on Santa Rosa Island now part of the Eglin Air Force Base, as well as the 66 acres used as a rifle range by the Pensacola Naval Air Station. The Deputy Forest Supervisor within the Forest Service at Tallahassee has recently written to me, and I quote: "We receive daily complaints from recreation users of the Ocala National Forest because of the noise from this [the Pinecastle Electronic Naval] bombing range. It's unfortunate the bombing range is located in the heart of the Forest. It's also unfortunate that most of our recreation use is located around this particular area. We agree . . . about the incompatibility of this range with recreation uses on the Ocala National Forest." I would hope that repetition of past mistakes could be avoided in this instance, and that the DOD acreage on the island can be transferred to the Department of the Interior upon passage of this legislation.

I would also urge that the Department of Interior proceed in such a way as to cause a minimum of dislocation and inconvenience to the residents of affected areas.

Finally, I want to compliment you, Mr. Chairman, for your great interest in this matter, as demonstrated by the fact that you took the time and the trouble to make a personal inspection of sites to be included. You should know that your colleagues appreciate your leadership and your untiring efforts on behalf of the Committee and the full Senate.

With kindest regards,  
Sincerely yours,

EDWARD J. GURNEY,  
*U.S. Senator.*

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STATEMENT OF HON. ROBERT L. F. SIKES, A U.S. REPRESENTATIVE IN CONGRESS  
FROM THE STATE OF FLORIDA

Mr. Chairman, I appear in support of H.R. 10874, a bill to provide for the establishment of the Gulf Islands National Seashore. My District is very significantly affected by the bill and I endorse it wholeheartedly. In my opinion it is essential for the preservation of historic sites of irreplaceable national interest; essential to insure recreational values and the development of recreational sites of a type not available anywhere else in the nation, and for the protection of wooded and beach areas in their natural state. These will have constantly increasing value to posterity. Unfortunately, all of them are disappearing altogether too rapidly from the American scene.

I am glad to report that the Gulf Islands National Seashore has overwhelming support in my District. With but very few exceptions, endorsement has been forthcoming for the project from public officials, newspapers, radio and TV stations, civic clubs, patriotic organizations—in fact, from almost every area and activity and organization within my District. A straw vote on the specific proposal of transferring county-owned land to the project was held in connection with the General Election on November 3d and was endorsed by a two-to-one vote in the counties specifically involved. Petitions supporting this project and signed by more than 14,000 voters have been filed with the local County Commissioners.

Objections to the plan stem almost entirely from commercial interests who feel that the property can fulfill its greatest value if it is retained in local hands or from those who simply object to the Federal control of local assets.

That part of the National Seashore which is in Florida's First District is at the western end of Santa Rosa Island in Escambia County where the principal historical and recreational development is scheduled to take place. There is found the Pensacola Naval Air Station on which the historic sites are located, some of them dating from Spanish colonial days. These are Fort San Carlos, Fort Barrancas, Fort Redoubt, some remnants of Fort McRee, and a very old but well-preserved lighthouse. Across the entrance from the Gulf of Mexico to Escambia Bay is the Fort Pickens Reservation. Fort Pickens is a State Park which occupies approximately 8 miles of the western end of Santa Rosa Island and comprises 1655 acres. On it is found Fort Pickens, which figured in the War Between The

States. It is in this area that the first settlements at Pensacola were located by the Spanish beginning in 1559. Other historic installations also have been discovered, and explorations are still proceeding.

Traveling eastward and moving across to the mainland is the U.S. Naval Live Oak Reservation, which was one of the first preserves established by the U.S. Government. It was set aside in order to provide a source of stout timbers for naval vessels in the early 1800's. This was the first recorded conservation program in the United States. It comprises approximately 1300 acres of land. The Federal Government is now in process of reestablishing its ownership over this property by exercising a long-standing reverter clause. Proceeding eastward beyond the commercial development known as Pensacola Beach is found 7½ miles of natural undeveloped island which is to be the focal point of recreational activities for the Seashore. It borders on both the Sound and on the Gulf, and it is this property which had been under controversy but which now is definitely to be made available for the Seashore without cost.

There are no obstacles within my District to the acquisition without cost to the Federal Government of all of the land which is needed for the Seashore other than the eastern tip comprising 3.2 miles of Santa Rosa Island which is administered by Eglin Air Force Base. This property is being utilized by the Air Force for high-level testing of a classified nature, and it will not be available while this work continues. I foresee that in time it could be made available for park purposes.

