# CONGAREE SWAMP NATIONAL PRESERVE, SOUTH CAROLINA—AMERICAN LEGION'S FREEDOM BELL, DISTRICT OF COLUMBIA



## HEARING

BEFORE THE

## SUBCOMMITTEE ON PARKS AND RECREATION

OF THE

## COMMITTEE ON INTERIOR AND INSULAR AFFAIRS

## UNITED STATES SENATE

NINETY-FOURTH CONGRESS

SECOND SESSION

ON

**S. 3497**

A BILL TO ESTABLISH THE CONGAREE SWAMP NATIONAL PRESERVE IN THE STATE OF SOUTH CAROLINA, AND FOR OTHER PURPOSES

**S. 3498**

A BILL TO AUTHORIZE THE ESTABLISHMENT OF THE CONGAREE SWAMP NATIONAL PRESERVE IN THE STATE OF SOUTH CAROLINA, AND FOR OTHER PURPOSES

**S.J. Res. 181**

JOINT RESOLUTION TO AUTHORIZE THE ERECTION OF THE AMERICAN LEGION'S FREEDOM BELL ON LANDS OF THE PARK SYSTEM OF THE DISTRICT OF COLUMBIA, AND FOR OTHER PURPOSES

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AUGUST 6, 1976



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# CONGAREE SWAMP NATIONAL PRESERVE, SOUTH CAROLINA—AMERICAN LEGION'S FREEDOM BELL, DISTRICT OF COLUMBIA

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FRIDAY, AUGUST 6, 1976

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

The subcommittee met, pursuant to notice, at 10 a.m., in room 3110 Dirksen Office Building, Hon. J. Bennett Johnston presiding.

Present: Senators Johnston and Hansen.

Also present: James P. Beirne, counsel and Laura L. Beaty, professional staff member.

## OPENING STATEMENT OF HON. J. BENNETT JOHNSTON, A U.S. SENATOR FROM THE STATE OF LOUISIANA

Senator JOHNSTON. If you will please come to order we will begin the hearing. Today the subcommittee will be accepting testimony on S. 3497 and S. 3498 to establish the Congaree Swamp National Preserve in the State of South Carolina, and Senate Joint Resolution 181, to authorize the erection of the American Legion's Freedom Bell on lands of the park system of the District of Columbia.

The text of the measures and the report received from the Department of the Interior will be included in the record at this point.

[The bills and report follow:]

94TH CONGRESS
2D SESSION

# S. 3497

IN THE SENATE OF THE UNITED STATES

MAY 26, 1976

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

# A BILL

To establish the Congaree Swamp National Preserve in the State of South Carolina, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That in order to preserve and protect for the education, inspiration, and enjoyment of present and future generations an outstanding example of a near-virgin southern hardwood forest, there is hereby established the Congaree Swamp National Preserve (hereinafter referred to as the "preserve"), which shall consist of the property depicted as the "Beidler Tract" on the map referred to in section 3 of this Act.

SEC. 2. The Secretary of the Interior (hereinafter re-

ferred to as the "Secretary") is authorized to acquire lands and interests in lands within the preserve by donation, purchase with donated or appropriated funds, or exchange, and he is directed to enter into immediate negotiations with the owners of property within the preserve for the acquisition thereof by purchase or exchange for other Federal property designated pursuant to subsection 3(b) of this Act. Notwithstanding any other provision of law, any agreement for acquisition may provide that the Secretary shall make payments to the owner from time to time in compensation for part or all of the standing timber on the property which, but for its acquisition by the United States would have been sold, and any funds available to the Secretary for Federal land acquisition purposes on the date of enactment of this Act shall be available for such payments.

SEC. 3. (a) The Secretary shall advise the President of the Senate and the Speaker of the House of Representatives within ninety days of the date of enactment of this Act whether the property referred to in this section as the Beidler tract has been acquired. Failing such advice or such acquisition, effective at noon on the ninetieth day following the date of enactment of this Act, there is hereby vested in the United States all right, title, and interest in, and the right to immediate possession of, all real property, including standing timber, located within the area depicted as the "Beidler

Tract" on the map entitled "Congaree Swamp National Preserve", numbered CS–80,001, and dated April 1976, which is on file and available for public inspection in the office of the National Park Service, Department of the Interior, with the exception of lands or interests in lands owned by the State of South Carolina or its political subdivisions, and existing easements of public utilities. The Secretary shall allow for the orderly termination of all operations on real property acquired by the United States under this subsection, and for the removal of equipment, facilities, and personal property therefrom except that harvesting of timber, whether deemed real or personal, shall not be allowed.

(b) (i) The United States will pay just compensation to the owner of any real property, including standing timber, taken by subsection (a) of this section, and the full faith and credit of the United States is hereby pledged to the payment of any judgment entered against the United States pursuant to the provisions of this Act. Payment shall be made either (A) by the Secretary of the Treasury from moneys available and appropriated from the land and water conservation fund, upon certification to him by the Secretary of the agreed negotiated value of such property, or the valuation of the property awarded by judgment, including interest at the rate of 6 per centum per annum from the date of taking to the date of payment therefor; or (B) by the

Secretary, if the former owner concurs, with any federally owned property available to him for such purpose in accordance with paragraph (ii) of this subsection; or (C) by the Secretary using any combination of such moneys or federally owned property. Any action against the United States for just compensation for any lands or interests taken by subsection (a ) of this section shall be brought in the district court of the United States for the district in which such property is situated. In the absence of a negotiated agreement or any action by the former owner within one year after the date of enactment of this Act, the Secretary may initiate proceedings at any time seeking a determination of just compensation in the district court of the United States for the district in which the property is situated. In the event that the Secretary determines that fee simple title to any property taken under this section, including but not limited to portions of the "Beidler Tract" from which timber has been harvested within eight years immediately preceding enactment of this Act, is not necessary for the purposes of this Act, he may with the concurrence of the former owner revest title in such property to such former owner subject to such terms and conditions as he deems appropriate to carry out the purposes of this Act, and he may compensate the former owner for no more than the fair market value of the rights so reserved, except that the Sec-

retary may not revest title to any property for which just and full compensation has been paid.

(ii) Notwithstanding any other provision of law, for the purposes of this Act, any federally owned property within the State of South Carolina designated by the Secretary, except property needed for national defense, public health, public park, historic monument, or public educational purposes, shall be available for acquisition herein authorized by exchange and for use by the Secretary in lieu of, or together with, cash in payment of just compensation for property taken by subsection (a) of this section. The head of the administering agency is authorized to transfer administrative jurisdiction over any property so designated to the Secretary for use in accordance with this Act.

(c) Within two years after the date of enactment of this Act the Secretary shall review the area depicted as "study area" on the map referred to in subsection (a) of this section and he shall advise the President of the Senate and the Speaker of the House of Representatives as to any lands and interests therein within such area that are necessary or desirable for purposes of resource protection, scenic integrity, or future management and administration of the preserve in furtherance of the purposes of this Act.

(d) With respect to any portion of the area acquired under the provisions of this Act which at the time of its

acquisition is leased for hunting purposes, the Secretary shall acquire such portion subject to such lease, and he shall permit the continued exercise of hunting privileges, consistent with applicable Federal and State game laws, in accordance with the terms of any such lease for the unexpired term thereof or for a period of five years, whichever is less. If a lease is still outstanding at the end of five years following acquisition and the general management plan for the preserve provided for in section 5(a) is not ready to be implemented at that time, such lease shall continue until its expiration or until the leased portion of the preserve is ready for management in accordance with such plan.

SEC. 4. The Secretary shall administer the preserve in accordance with the Act approved August 25, 1916 (39 Stat. 535), as amended and supplemented, and the provisions of this Act.

SEC. 5. (a) The Secretary, in consultation with the Governor of South Carolina, shall formulate standards for the development, preservation, management, and public use of the preserve, and the Secretary is authorized to develop jointly with the Governor a general management plan for the implementation of such standards. The Secretary shall transmit the plan, together with an estimate of the costs of developing, operating, and managing the preserve for public benefit and use, to the Speaker of the House of

Representatives and the President of the Senate not later than two years from the effective date of this Act.

(b) In exercising his responsibilities under this Act, the Secretary is authorized to enter into a cooperative agreement or agreements with the Governor of South Carolina and an appropriate agency (or agencies) of the State of South Carolina pursuant to which (1) such agency may, consistent with the standards formulated pursuant to subsection (a) of this section, develop, operate, and maintain the preserve, and (2) the Secretary may make available to such agency funds appropriated to him for operation of the national park system in order to defray in whole or in part the costs of such development, operation, and maintenance of the preserve.

(c) Within two years from the effective date of this Act, the Secretary shall review the area within the preserve and shall report to the President, in accordance with subsections 3(c) and 3(d) of the Wilderness Act (78 Stat. 890; 16 U.S.C. 1132 (c) and (d)), his recommendation as to the suitability or nonsuitability of any area within the preserve for preservation as wilderness, and any designation of any such area as a wilderness area shall be accomplished in accordance with said subsections of the Wilderness Act.

SEC. 6. The Secretary shall permit hunting, fishing, and trapping on lands and waters under his jurisdiction within the preserve in accordance with applicable Federal and State

laws, except that he may designate zones where and establish periods when no hunting, fishing, or trapping shall be permitted for reasons of public safety, administration, fish or wildlife mangement, or public use and enjoyment. Except in emergencies, any regulations promulgated under this section shall be placed in effect only after consultation with the appropriate fish and game agency of the State of South Carolina.