Please note that all of these properties are now the property of the Government, or will become the property of the Government without cost to the United States. In other words, a national historical and recreational area of great value to the people and importance to the nation can be established there immediately with no cost of acquisition for property and only minimal costs for initiating the program. The public can begin to receive the benefits from such an area without the time-consuming delays which ordinarily must accompany the establishment of any such public area. This I feel should be a major item of consideration by this Committee. These areas are available and usable on a year-round basis and they will be interesting to all segments of the public—historians, swimmers, boaters, fishermen, hikers, tourists, and just plain beach-goers. The Committee well knows the tremendous demands which now are being made by a travel-conscious and recreation-minded public for facilities of this nature. There are no similar facilities operated by the Federal Government anywhere within a great many miles. Yet here is an area in which 20 million people live within a day's drive. Many already are seeking out the pleasures of Florida's Gulf Coast, and more will come as word of the year-round desirability of this beautiful countryside becomes known.

May I express my appreciation, Mr. Chairman, for your interest and that of your Committee through the long period in which the proposal for the Gulf Islands National Seashore has been under consideration. I believe that this will be an excellent investment for the American taxpayer and one which will increase significantly in value to all the people with each passing year.

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

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

Ours is a non-governmental organization which seeks to attain conservation goals through educational means. The 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.

We welcome and appreciate the invitation to appear here today.

Our organization long has supported the policy of setting aside in public ownership those areas which have outstanding qualities for recreational or educational purposes. We were among the initial supporters of the Land and Water Conservation Fund, which finances the acquisition of Federal areas as well as both the acquisition and development programs of the States. We have supported the establishment of national parks and monuments, of lakeshores and seashores, and

of national recreational areas when the proposed areas generally meet the necessary criteria. And, it is in this context that we are endorsing the principles of H. R. 10874 and S. 4149, establishing the Gulf Islands National Seashore.

Mr. Chairman, we have conferred with officials of our affiliates in Alabama, Florida, Louisiana, and Mississippi, and with associate members in those fine States, about this proposal. It also has been my personal privilege and pleasure to visit some of the areas concerned. And, it is our firm belief that these unusual areas should be set aside in permanent protection through public ownership.

I personally have visited Cat Island and believe it merits inclusion in the Seashore.

We would expect that these areas can provide a wide variety of outdoor recreational opportunities as well as "laboratories" for educational work. We recognize that certain activities such as mineral extraction may be pursued but hope this will not be necessary. If so, we also hope and trust that the National Park Service will set out regulations which protect the dominant interest—that of public recreation. As with the case of other seashores, we also recognize the desirability to provide for continued use of improved residential property for a limited period of time; however, it is hoped that such in-holdings can be held to a minimum for a facility of the type of this Seashore.

We are in accord with the provision in section 3, which directs that "The Secretary shall permit hunting and fishing" in accordance with applicable Federal and State laws. This is in context with the usual provisions of seashores, lakeshores, and recreation areas and we recognize the need to provide for public safety in some instances.

It is proper, in our opinion, to recognize, preserve, protect, and interpret the areas which have outstanding national historic significance, as outlined in section 5, and we are pleased that this provision is incorporated into the bill, H. R. 10874. We recognize there may be merit in the proposed transfers of the Horn Island and Petit Bois National Wildlife Refuges to the Seashore for ease in administration. And, we have no opposition to the establishment of a Gulf Island National Seashore Advisory Commission, which would serve only for the first ten years of the life of the Seashore.

In conclusion, Mr. Chairman, we hope the Committee can see fit to act speedily upon this proposal in order that it may be another conservation accomplishment of the 91st Congress.

Thank you for the opportunity of making these remarks.

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STATEMENT OF STEWART M. BRANDBOG, EXECUTIVE DIRECTOR,  
THE WILDERNESS SOCIETY

I am Stewart M. Brandborg, Executive Director of The Wilderness Society, a national conservation organization of approximately 70,000 members concerned with the preservation and beneficial use of the wilderness resource of America as an essential element of man's environment. The Society is broadly concerned with the protection of public lands and the environment and conducts educational programs for the public that focus on the resource programs.

In recognition of the desirability that some parts of the nation's coastal areas shall remain accessible to the general public and be protected from excessive development and commercialization, The Wilderness Society endorses the proposal for a Gulf Islands National Seashore to consist of Santa Rosa Island off the Florida mainland; Petit Bois, Horn, Ship and Cat Islands off the Mississippi coast; the eastern 6½ miles of Perdido Key; certain historical sites within the present boundary of the Pensacola Naval Air Station; and two small areas on the Florida and the Mississippi mainland as National Park Service administrative areas. Although the Chandeleur Islands in Louisiana and Ono Island in Alabama are listed in S. 4149 as proposed for inclusion, it is our understanding that these islands are no longer a part of the proposal; they definitely are excluded from The Wilderness Society's endorsement (especially the Chandeleur Islands which are administered by the Bureau of Sport Fisheries and Wildlife as the Breton National Wildlife Refuge).