SEC. 7. There are authorized to be appropriated out of the land and water conservation fund in the Treasury of the United States such sums as may be necessary for the acquisition of property, but not to exceed $31,100,000.

94TH CONGRESS
2D SESSION

# S. 3498

IN THE SENATE OF THE UNITED STATES

MAY 26, 1976

Mr. HOLLINGS (for himself and Mr. THURMOND) introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

# A BILL

To authorize the establishment of the Congaree Swamp National Preserve in the State of South Carolina, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That this Act may be cited as the "Congaree Swamp National Preserve Act of 1976".

SEC. 2. (a) FINDINGS.—The Congress finds and declares the following:

(1) The Congaree Swamp represents the last large remnant of original bottomland hardwood forest in the southeastern United States.

(2) This bottomland forest contains a rich variety of

hardwoods which are unique in age, size, and beauty in the region, as well as valuable and uncommon wildlife habitat.

(3) This bottomland forest is located close to a large metropolitan area and, accordingly, it is of great value as a source of environmental and historical education, recreational opportunities, scientific studies and interpretive programs for hundreds of thousands of urban dwellers and visitors in the State of South Carolina.

(4) This area is currently threatened with spoilation and ecological damage through extensive timbering activities.

(5) Dispoilment of this bottomland forest will result in the irrevocable and permanent loss of a unique social, recreational, historical, educational, and environmental asset.

(b) POLICY.—It is therefore declared to be the policy of the Congress in this Act to preserve the Congaree Swamp through the establishment of the Congaree Swamp National Preserve.

SEC. 3. DESIGNATION.—The Secretary of the Interior (hereinafter referred to as the "Secretary") is authorized to designate by publication of a map or other boundary description in the Federal Register all or any portion of the property known as the Beidler tract consisting of fifteen thousand acres, more or less, and situated in the Congaree

River floodplain in Richland County, South Carolina, for establishment as the Congaree Swamp National Preserve (hereinafter referred to as the "preserve"). Following reasonable notice in writing to the Committees on Interior and Insular Affairs of the Senate and House of Representatives of his intention to do so, the Secretary may revise the boundaries of the area so designated by publication of a revised map or other boundary description in the Federal Register.

SEC. 4. (a) ACQUISITION.—Within the area designated pursuant to section 1 of this Act, the Secretary is authorized to acquire lands, waters, and interests therein by donation or by purchase with donated and/or appropriated funds.

(b) LIMITATIONS.—With respect to any portion of the area acquired under the provisions of this Act which at the time of its acquisition is leased for hunting purposes, the Secretary shall acquire such portion subject to such lease, and he shall permit the continued exercise of hunting privileges, consistent with applicable Federal and State game laws, in accordance with the terms of any such lease for the unexpired term thereof or for a period of five years, whichever is less. If a lease is still outstanding at the end of five years following acquisition and the general management plan for the preserve provided for in section 6(a) is not ready to be imple-

mented at that time, such lease shall continue until its expiration or until the leased portion of the preserve is ready for management in accordance with such plan.

SEC. 5. (a) ESTABLISHMENT.—When the Secretary determines that he has acquired sufficient property to constitute an administrable unit for the purposes of the Act he shall establish the area designated pursuant to the first section of this Act as the Congaree Swamp National Preserve by publication of a notice to that effect in the Federal Register. Pending such establishment and thereafter, the Secretary shall administer property acquired for the preserve in accordance with the Act of August 25, 1916 (39 Stat. 535), as amended and supplemented, and the provisions of this Act.

(b) COOPERATIVE AGREEMENTS.—In exercising his responsibilities under this Act the Secretary is authorized to enter into a cooperative agreement or agreements with an appropriate agency of the State of South Carolina pursuant to which (1) such agency may, consistent with the standards formulated pursuant to section 6(a), develop, operate, and maintain the preserve, and (2) the Secretary may make available to such agency funds appropriated to him for operation of the national park system in order to defray in whole or in part the costs of such development, operation, and maintenance of the preserve.

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SEC. 6. (a) MANAGEMENT PLAN.—The Secretary shall formulate standards for the development, preservation, management, and public use of the preserve, and the Secretary is authorized to develop a general management plan for the implementation of such standards. Such standards may be formulated and such plan may be developed jointly with an appropriate agency of the State of South Carolina. The Secretary shall transmit the plan, together with an estimate of the costs of developing, operating, and managing the preserve for public benefit and use, to the Speaker of the House of Representatives and the President of the Senate not later than two years from the effective date of the Act.

(b) WILDERNESS AREAS.—Within two years from the effective date of this Act, the Secretary shall review the area within the preserve and shall report to the President, in accordance with section 3(c) and 3(d) of the Wilderness Act (78 Stat. 890; 16 U.S.C. 1132 (c) and (d)), his recommendation as to the suitability or nonsuitability of any area within the preserve for preservation as wilderness. Designation of any such area as a wilderness area shall be accomplished in accordance with such sections of the Wilderness Act.

SEC. 7. RESTRICTED ACTIVITIES.—The Secretary shall permit hunting, fishing, and trapping on lands and waters

under his jurisdiction within the preserve in accordance with applicable Federal and State laws, except that he may designate zones where and establish periods when no hunting, fishing, or trapping shall be permitted for reasons of public safety, administration, fish or wildlife management, or public use and enjoyment. Except in emergencies, any regulations promulgated under this section shall be placed in effect only after consultation with the appropriate fish and game agency of the State of South Carolina.

SEC. 8. AUTHORIZATION.—The Secretary of the Treasury is directed to make payments from the Land and Water Conservation Fund (16 U.S.C. 460), which are available for Federal purposes thereunder, such amounts as may be necessary for acquisition of lands, waters, and interests within the area designated pursuant to section 3. The payments shall be made upon certification to him by the Secretary of the Interior of the agreed negotiated value of such lands, waters, and interests.

94TH CONGRESS
2D SESSION

# S. J. RES. 181

IN THE SENATE OF THE UNITED STATES

MARCH 16, 1976

Mr. Moss introduced the following joint resolution; which was read twice and referred to the Committee on Interior and Insular Affairs

# JOINT RESOLUTION

To authorize the erection of the American Legion's Freedom Bell on lands of the park system of the District of Columbia, and for other purposes.

*Resolved by the Senate and House of Representatives of the United States of America in Congress assembled,* That the American Legion is authorized to erect on lands of the park system of the District of Columbia, and to present to the Congress of the United States on behalf of the children of America, the American Legion's Freedom Bell, in honor of the Bicentennial celebration of the signing of the Declaration of Independence.

SEC. 2. All plans for the design and location of such memorial are subject to the approval of the Secretary of the

Interior with the advice of the National Capital Planning Commission and the Commission of Fine Arts.

SEC. 3. The memorial authorized to be erected by the first section of this joint resolution shall be erected without expense to the United States and shall be maintained by the Secretary of the Interior.

# United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

AUG 6 - 1976

Dear Mr. Chairman:

This responds to the request of your Committee for the views of this Department on S. 3497 and S. 3498, similar bills providing for the establishment of the Congaree Swamp National Preserve in the State of South Carolina.

We recommend that action on these bills be deferred.

S. 3497 and S. 3498 would authorize the Secretary of the Interior to acquire approximately 15,000 acres of lands along the Congaree River flood plain in Richland County, South Carolina for a Congaree Swamp National Preserve. S. 3497 provides for a legislative taking of the property if acquisition has not been accomplished or agreement has not been reached on acquisition by other means within 90 days; S. 3498 contains no such provision, and contemplates acquisition only by consent of the owner. The bills provide for continuation of existing hunting leases for a limited period, and they authorize cooperative agreements with state agencies for management of the preserve with Federal funds. The bills also provide for development and transmittal to the Congress within 2 years of a general management plan for the preserve. Within two years from the passage of this legislation, the bills provide that the Secretary shall review and report his recommendation as to the suitability of the preserve area as a wilderness area, pursuant to sections 3(c) and 3(d) of the Wilderness Act. The bills provide that the Secretary shall permit hunting, fishing and trapping on lands and waters within the preserve, except in certain designated zones where such activities may be prohibited for reasons of public safety, administration, fish or wildlife management, or public use and enjoyment. S. 3497 authorizes $31.1 million for land acquisition, and S. 3498 directs payment of such amounts as necessary based upon a negotiated sale.

The approximately 15,000 acres proposed for acquisition is a part of a nearly 70,000 acre swamp forest area located in the flood plain of the Congaree River, south of Columbia, South Carolina. This legislation seeks to preserve part of one of the last river bottom swamp forests in the Southern United States. This flat flood plain is covered by a virgin hardwood forest, consisting of a diverse mixture of species of trees, many of which have grown to unusually large sizes over a period of hundreds of years.

We are currently unable to make a recommendation as to whether or not this area should be preserved as a unit of the National Park System. While the area has been designated as a National Natural Landmark the National Park Service has not recently completed a study of this area as to its suitability and feasibility as a possible unit of the National Park System. In 1963, the Park Service made a specific area study of the Congaree Swamp Area for possible inclusion in the Park System as a national monument. The State of South Carolina has also made an extensive vegetative study of the natural attributes of the Congaree River flood plain. We anticipate that a suitability and feasibility study of this area can be completed by the end of the calendar year. This study will consider such issues as the appropriate roles of Federal, State, local and private elements in preserving the area, management and development possibilities for the area, and costs of land acquisition and development.

Accordingly, we recommend that action on this legislation be deferred until the Park Service is able to conduct such a study.

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,

JOHN KYL
Assistant Secretary of the Interior

Honorable Henry M. Jackson
Chairman, Committee on
Interior and Insular Affairs
United States Senate
Washington, D. C. 20510

Senator JOHNSTON. I am very pleased to call as our first two witnesses the Honorable Strom Thurmond and the Honorable Ernest Fritz Hollings, the distinguished Senators from South Carolina.

We are pleased to welcome you and look forward to hearing your testimony, gentlemen, if you will proceed as you wish.

## STATEMENT OF HON. STROM THURMOND, A U.S. SENATOR FROM THE STATE OF SOUTH CAROLINA

Senator THURMOND. Mr. Chairman, on behalf of Senator Hollings and Congressman Spence and those interested in preserving this Congaree Swamp, we wish to express to you our sincere appreciation for conducting this hearing.

Now you have before you a bill by me, a bill by Senator Hollings in which I joined as cosponsor, and also the House has passed, the Spence bill.

I have no pride of authorship and I am not interested in which bill you report out, just so long as you report the bill that does the job; that's all we are asking for.

We do hope you can report something and do it as expeditiously as possible, otherwise it may be too late. I want to say that this Congaree Swamp is the last southern virgin hardwood forest on the continent.

Mr. Chairman, I ask unanimous consent that my full statement be put in the record, and I will just make a few remarks.

Senator JOHNSTON. Without objection.

Senator THURMOND. There are many trees in this swamp and they range from 200 to 400 years old. There are 5 national record trees, 17 State record trees on this valuable tract.

There are several rare bird species that need to be protected and their habitat need to be protected to survive. The abandoned river courses tell a remarkable geological story.

There are a lot of people interested in this, and I will go into those in just a few minutes. The urgency, Mr. Chairman, is simply this: The timber harvesting on the Beidler tract began in 1969 and they cut about 500 acres a year.

In the last several years they have cut about 3,500 acres, I believe. The family has been most cooperative in this matter.

However, there is no moratorium, and my understanding is that they will continue to cut and sell the timber unless action is taken right away.

If no action is taken on this section, then it endangers the resources of the swamp. My bill provides for 90 days' delayed legislative taking. As I say, I hope the committee will just consider these various bills and their provisions and just come out with what will best protect the swamp; that is what we are interested in.

Now the preliminary Park Service estimate on the cost of this, the value, would be about $31 million. It may be less when the timber cruise is completed. I am not too sure of the value placed on it, but I think those things can be worked out without any trouble.

The cost would appear to be reasonable, considering the density and size of the timber. It is less than the Redwood National Park, the

cost will be. It costs less than the Big Cypress. It costs less than the Big Thicket.

There is some adverse impact on forest industries, but no total economic impact. In fact, it should be a plus. Naturally, if you stop cutting this much timber there will be a little economic impact, but it will be offset by the other advantages.

The entire South Carolina congressional delegation has gone on record as strongly favoring preserving this Congaree Swamp.

The Governor of South Carolina has gone on record to preserve it. The legislature of South Carolina has gone on record to preserve it.

State and national environmental and conservation groups have gone on record to preserve it. Many major newspapers and magazines not only in South Carolina but throughout the Nation have taken a deep interest in this matter and have gone on record for it.

Now, we again thank you and I will not take up more time. My full statement will be in the record, and Senator Hollings is here. I do not know whether Congressman Spence is here or not, but you have others on the schedule to testify.

Again, I want to express to you my sincere appreciation for arranging this meeting at my request.

Senator JOHNSTON. We are happy to do that, Senator Thurmond.

[The prepared statement of Senator Thurmond follows:]

STATEMENT OF HON. STROM THURMOND, A U.S. SENATOR FROM THE STATE OF SOUTH CAROLINA

Mr. Chairman, I wish to thank you for the opportunity to appear before the Subcommittee on Parks and Recreation regarding this issue of great importance to my fellow South Carolinians and to the Nation. Furthermore, Mr. Chairman, I wish to express appreciation, in behalf of all the proponents of this project, to *you*, for scheduling a hearing on this measure in order that Congress can hopefully proceed quickly with legislation to save one of the most unique areas of forestland in the world.

The valuable portion of Congaree Swamp with which we are concerned today lies primarily along the north bank of the Congaree River, approximately twenty miles southeast of Columbia, South Carolina. The primary section under consideration is known as the Beidler Tract.

The legislation which I have introduced (S. 3497), and the bill I have cosponsored with my distinguished colleague, Senator Hollings, (S. 3498), will allow us to save this area for future generations. Similar legislation (H.R. 11871) has been introduced by Congressman Floyd Spence, with the co-sponsorship of all the House Members of the South Carolina Delegation. I think it is of great importance to point out that, on Tuesday of this week (August 3, 1976), the House Subcommittee on Parks and Recreation held a mark-up session on this bill. The Subcommittee favorably reported to the House Committee on Interior and Insular Affairs an amended version of the Spence bill, designating the Tract of the Congaree Swamp owned by the Beidler family as a National Monument.

UNIQUENESS AND NATIONAL SIGNIFICANCE

Mr. Chairman, the Congaree Swamp has been called the greatest unprotected forest on the continent, and with substantial good reason. The uniqueness and intrinsic value of this forested bottom are based on the near-virgin state of its community of southern hardwood trees, including many aged specimen trees of gigantic proportions. Among these 200- to 400-year-old giants are five national record trees and 17 South Carolina record specimens.

The forest that covers most of the Beidler tract is the last major old growth stand of its type in the Southeast, as all other substantial virgin hardwood forests have been subjected to at least some logging by the timber industry. Within this tract is found a typical southern river bottom hardwood forest containing

magnificent trees of the following species: sweetgum, blackgum, swamp white oak, southern red oak, willow oak, black oak, water tupelo, baldcyprus, and loblolly pine. A 1959 preliminary National Park Service study of the scenic, scientific, historical, and recreational values of the Congaree Swamp concluded that "a biological community of rare quality and considerable scientific value exist." These preliminary findings were reinforced by later Park Service investigations which found no other area in the Southeast of comparable geological and biological significance. Recently, the South Carolina Wildlife and Marine Resources Department studied the Beidler tract of the swamp and concluded that:

"The geological and biological attributes of the area are in themselves worthy of National recognition and all the more so since they are unique."

In addition to its unique community of virgin hardwood of immense size and old age, Congaree Swamp has invaluable scientific value because of the well preserved ecological story of the development of the Congaree River channels through the ages. This is the significant geological attribute alluded to in the National Park Service and South Carolina Wildlife and Marine Resources Department studies.

Through the eons of time, the Congaree River has shifted its course through the area numerous times. These past channels of the Congaree are easily recognizable over the whole of the swamp. Shallow, elongated curved lakes—known as "dead rivers"—sloughs, and the distribution of tree species such as cottonwoods, occur throughout the swamp and are obvious indications of these abandoned river courses. These natural geological features tell a remarkable ecological story, which gives further reason to protect and interpret a representative portion of the swamp for the enlightment of the visiting public.

Additionally, over 100 bird species are known from the Beidler tract, including several rare nesting records of birds such as Swainson's warbler, Louisiana heron, Swallow-tailed kite, and the Mississippi kite. Those who have extensively studied the flora and fauna of the Congaree believe that the uncut portions of the Beidler tract provide the mature hardwood forest habitat necessary for less common bird species unable to survive except in such protected areas.

URGENCY OF PRESERVATION ACTION AND METHOD OF ACQUISITION

Mr. Chairman, the previously mentioned unique and outstanding features of the Congaree Swamp have been known by a relatively small group of naturalists for some time. Efforts to preserve a portion of the swamp for posterity have been going on, with varying degrees of intensity, for over 20 years. However, in the early 1970's, local and State environmental groups learned that the Beidler family had initiated a systematic harvesting of overly-mature timber on their Congaree lands. A Congaree Swamp National Preserve Association was formed for the purpose of informing the public of the values of the area and the need for preservation.

Within the past seven years, some 3,500 acres of the 15,135 acre Beidler tract have been subjected to some logging, or will be harvested under contracts now outstanding. The Beidler family has announced that it intends to let a contract for the harvesting of another approximately 500 acres later this year, and will continue cutting the timber on its Congaree lands at the rate of 500 or more acres each year.

At this rate of harvesting, the question of preserving what all agree is the unique, nationally significant heart of the Congaree Swamp—the Beidler tract—will soon become moot. The Beilder family has not been willing, for several reasons which must be respected, to put a moratorium on further timber harvesting. However, they have fully cooperated with the National Park Service in conducting an up-to-date feasibility study and timber cruise of their Congaree property. This timber valuation survey is now uderway and should be concluded by the end of this calendar year. The Beidlers have stated that they are "sensitive to the interest which responsible conservation groups have in the preservation of representative stands of relatively undisturbed forest," and they have willingly discussed various methods of property acquisition with the Park Service.

Recognizing the urgency of prompt but responsible action to preserve a representative portion of the Congaree Swamp, my bill (S. 3497) provides for a 90-day-delayed, legislative taking of the Beidler tract. This procedure would authorize the Secretary of the Interior, through the Park Service, to negotiate with the Beidler family the most desirable method and price of acquiring all or a portion of the family's Congaree Swamp lands. The property could be acquired

through purchase, using already appropriated moneys out of the Land and Water Conservation Fund, through a land exchange, or a combination of methods.