The Society feels a special concern for Horn and Petit Bois Islands, which lie about ten miles off the Mississippi shore and generally opposite Pascagoula. Horn Island is about 12 miles long and up to ¾ miles wide, while Petit Bois is about half as big. They are essentially unchanged by man, never having sustained any significant human impact. They have wildlife values of great significance. Horn

Island supports the largest nesting population of Ospreys to be found on the coasts of Louisiana, Mississippi, and Alabama—a bird which has largely been exterminated elsewhere due to DDT pollution. It also provides winter habitat for a population of peregrine falcons and supports a sizeable alligator population in its marshes. Petit Bois Island has important tern, gull, and heron nesting colonies. Both islands sit in splendid isolation, ten miles from the mainland in the Gulf of Mexico. Their wild, natural condition and absence of the works of man (except for two old frame buildings which, battered by hurricane Camille in 1969 and afterwards vandalized, are readily and completely removable) eminently qualify them for addition to the National Wilderness Preservation System as part of the Gulf Islands National Seashore.

We strongly urge the Committee to amend S. 4149 by inserting a new section which would automatically put those portions of Horn and Petit Bois Islands presently owned by the Federal Government in the National Wilderness System upon passage of the bill and which would further provide that the privately owned parts upon acquisition by the government would be automatically added thereto.

H.R. 10874 has been amended (Section 8) to require a wilderness review of wild lands of the seashore within a period of four years. The Wilderness Society recommends the immediate designation of the federally-owned wilderness of these two islands as a means of assuring the immediate protection of their unique wild qualities and wildlife inhabitants.

Administration of Horn and Petit Bois as wilderness islands will add to the attractiveness and the variety offered by the Gulf Islands National Seashore. Increasingly, people are seeking the beauty and peace of purely natural places as a source of release and refreshment from the strain, the noise, the speed, the confusion of our daily lives. Particularly is this true of people on vacation—and, be it noted, the Florida-Alabama-Mississippi Gulf coast is a prime vacation area. The advantages and the attractiveness of the Gulf Islands Seashore will be significantly enhanced by assuring that two of its islands shall permanently retain their wild beauty and restful quiet, unchanged by man, by being placed in the National Wilderness System.

Under provisions contained in Sections 2(b) and 4 of S. 4149, the Secretary of the Interior is authorized to permit the mining of minerals and drilling for oil and gas within the boundaries of the seashore under limited conditions. This provision, which has been removed from the House bill, is incompatible with the intent and purpose of this seashore proposal. It should be removed from the bill because of the "open door" it provides for the destruction of the natural values of this area in the future. A unit of the National Park System should exclude all mining and mineral development activity.

I appreciate the invitation to appear before the Subcommittee today to express these views.

Senator BIBLE. The record will be kept open until December 4.

If we have no further witnesses, we stand in recess subject to the call of the Chair.

(Subsequent to the hearing, the following letter from the Chevron Oil Co. was received.)

CHEVRON OIL CO.,  
THE CALIFORNIA COMPANY DIVISION,  
New Orleans, La., November 30, 1970.

Senator ALAN BIBLE,  
Chairman, Subcommittee on Parks and Recreation,  
Committee on Interior and Insular Affairs, Washington, D.C.

DEAR SENATOR: Chandeaur Pipe Line Company owns a 12-inch and a 16-inch gas transmission line which crosses the proposed "Gulf Islands National Seashore" (S. 4149 and H.R. 10874) under rights-of-way dated March 3, 1964, and June 27, 1969 and recorded respectively in Book 284, Page 141, and in Book 364, Page 104, of the records of Jackson County, Mississippi. Cal-Ky Pipe Line Company, a sister company, has a 20-inch oil pipeline which traverses the proposed seashore.

These pipelines transport natural gas and oil to the Standard Oil Company of Kentucky Refinery at Pascagoula, Mississippi.

Any impedece to the flow of gas and oil to the refinery would have a tremendously adverse effect on refinery operations—possibly to the extent of having to close down. The gas is utilized as both raw material and fuel. If the present

transportation system were unavailable then continued operation of the refinery may well depend upon either an alternate method of transporting the gas or a different source of supply.

It is obvious that any oil or gas production offshore of these islands in state owned waters as well as the Federal Outer Continental Shelf will have to be transported to shore in some fashion and via pipelines is the most feasible and economical way. Since such pipelines are buried in land areas and in water bodies are three feet or more below the bottom, they, therefore, could not be considered detrimental in any way to the seashore. If such pipeline transportation is not available to operators and producers, exploration and development of lands in the offshore areas of Mississippi as well as the Federal lands could be seriously jeopardized.

It is our considered opinion that, for the reasons stated above, Section 4 of the proposed bill to establish the Gulf Islands National Seashore (H.R. 10874) should be retained so as not to diminish any existing rights-of-way or easements, nor preclude the acquisition of such additional rights-of-way as may from time to time prove beneficial to the local populace and the nation.

Yours truly,

T. C. NUGENT,  
*Vice President and General Manager—Land.*

(Whereupon, at 11:45 a.m., the subcommittee recessed, subject to the call of the Chair.)

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