However, if the parties are unable to agree on a satisfactory settlement within 90 days following enactment, the legislative taking provision would go into effect. Should this become the operative procedure, ownership of the property would immediately be vested in the U.S. Government and timber cutting on the Beidler property, if still in progress, would be immediately halted. The Beidlers would then have a lawful claim upon the U.S. Government to receive full compensation for the fair market value of their property, the value of which would be fixed at the time of the legislative taking.

Furthermore, to compensate the family for income foregone from timber harvesting during any interim period of claims settlement, I am proposing that the Secretary be authorized to provide reasonable compensation out of discretionary moneys available to him through the Land and Water Conservation Fund. Once the Park Service and the Beidler family reach agreement on the fair market value of the entire property, the Secretary of the Treasury is authorized to complete payment out of the moneys in the Land and Water Conservation Fund.

I believe this is a responsible acquisition approach which will: First, halt the cutting of virgin timber, which threatens to destroy the value of the proposed preserve; second, insure that the property owners' rights are respected, and that they receive fair compensation and a regular flow of income; and third, comply with the procedures of the new Budget Act.

ECONOMICS OF THE PROPOSAL

The Park Service has been working with the Beidler family toward obtaining a good estimate of the value of the Congaree Swamp holdings. While a final valuation will not be possible until the completion of a detailed timber cruise later this year, the Park Service has just recently computed what they believe is a fairly reliable, prelminary estimate of the cost of acquiring the Beidler tract. This figure is quite substantial—$31.1 million—which represents a cost of just over $2,000 per acre for land and timber.

I emphasize that this is a preliminary cost estimate, and the final figure, based on the timber cruise soon to be completed, may be somewhat less. Furthermore, most of the property cost represents the value of standing timber, and it must be remembered that this is a near-virgin forest with merchantable trees of tremendous size. Also, the underlying land is not typical swampland, but rather is remarkably free from flooding 80 to 90 percent of the year.

Naturally, I have also carefully weighed the potential adverse economic effects of establishing this preserve. If the Beidler tract is established as a national preserve, Richland County, South Carolina, stands to lose some of its tax base, but the dimunition in property tax revenues would be slight—about $7,000 per year at current tax rates. To compensate for lost property tax revenues in such cases as these, Congress is now considering comprehensive "payments in lieu of taxes" legislation, to reimburse local governments for tax revenues foregone on federally owned property.

Of greater concern is the effect on forest and related industries in the area from removing this tract from multiple-use forest production. The forest industry ranks as the third largest manufacturing industry in South Carolina, generating over $1 billion in economic activity annually. It is generally agreed that the forest industry must double its production of wood products by the year 2000 to meet projected needs of our growing population and expanding economy. Thus, it would behoove us to be extremely judicious in removing lands from forest production.

This necessitates a well-reasoned balancing judgment on the part of Congress, which, after much thoughtful consideration, I believe should favor preservation of a limited portion of the 70,000 acre Congaree Swamp, as advocated in my bill. It is my position that the size of this Congaree Swamp National Preserve should be strictly limited to acreage necessary to protect the integrity of a representative, optimum-sized portion of this area's unique ecological resources—no more and no less. Thus, if, after a careful study of the area, the Park Service believes some of the Beidler Tract (especially those areas where timber has already been harvested), can realistically be excluded from the preserve, my bill provides that this can be done.

In the long run, it is believed that hardwood forests in the State can increase their production of hardwood to meet the demand. In the short run, the affected industries, particularly hardwood plywood manufacturers in the area, may

have to import logs from other areas or make other adjustments. Furthermore, it should be pointed out that logging of the Beidler Tract is a relatively new phenomenon in the region, having begun in 1970. Thus, there has developed only a limited dependence on the forest resources of this property.

On the whole, establishing a national preserve in the Congaree Swamp should have substantial positive benefits for the area's economy. Such has been the general rule when other lands have been added to the National Park System, with increased tourist and related activities more than balancing income lost from present land uses.

Recreational use of the swamp would likely be constrained by flooding perhaps 10 percent of the year, and by heavy mosquito infestation another 10 percent, according to the recent study by the South Carolina Wildlife and Marine Resources Department. However, relatively pleasant recreation conditions would exist in the Beidler Tract about 190 days of the year, when the vast majority of the land would be reasonably dry. It is impossible to precisely predict the recreational potential of the site as a national preserve. However, it does have promise in this respect, judging from the thousands of persons advocating its preservation, many of whom have already visited parts of the Congaree Swamp. Furthermore, there is no doubt about the Beidler Tract's scientific value, since there is no other forest area quite like it in the country.

Mr. Chairman, because the Beidler Tract of the Congaree Swamp contains a unique, near-virgin, river bottom, hardwood forest that is the last of its kind; because of the remarkable size of many of the trees and the likelihood of more record trees in the future if the forest is protected; because of the intriguing geological story of the development of the Congaree River through time, which is evident in the landscape of the area; and because there is no other natural area of similar resource values now in the National Park System; I believe the preservation of a limited, carefully selected portion of the Congaree Swamp for the benefit of present and future generations of Americans is justified. I, therefore, urge prompt enactment of this legislation.

Senator JOHNSTON. Senator Hollings, before we hear from you, why don't we go over and vote and we will come back and hear you.

Senator HOLLINGS. Good. Thank you.

[Whereupon, a short recess was taken.]

Senator JOHNSTON. The hearing will resume, and we are happy to have Senator Fritz Hollings.

## STATEMENT OF HON. ERNEST F. HOLLINGS, A U.S. SENATOR FROM THE STATE OF SOUTH CAROLINA

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

I also would like to express my gratitude to you as the chairman of this subcommittee for holding this hearing out of order. We fully realize that the leadership has already put a moratorium on further hearings and further legislation, and you have done us a good favor to hear us and we have hopes that we can get something enacted at this session.

Mr. Chairman, I would ask the consent of you and the committee to just file my full statement and I will highlight it, if you don't mind.

Senator JOHNSTON. Without objection.

Senator HOLLINGS. I think as your committee approaches the proposals that they realize that the Park Service and the Department of Interior is almost an unknown quantity in my State.

When Stuart Udall was Secretary of Interior some years back he said, "We do not have anything in South Carolina." But he was mistaken. We had, at that time, King's Mountain Park, but it was up around the North Carolina line, and he thought it was in North Carolina.

The State was operating both Cowpens and the Fort Sumter Monument.

Senator JOHNSTON. Does South Carolina want to catch up?

Senator HOLLINGS. We want to catch up. In early 1961, I went to Secretary Udall and approached the owners of Kiawah Island, Mr. C. C. Royal.

I was a good friend, and visited there regularly, but I sort of got uninvited not to visit anymore after I proposed that the Government would be interested in a national park there.

Then when the Kuwaitis came in and finally bought it, the 20 homeowners came to me and wanted to declare it a national park, so you can see how things work out through the years. We have been trying to interest the Park Service in some facility of worth in our home State for some time.

We have looked with care at the Beidler tract of the Congaree Swamp for many years. It started some 20 years ago, and when I came to the Senate some 10 years ago I had discussions with the representatives of the Beidler family. May I say that we have Mr. Frank Beidler, who is representing the trust, and I want to congratulate him for being most cooperative and most understanding.

We also have two distinguished members of our general assembly, Senator Hyman Rubin and Senator Bill Campbell whom I want to identify. Their presence shows the interest of the representatives.

We do not have many parks in South Carolina, and we finally located the Beidler tract in the Congaree Swamp. Ecologically, it is a valuable property.

For many, many years there have been writings on it, those interested in the national conservatory and others, and you will have full testimony on that particular score.

But once located, we tried to work out, in my opinion, the concerted effort, so that you will not have to settle an argument in the State. I know it is hard to reconcile in Washington the different points of view in the State, where the Corps of Engineers finds a different kind of opinion and we try to use that approach with respect to the Congaree.

This spring, Governor James Edwards, of South Carolina, wrote me and I have his letter, in it he says, "From my first involvement I have opposed any move to acquire a portion or all of this area by condemnation, a position I still maintain."

So when my distinguished colleague talks of pride of authorship. neither do I. We can accept our House colleague, Floyd Spence, and his bill.

But I could not deal in good faith with the Beidler family, on one hand, saying we were not going to condemn and we wanted to try to get it at an agreed upon market price for the Park Service to compensate, and in the next breath sponsoring legislation of condemnation.

We have a little difference in the original bill that was proposed relative to the budget. It did not come up under the budget authorization resolution.

I have discussed that with you, Mr. Chairman, but I think it is moot now. I think the fundamental difference between the two measures, using the numbers around here, S. 3497 and S. 3498, is that S.

3497 includes the taking; the one jointly sponsored by Senator Thurmond and myself does not.

I think that has paid off. Mr. Gary Everhardt, of our Park Service, has been working hand in glove with Frank Beidler and I think they are prepared to announce this morning that they would agree—that is, the Beidler tract operators and trustees—would agree on 1 year's moratorium against any further cutting, if they can continue to proceed as they have been doing along the lines of an agreement with the Government.

Now, the Government itself still opposes this. OMB, in essence, says, "Let's do nothing until we complete the study." Well, the study is completed, come December, and I hope you are long gone to Louisiana and me back to South Carolina by December, which means no legislation this year.

I would hope that the committee, you giving it this very special and careful consideration with this hearing this morning, would look at the approach through the land and water conservation fund and see if we could not move it along under those auspices, without an authorization, without a taking, but rather within the fund, and this year.

If we wait until this year and not pass any bill, then it is dead, and we start all over again next year. I think with respect to one other point, and then I will be glad to try to answer any questions.

In discussing this matter with those who oppose, I am very familiar with the forestry interest in our State. In fact, it is a very, very large interest.

Six out of ten acres in the State of South Carolina is in forest lands. At the same time, when you look at the 15,000-acre tract we have in mind and the cutting of hardwoods and hardwoods available there, it represents a minimal percentage.

To talk about economic chaos as some attested to in the news media, really there was no cutting whatever until 1969, and only 3,500 acres have been cut since that time.

At the present time the three companies who have been cutting are just about completed, and I think will have completed that cutting by October, so there would be no real damage.

But there is, I think, a misgiving that should be viewed seriously with respect to a buffer area. I know in the redwood forest, it is thought ecologically they must have a buffer zone.

I think if one is not required, and my hardwood experts knowing the Congaree will also testify that one is not necessary, then I think the greatest concern that you have locally with respect to the landowners, with respect to the timber interests and their joint fears will be allayed and they will go along.

They don't mind the 15,000 but they get awfully nervous when they see the Federal Government move in and they say, "That's going to take another 15,000 or 20,000 acres and then get my property."

We, in South Carolina, are still hungry for jobs. Continental Can, for example, broke ground earlier this year in March, just a few miles from this particular tract, and there are many timber interests.

I think both can be reconciled, and if the committee speaks clearly, as it did on the House side, by a limit to a 15,000 acreage without any buffer zone, then I think we have got that problem solved, and we

have a really fine facility for the Federal Government and for everybody over this Nation in an original river bottom hardwood forest area.

I appreciate the kind attention. I think I have covered the major points, and I would be glad to try to answer any questions.

Senator JOHNSTON. Thank you very much, Senator Hollings and Senator Thurmond. We appreciate your testimony. Let me first of all answer a few questions, first with respect to the legislative taking.

We virtually never approve a legislative taking except in the very unusual cases where we need to move immediately to keep some timber from being cut.

Yesterday we approved a very small portion in one park, most of the taking would be by negotiation. We approved only a very small portion in the Big Thicket yesterday, simply to save a tract of about 100 acres that was being readied to be cut.

I think we can set the Beidler interests minds at ease in respect to legislative taking. Frankly, we do not have the resources to take legislatively, and it would violate the Budget Act.

Second, on the question of an authorization for this year, the way that the land and water conservation fund works is this: You have two parts of it.

One part goes to the State, and provides the States 50–50 matching funds. The State is free to use that immediately for approved projects.

There is another part of that fund that the Bureau of Outdoor Recreation can spend for what we call discretionary matters. It is the contingency fund made up of 5 percent of the State grant allocation.

Five percent of the $180 million which works out to be $9 million that they have for contingency. They can go in and use that immediately.

After the President visited Atlanta, they put up $1 million for Chattahoochee, which I thought was a worthwhile project.

Senator HOLLINGS. We ought to invite him to Congaree immediately. I think if we can get Ronald Reagan to go to Congaree we might get this swamp.

Senator JOHNSTON. A portion of the other part is for the acquisition of land within units of the National Park System. That portion is part of the $120 used by Federal agencies for land acquisition.

At this point we have about a $3 billion backlog for all Federal agencies. We have a bill in and it just passed the conference committee which would raise that land and water conservation fund from a total of $300 million to a total of $900 million, over a period of years.

Now that I have you gentlemen here I want to strongly urge you to help on that bill and help in the Budget Committee. I think the President is probably going to sign it. It is an election year.

But we have to get it financed. Even if we approved this park, then you have to stand in line with the appropriations process, and there is a very, very long line.

Even if we create this park, then there would be nothing but the good will of the Beidler people to keep them from cutting that timber in the meantime, until and unless we get the money to actually acquire.

So much for my pitch for funding of Land and Water Conservation Fund. I think it is a very high national priority.

Senator HOLLINGS. I would be glad to support you on that, as you well know. Within the realm of appropriation, I think if the committee does approve this bill, as both members of the Appropriations Committee and the Subcommittee for the Interior Appropriations, I think we can get a good position in that line for Congaree Swamp.

Senator JOHNSTON. Let me ask you this. Would this be useful as a recreation area?

Senator HOLLINGS. Yes, sir, very, very much so. There is a problem in the rainy months, and these experts will tell you how—at one time you would think you could not get into the swamp and in the heavy rainy months it becomes inundated.

But it has been looked over, studied by the Park Service and everything, and that is what it is being used for now, a recreation area, hunting lodges and everything else down in there.

Senator JOHNSTON. Hunting would cease——

Senator HOLLINGS. Some of the rights would continue. You are talking about 72,000 acres and this is 15,000. There is room for both, but this would be the preserved area.

Senator JOHNSTON. In other words, there are 72,000 acres in the swamp.

Senator HOLLINGS. Yes, sir. Some would be testifying this morning that there are 72,000 acres. I think this is the kind of approach we ought to use, this 15,000 is best; there is no question about that.

And there is the part that the public can maintain as a park.

Senator THURMOND. This is the historic part, 15,000, and this has big timber, and it ought to be preserved.

Senator JOHNSTON. You say an historic part?

Senator HOLLINGS. Historic ecologically.

Senator THURMOND. From an environmental standpoint.

Senator JOHNSTON. You mean the oldest timber?

Senator THURMOND. That is right.

Senator JOHNSTON. Tell me what kind of recreation you would have in the 58,000-acre portion.

Senator THURMOND. The Park Service will attest generally to the trails, the areas they could have. It is hard in this country to go and find beautiful parks and the people are just jammed down in there now, as bird watchers.

That is what some of my business timber people friends say, "Those kooky friends of yours that sit down there looking at birds." But I think the study of birds and nature and the trails and actual picnic areas and everything else can be developed in that sense.

Senator HOLLINGS. Mr. Everhardt will go into more detail on that when he testifies.

Senator JOHNSTON. Thank you very much, gentlemen. You make a very strong case.

Senator THURMOND. Thank you very much. We appreciate your interest in this matter.

[The prepared statement of Senator Hollings follows:]

STATEMENT OF HON. ERNEST F. HOLLINGS, A U.S. SENATOR FROM THE STATE OF SOUTH CAROLINA

Mr. Chairman, I appreciate your indulgence in holding these hearings. The bill to establish the Congaree Swamp National Preserve is of vital concern to my state and, indeed, the nation. I am sure that many people join me in express-

ing a real appreciation for the interest, cooperation, and support you have provided.

The issue to protect or preserve the Congaree Swamp has been with us for nearly 20 years. The first studies were undertaken of the general area two decades ago. It was then that the Swamp was first identified as a biological museum. My involvement dates back to my early days as a United States Senator. At that time, Mr. Ambrose Hampton, the publisher of the Columbia State, and Mr. Peter Manigault, the publisher of the Charleston News and Courier, approached me with a proposal for the Federal Government to purchase and maintain that tract of land held by the Francis Beidler family of Chicago. At that time, the Beidlers had no interest in selling their property and they resisted overtures to accomplish such a goal. Public support in South Carolina was limited, and the proposal, however noble, soon faded from priority.

Since that time, we have experienced an awakening of our environmental concerns. We have become aware that our resources are finite, and we understand that our greed and lust are threatening our existence. In short, we are aware of our limitations and we seek to act with logic and reason to protect our environment—for ourselves and for future generations. The Congaree Swamp issue is a part of that concern. Nowhere else does there remain such an area of virgin riverbottom Southern hardwood. Nowhere else is there the beauty and majesty which once was so common in our Southland—the record trees, the renewing ecosystem, and the identity of what once was a pristine land. We have no other opportunity to enshrine for posterity such a virgin wilderness and it is important that we do so now.

This issue has elicited a chorus of support in my state. I have received over 800 letters since January on this matter and there are cadres of concerned citizens who wish this goal accomplished.

But the proposal, however desirable and whatever its urgency, is not without obstacles. As you are aware, Mr. Chairman, we in the Congress have sought to regulate Federal spending—an effort which has been largely successful in its first year. I am a member of the Senate Budget Committee and I support the efforts of the Committee to impose restraints on profligate spending—even when my own state stands to lose from that effort. This is when the chickens come home to roost because for our new budgetary process to work, it must have the unwavering support of us all. I have approached the question of funding for the Congaree Swamp National Preserve with a sense of dedication to this new budgetary process. I have tried to balance that concern with my desire to preserve the Swamp. In order to authorize any funds for the purchase this year, the request normally should have been reported from Committee in both Houses by May 15. This deadline, of course, was not met and there were but two remaining alternatives to circumvent the problem. We could have requested a waiver from the Budget Committee for the inclusion of specific funding for the Congaree Swamp this year. As a member of the Committee, I could not in good conscience support such an effort; the integrity of the budgetary process would have been violated. However, it developed that specific authorization could be tied directly to the Land and Water Conservation Fund, the normal funding source for such acquisitions. The language of my bill, S. 3498, allows for such an option and I believe this to be the most expeditious means of realizing our goal.

Mr. Chairman, it should be pointed out, however, that the official position of the Ford Administration has been one of opposition to the proposal and it remains so even today. To pass this bill and to preserve the area for future enjoyment we must overcome the stated opposition of the Office of Management and Budget and the White House.

And as we have wrestled with these problems, the cutting of timber, an economically necessary activity for the owners, continues. My staff and I have met with Francis Beidler III, the representative of the family, on numerous occasions in an effort to establish some form of a moratorium on the cutting of this virgin forest. The Beidler family, in an effort to protect its financial standing, has released approximately 3,500 acres for cutting since they began their sales program in 1969. It has been their intention to continue this based on economic necessity. The Beidlers are reasonable, intelligent people. They realize the value of their resource and with the aparent intent of the Congress to create this Preserve, they understand the importance of maintaining the virgin condition of their holdings for the larger community. Mr. Chairman, our meetings are proving to be fruitful. They have agreed with me that a halt in cutting would

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be desirable if it could be reconciled with the family's obligations under the terms of the trust instruments which govern the management of their property. With my assistance, they have met with representatives of the National Park Service to discuss a solution to the problem. I am happy to report that discussions in recent days have progressed to such a point that the family is optimistic about reaching an agreement in the very near future with the National Park Service on a one-year timber sales moratorium.

I believe that this agreement eliminates the need for a legislative taking as put forth in S. 3497. I appreciate Senator Thurmond's cosponsorship of my bill and I regret that I could not reciprocate by cosponsoring his bill. However, the Beidlers oppose a legislative taking and with the cooperation they have demonstrated, I feel their wishes should be respected.

I congratulate and thank the Beidlers for that cooperation and gracious accommodation; the State of South Carolina is indebted to them. I wish to also thank the National Park Service for their pursuit of this matter. I trust the Service, under the leadership of Mr. Gary Everhardt, will do all it can to further the atmosphere of cooperation the Beidlers have demonstrated and that we will soon enter into the moratorium agreement.

Thank you, Mr. Chairman.

Senator JOHNSTON. The next witness will be our good friend, the outstanding Director of the National Park Service, Gary Everhardt. Gary, we are always glad to have you before this committee.

## STATEMENT OF HON. GARY E. EVERHARDT, DIRECTOR, NATIONAL PARK SERVICE, U.S. DEPARTMENT OF THE INTERIOR; ACCOMPANIED BY DR. RICHARD CURRY, ASSOCIATE DIRECTOR

Mr. EVERHARDT. Thank you, Mr. Chairman. It is certainly a pleasure to appear before you this morning and discuss with you the Congaree Swamp.

With your permission, Mr. Chairman, I would like to invite Dr. Richard Curry, Associate Director for the legislation to join me at the table.

Senator JOHNSTON. Always glad to have Dr. Curry.

Mr. EVERHARDT. I had the great pleasure of visiting this area earlier in the spring, Mr. Chairman, and can certainly attest to the uniqueness of the resource contained in this magnificent forest of specimen trees.

I do not think anywhere in the East there remains a resource as unique as this. Most of the hardwood forests of the East have been timbered and have wiped out all of the other remaining forest stands.

I can attest that there are 26 State record trees of individual species in the swamp. There are five other national specimens that have been nominated as State record trees.

The area also includes five national nominees as well. I do have a prepared statement, Mr. Chairman, that I would like to submit for the record at this time in the interest of time. I would just like to specifically direct some comments to a couple of sections of the prepared statement, and maybe discuss with you the provisions of the two bills.

Senator JOHNSTON. Let me ask you a question or two before you get into that. This is a 15,000 acre area at an estimated cost of $31 million. That is how much an acre?

Mr. EVERHARDT. A little over $2,000 an acre; 15,000 acres at $2,000 an acre.

Senator JOHNSTON. What does timberland in that area bring?

Mr. EVERHARDT. I would have to defer to Mr. Beidler on that. But the way we arrived at our estimate was we examined the previous sales

of timber and the values of land in this general vicinity, and taking the 15,000 acres of land, some 3,500 acres have been cut in previous years on the Beidler property, and have arrived at this approximate estimate of $31,100,00 '.

Senator JOHNSTON. I am not arguing with you on the question, but it just seems very expensive, $2,000 an acre for swamp property.

Mr. EVERHARDT. This is also an evaluation of the merchantable timber on the property.

Senator JOHNSTON. I am wondering what the cost of the value of the timber is.

Dr. CURRY. We could submit for the record some comparable sales.

Mr. EVERHARDT. I am advised, Mr. Chairman, about $25 million of that is stumpage value, timber value. That would mean about $6 million of land—16,000 acres, that would be $400 an acre.

Senator JOHNSTON. The timber is worth that much? I take it they will go ahead and cut the timber on the remaining 72,000 acres, what is left of the 72,000 other than these 15,000; is that correct?

Mr. EVERHARDT. Outside of the area there is timber harvesting ongoing. There are some of these properties outside of the study area under agricultural use.

I would assume there would be a continuation of timbering, since it is a significant business operation in the State, in this 72,000 acres outside of the park.

Senator JOHNSTON. What kind of a use would be made of this park?

Mr. EVERHARDT. What we would see, Mr. Chairman, is the uniqueness of these great trees. Our role would be one of preserving and protecting that ecological system that exists there.

This would have to be contingent on the finalization of our study, but there would be trails and access into this area for people to go and see these trees, to also experience some of the other wildlife opportunities that exist.

Senator JOHNSTON. You are not speaking of hunting; are you?

Mr. EVERHARDT. No, sir.

Senator JOHNSTON. Hunting would have to cease.

Mr. EVERHARDT. We think that hunting would be inconsistent with the criteria as a national monument; yes, sir.

When I visited there we had an opportunity to visit a hunt club existing in the area at this time. It has a lease that would expire at the end of 1977. In talking with these people, they do not feel that opening this to general public hunting would be in the best interest of the resource.

I also understand that at the end of their ongoing lease they would certainly be agreeable to discontinuing any club membership hunting in this area.

They are killing about 30 deer out of this area a year.

Senator JOHNSTON. How many recreation days per year do you estimate this park would sustain?

Mr. EVERHARDT. I do not think we have projected that kind of figure yet. This park would certainly be accessible on a year-round basis because of its location in a very temperate zone.

I think in addition to trails, it could be a very outstanding environmental education interpretive area, where young people or anyone

could come in and experience the significance, the uniqueness of this area, of the vegetation, the great trees, the whole ecological process that sustains these great trees in this particular area.

Some of the things we would like to look at, and these are some of the provisions of the bill, Senate bill 3497, is to look at how access might be provided to this area, how trails might be constructed.

Now above this flood plain region there might be some accommodation of interpretive facilities, visitors' center, those kind of support facilities that would enhance the interpretation and the visitors' experience.

There are the things that we feel coming back and reporting to this committee at the end of a study period we could better share with the committee at that time.

Senator JOHNSTON. Do you think that the study should be completed before the park is created?

Mr. EVERHARDT. Certainly. We think the very heart of this park, one of the outstanding significances is the Beidler property. Our feeling would be that looking at that from a resource management standpoint, professional resource people, that if there was going to be action this certainly is the key, the center for needed action.

The other properties I think do need a review and a study. We are looking at the river here, what is the need to go down to the river, go across the river, to preserve this ecological unit.

The things that happen in this area are certainly contingent on what happens in the river, what the river does to the flood plain, things that might intrude on this kind of an ecological resource.

These are the things that we think the professionals at the National Park Service should take a look at and report back, those properties adjacent to but outside the 15,000-acre Beidler property.

Senator JOHNSTON. As you know, Mr. Everhardt, on this committee we have tried, at least in recent years, to husband our resources as best we can to try to put a stop to the pell-mell creation of parks that have no chance of being funded.

Three billion dollars worth of authorizations with less than $200 million a year to purchase those authorized lands and more coming in every year would take decades and decades to ever get funded, if ever.

Consequently, we try to set priorities. Just yesterday we caused consternation in Indiana because we failed to acquire the Beverly Shores subdivision in the midst of that park.

But we felt that the cost of $23 million, we could not justify that, even though there were 10 million people in the area who could use the resource.

Consequently, we created a study. There were a lot of our environmental friends who thought the committee was antienvironmental, because we failed to get that great resource.

The fact is we are dealing with dollars, and we have to set priorities and put them where they will do the most good. With that as a background I am asking you if you think that we should as a priority this year, 1976, create this park now before the completion of your study before we know really what the authorization will be.

In other words, you do not know precisely how you will get in there. Might you have to build some roads in it?

Mr. EVERHARDT. There are some existing unpaved roads into the area at the present time that the hunt club uses; yes, sir.

But in a park atmosphere we would certainly want maybe a better access to the key resource and the interpretive support facilities of the National Park Service; yes, sir.

Dr. CURRY. Mr. Chairman, in response to that question, we have moved into a sort of two-step authorizing process where we agree with you that priorities ought to be set and the No. 1 priority in our estimation is to acquire the basic resource and then, after acquisition is completed, and in the course of acquisition, study that resource with respect to refining the general concepts on how that resource should be used.

We are prepared to tell you conceptually that this area, for example, does lend itself to recreational values, hiking, canoeing, and as the Director pointed out, environmental studies.

But we would like to come back at a later point in time because this $3 billion development backlog that is on the books in some respects is not a realistic figure for carrying around.

Some of these figures have inflated. Some of these authorizations are very dated in time. We would like to come back to you as close to the time when we are asking for development funds, so that we do not have to come up and have piecemeal requests on omnibus bills. This is especially true where, because you had enacted a piece of legislation asking for development funds, we cannot get around to the planning process for something like 5 or more years later than that.

We have to come back and amend the legislation just to reflect what has happened in terms of inflation. So we are recommending that we continue this trend of ranking the land acquisitioning priorities and that backlog in the park service is considerably less than the $3 billion figure.

That is approximately $500 million backlog, which we believe, through the increase in land and water fund, is a much more manageable situation.

Put our emphasis there, so that we may come back to you at a more appropriate time with precisely how many miles of pavement are needed, for example, but give us interim operational and planning authority to get these procedures underway.

Senator JOHNSTON. Now, with operational and planning authority, what is the difference between operational authority and planning authority?

Mr. EVERHARDT. I think we should compliment the committee, as Dick has said, about this two-phasing.

I am very excited about how this works for us. Under planning, as new areas are authorized, we would move in with professional people, planners, interpretive planners, landscape architects, these kinds of professional people, to see how this area is going to be used for the public, and what are the unique resources that are going to be preserved and protected.

This planning results in a development plan that considers support facilities such as visitor centers, comfort stations, access, circulation patterns, trails, and so forth.

It has been the process of the National Park Service to do this planning in full conformity with public involvement through the environ-

mental NEPA processes, with environmental impact statements on the plan, and various alternatives explored publicly.

Then we move into the operational stage. At that point you have a firm plan on what the needs are for the future of 5 or 10 years. We would then be able to go before the Appropriations Committee to get the funds to develop a visitors center and move into that with personnel to operate that park for the visitors' experience.

Senator JOHNSTON. Yesterday we had a discussion here in this committee precipitated by the Indiana Dunes controversy and in particular the Beverly Shores.

The committee felt very strongly and the conversation was very intense with respect to the fact that it is necessary for this committee, this Congress, to come up with a plan with a method by which we determine what should be included as national parks.

It has been perfectly obvious to anyone who has looked at it that in the past years anyone who wanted a park just had to come in and ask the committees to create it and they would create it almost as they asked and almost without reference to the cost.

And that simply became an asking ticket, a ticket to get you before the Appropriations Committee, where you could ask for funding.

Quite obviously, they began building up and up and up to this $3 billion overall and $500 million for the Park Service alone.

We are trying to come up with a plan with some guidelines that would be useful to us, so that when a park comes up we can measure it against some value system.

The Congaree falls in the same general category as Big Cypress, Big Thicket, as others around the country, which are environmentally valuable, unique areas that ought to be preserved, whose recreation potential is, perhaps, not so high.

But we need to rank these kinds of parks with reference to the Santa Monicas and the Chatahoochies and the Cuyahogas and those that would have tremendous recreational potential.

We are going to need some guidance from the Park Service. Can you, between now and the early part of next year, give us an overview, without the passage of any legislation, just give us an overview and come in and, say, in January with some oversight hearings that would give us some guidelines as to how we might put that together?

Also, give us a plan for dealing with the backlog. Hopefully, by that time we will have this land and water conservation bill passed and signed and we will know what dollars we are dealing with for a long period of time.

One of the simple things we need to know is how much of our Land and Water Conservation Fund money are we going to spend on past authorization and how much on current authorization.

By "current" I mean the last 2, 3 years. If we do not we will deal essentially on an ad hoc basis. I am persuaded that this kind of swamp area would be just an absolute shame to lose to the timber ax. Once it is gone it is gone forever. There are not very many of these available.

Dr. CURRY. Specifically, there are no other land features. There is no other Congaree Swamp. There is nothing comparable to what is here. That is the priceless element of its significance.

Mr. EVERHARDT. I would certainly say, Mr. Chairman, that we are very pleased to hear these comments about this type of oversight

review, the desire of the committee to look at what might be a plan for the next 5-year period.

Senator JOHNSTON. Really longer than 5 years.

Mr. EVERHARDT. We do have a unit of the National Park Service that studies natural area plans, or has developed a natural area plan for the future.

We would be happy to share this with the committee, put it in the record.

[Document entitled "Part Two of the National Park System plan: Natural History" kept in committee files.]

We would be most happy to come before an oversight hearing and discuss this. I think our 5-year plan more specifically addresses itself to what our priorities are for the purchase of these outstanding lands that are still in existing areas and those areas that have been created in the National Park Service recently. We would stand ready to do that at any time, and I think it is an excellent idea on the part of the chairmen to follow through on this.

Senator JOHNSTON. Maybe we will have oversight hearings in September to be followed by further ones in January. We will go ahead and write you a letter as to what we have in mind, for the other studies that we would like you to do this fall.

The committee is very anxious, and I, as chairman, am particularly anxious to try to get a handle on the planning of parks.

We are talking about some real money now with our new bill. Have you heard whether the President is going to sign it or not?

Mr. EVERHARDT. I have not heard; no, sir.

Senator JOHNSTON. I know you advised him to. Is the owner willing to enter into a moratorium agreement?

Mr. EVERHARDT. I would hate to steal Mr. Beidler's thunder, but I understand that the National Park Service is working in the field with the Beidler family.

They are very close to reaching some kind of an agreement on a timber cutting moratorium. As you said earlier, certainly the intent should be to save this magnificent resource from any further cutting.

Senator JOHNSTON. You did a study in 1963. Has that study been updated?

Mr. EVERHARDT. We have had some people working on that. We have picked up on the 1963 study, at which time the National Park Service did recommend national monument status.

We have updated that, and we have added as late as July of this year environmental assessment to that work, and subsequent work in the past 6 to 8 months.

Senator JOHNSTON. Has the Advisory Board on Parks and Monuments made any recommendations in the past on this particular area?

Mr. EVERHARDT. Yes, sir, they have. As early as 1963 they recognized the value of this property along with the National Park Service, along with many private interests, state interests.

And they were very instrumental at that time in pushing forward for the National Park Service to study this. In April of 1974 the advisory board did recommend national landmark status, and in December of that year, about 19,000 acres, including the Beidler property and some other properties were designated a national landmark.

Senator JOHNSTON. Are you attempting to negotiate a moratorium agreement with the purchase price for the whole Beidler tract?

Mr. EVERHARDT. Our effort right now is to negotiate a moratorium on any further timber cutting. As I mentioned earlier, we have projected an estimate of costs of $31.1 million, based on, not a timber cruise, but based on value per acre of land and recent sales in the area.

We are proceeding at this time with a detailed timber cruise, in conjunction with the Beidler family, our own people and some people under contract to get an exact figure as to what the cost of this property is.

Senator JOHNSTON. How much of this is wet, and how much of the year is it wet?

Mr. EVERHARDT. When I was there there was very little of it wet at that time, and this is one of the problems of getting through the property, having an opportunity to get access to all of it.

Mr. BEIDLER. I would say approximately half the year—it is a river floodplain, and the river will flood and you will have 8 feet of water in there some of the time.

Our estimates are maybe 6 months out of the year there is a significant rise in water level, and the rest of the year it is dry.

Senator JOHNSTON. The whole thing would be wet?

Mr. BEIDLER. Yes; when water comes up it floods the entire swamp.

Senator JOHNSTON. That was Mr. Frank Beidler. Gentlemen, is there anything else you would like to add? We have your written statement in the record.

Mr. EVERHARDT. I do not think so, Mr. Chairman. I think the written statement presents the departmental position. We do have in the statement a comparison of the two bills, of the provisions of each.

The departmental position at the moment is one of deferring action until the study is complete, until the timber cruise is complete.

Senator JOHNSTON. Can you have that done by January?

Mr. EVERHARDT. Our goal, Mr. Chairman, is to have that done by the end of this calendar year.

Senator JOHNSTON. We are going to have Mr. Beidler as the next witness, and I will ask him. But I would urge you in the meantime to meet and negotiate with him to try, if possible, to get a fixed price.

I guess you would need some inflation factor, predetermined inflation factor built in, with a firm moratorium on timber cutting, if we can, to try to negotiate that.

I do not know if he is willing to do that or not.

Dr. CURRY. Mr. Chairman, we will have to wait, probably, until December to get a fixed price. What we are negotiating with Mr. Beidler right now is the issue of moratorium which is critical to this committee as to what its posture might be.

I know the House committee is concerned about what its posture would be providing protection if a moratorium is not agreed upon.

We are making good progress on those grounds, but in all fairness to Mr. Beidler a cruise would have to be completed to determine the actual stumpage value.

I might comment that we generally do not have the cruise data in before enactment of any legislation of this type. But we do have an estimate that we feel is quite good.

It is based on comparable sales and also based on some data that Mr. Beidler submitted to us voluntarily of his recent sales. We feel quite confident in the figure being——

Senator JOHNSTON. How long would it take for that cruise?

Dr. CURRY. It is estimated that the cruise would be completed by December, and then we would go, after the cruise, that becomes a part of the appraisal report.

Then we would go into negotiations with the Beidlers on price. I want to make it clear that the Beidlers are willing to talk moratorium prior to the actual firm establishment of price, which I think is a great example of their cooperation.

Mr. EVERHARDT. I might add, Mr. Chairman, that the Beidlers have been very cooperative. I think you will find from them when they testify that they have an atmosphere between them and the Park Service to negotiate and agree upon a price.

And certainly they seem also to have a great feel for this property and are interested in seeing it preserved and protected, as the National Park Service would certainly endorse.

Senator JOHNSTON. Thank you very much, gentlemen.

Mr. EVERHARDT. Thank you, Mr. Chairman.

[The prepared statement of Mr. Everhardt follows:]

STATEMENT OF HON. GARY E. EVERHARDT, DIRECTOR, NATIONAL PARK SERVICE, U.S. DEPARTMENT OF THE INTERIOR

Mr. Chairman, I appreciate the opportunity to testify on this legislation, which seeks to preserve a unique ecological resource.

The Congaree Swamp is an area in the flood plain of the Congaree River located approximately 20 miles southeast of Columbia, South Carolina. It is a forested swamp, which is periodically flooded, containing southern river bottom hardwood forests of sweet gum, black gum, swamp white oak, southern red oak, willow oak, black oak, water tupelo, bald cypress, and loblolly pine.

About 1915 the area was extensively logged for cypress trees. However, since that time until recently there has been virtually no logging in much of the area, and its unique plant community is in a near-virgin state.

The area is unique in that it contains a magnificent forest of specimen trees. Elsewhere in the East, lumbering has all but wiped out such forest stands. There are 26 State record trees of individual species in the swamp, and 5 other individual specimens have been nominated as state record trees. The area includes 5 national nominees as well.

The size of these individuals is immense. For example, the American elm record tree is 16 feet 6 inches in circumference and 144 feet high; the American holly record tree is 8 feet 2 inches in circumference and 99 feet high; and the record loblolly pine is 15 feet in circumference and 140 feet high. In addition, the area abounds with many individual trees that approach the size of these record species. Besides the unique tree specimens the swamp provides habitat for one threatened plant species and three bird species listed as rare.

The Secretary's Advisory Board on National Parks, Historic Sites, Buildings, and Monuments in April 1974 recommended that the Congaree River Swamp in Richland County, South Carolina, be found eligible for designation as a natural landmark. The board stated that the Congaree River Swamp is the most extensive mature cypress gum swamp and bottom land hardwood forest complex in South Carolina, and one of the best examples of this type of ecosystem remaining in the southeast.

The board recommended, because of the site's great significance and the unfortunate ongoing lumbering of the swamp, that the National Park Service make further study of this site as soon as possible to again confirm whether it is suitable and feasible for inclusion in the National Park System. Earlier by memorandum of October 17, 1962, the board recommended that "this excellent natural area be authorized for establishment in the National Park System as the Congaree Swamp National Monument."

A specific area study of the Congaree Swamp was completed by the National Park Service in April 1963. As a result of that study the regional office of the National Park Service recommended that Congaree Swamp be favorably considered for addition to the National Park System as a national monument.

In 1975, the State of South Carolina conducted an analysis of the vegetation and supporting ecology of a portion of the swamp, specifically the tract of land encompassing 15,135 acres owned by the Beidler family, which the legislation before you addresses. The State analysis indicated that 11 State and 5 national record trees are found within the Beidler tract, and that this pine-tupelo bottomland hardwood forest is the last major old growth stand of its type in the southeast. The State analysis found that 11,500 acres within the Beidler tract are not yet harvested.

Until about 1970, no harvesting for commercial purposes occurred except for cypress, and that took place around 1915. However, in recent years the owner of the heart of the area, the Beidler tract, has sold timber from approximately 3,500 acres of the entire 15,135-acre tract. Cutting has occurred and will continue at the rate of approximately 500 acres per year. The last timber sale occurred on April 11, and covered 118 acres.

The bills before you recognize the unique ecology of the swamp. Both bills authorize acquisition only of the Beidler tract for establishment as the Congaree swamp national preserve. Both provide for continuation of existing hunting leases, cooperative management with the State of South Carolina, a two-year general management plan, a two-year wilderness study, and continued hunting, fishing, and trapping under Federal and State law.

The bills differ, however, in four major respects:

ESTABLISHMENT

S. 3497 would establish the Beidler tract as a preserve upon enactment by Congress; whereas S. 3498 would authorize the secretary of the interior to establish the Beidler tract as a preserve by publication of notice in the Federal Register when he has acquired an administrable unit.

ACQUISITION

S. 3497 authorizes acquisition of the Beidler tract by purchase, donation, or exchange. It further provides that if the land has not been acquired or an agreement reached to acquire it within 90 days, then the tract is legislatively taken. On the other hand, S. 3498 authorizes acquisition of the tract only by purchase or donation. S. 3498 further appears not to authorize condemnation, since payment for land is to be based on the "agreed negotiated value" of the land. S. 3497 would permit condemnation.

STUDY AREA

S. 3497 directs the Secretary to conduct a review of lands adjacent to the Beidler tract and to advise the Congress within two years as to whether any such lands are necessary or desirable for resource protection, scenic integrity, or future management and interpretation in furtherance of the purposes of the bill. S. 3498 does not contain this provision.

APPROPRIATION AUTHORIZATION

Both bills specifically designate the land and water conservation fund as the source of funds for land acquisition payments. S. 3497 authorizes the appropriation of $31.1 million from the fund for land acquisition. S. 3498 places no ceiling on appropriations; rather it directs the secretary of the teasury to make payments from the fund "which are available for Federal purposes," such amounts as may be necessary for land acquisition. Under S. 3498 payments are to be made by Treasury upon certification by interior of "the agreed negotiated value" of the land.

While we do not have a firm estimate of the total volume of timber at this time, we have made an estimate of the fair market value of the Beidler tract based on the owner's record of timber sales. Based on these data, our preliminary estimate of the fair market value is $31.1 million.

Mr. Chairman, as the departmental report indicates, the department recommends that no action be taken on this legislation at the present time. A study is underway and will be completed by the end of the calendar year. This study

will include a timber cruise which is needed for firm land cost data. It will also consider such issues as the appropriate roles of Federal, State, local and private elements in preserving the area, management and development possibilities for the area, and development costs.

This concludes my prepared testimony, Mr. Chairman. I would be pleased to answer any questions you may have.

Senator JOHNSTON. We are very pleased to welcome as our next witness Mr. Francis Beidler III, property owner, who will be accompanied by Mr. Frank Cihlar, attorney.

We have your written statement, Mr. Beidler, and you may—if you prefer you may read it.

Mr. BEIDLER. I would like to try to summarize it, if I can.

Senator JOHNSTON. We will put the written statement in the record, verbatim, and have a summary.

## STATEMENT OF FRANCIS BEIDLER III, PROPERTY OWNER; ACCOMPANIED BY FRANK CIHLAR, ATTORNEY

Mr. BEIDLER. Mr. Chairman, my name is Francis Beidler III. My family owns the 15,000-acre tract of timberland on the Congaree River in South Carolina, that is the subject of S. 3497 and S. 3498.

Support for the preservation of old growth timber on our property has led to these proposals to authorize the establishment of a Congaree Swamp National Preserve which this committee is considering today.

In 1970, recognizing the legitimacy of conservationist concerns, my family did sell to the Nature Conservancy at a bargain price a tract of approximately 3,500 acres in an area known as Four Hole Swamp.

Senator JOHNSTON. Was that part of the same——

Mr. BEIDLER. No; this is a different ecosystem. It is a black water swamp and not on the same flood plain. It is separate from the Congaree.

This land containing a unique stand of virgin cypress was subsequently turned over to the National Audubon Society which dedicated the property as the Francis Beidler Forest in 1974.

Our timber management objective has been to harvest trees on our land at such a rate that when we have finished cutting our old growth stands we would be ready to begin logging regrowth timber on tracts that had been cut 60 or more years earlier.

Thus, in 1969, we began a 20-year program of timber sales on the Congaree, our last old growth tract. Ideally, we now would simply wish to continue to own our Congaree tract, to continue our program of gradual timber sales, and to attract as little public attention as possible.

Nevertheless, the uniqueness of our unhurried approach to forest management has left us holding a singular tract of old growth timber.

As evidenced by our sale of property in Four Hole Swamp, we are sensitive to the interest which responsible conservation groups have in the preservation of representative stands of relatively undisturbed forests.

Unlike our Four Hole Swamp tract, however, our Congaree property is far and away my family's major asset. Since the filing of bills in the Congress to establish a Congaree Swamp National Preserve, we

have been in frequent contact with representatives of the National Park Service.

We have provided Park Service appraisers with all of the price and timber volume data which our harvesting program has generated since its inception in 1969.

This data covers only areas where trees have been sold and cut, however, and to discuss the value of our uncut forest lands, both we and the Park Service will need timber cruises of this acreage.

The most recent cruise that we have made of the entire tract was conducted in 1911. We are proceeding cooperatively with the Park Service to obtain a current timber cruise as rapidly as possible.

In fact, 10 foresters are in the swamp working on this cruise today. Depending on water conditions, this work could take some months to complete.

Ideally, we would recommend that the Congress defer final consideration of measures to establish a Congaree National Preserve until the program of data collection which we and the Park Service have undertaken is completed.

This would permit the Park Service and us to determine whether or not we could reach a mutually acceptable negotiated sales agreement, thus avoiding the expenses and unpleasantness of a court condemnation.

The possibility that a Congaree National Preserve will eventually come into being has increased as a result of the recent filing of bills in both the House and Senate.

As owners of the key resource considered by these bills, my family and I are sensitive to the desirability of halting our timber sales program on land which may become a part of the National Park System.

Senator Hollings, with the concurrence of Senator Thurmond, Representative Spence, and most of the other members of the congressional delegation from South Carolina, has expressed to us his concern about this matter, as have the chairman and members of the House subcommittee now considering this legislation.

These representatives of the public have urged us to consider the possibility of a 1-year timber sales moratorium.

My father and I appreciate this concern. In the past, for three basic reasons, we have not been able to accommodate suggestions that we declare a moratorium in our forest management plan.

First, the Congaree question has been a topic of public debate for over 20 years. A sales delay pending a resolution of this issue could threaten to extend over an inordinate period of time, thus jeopardizing our ability to earn any return on our property.

Second, the Congaree is the only land owned by my family which contains a large stand of timber ripe for harvesting.

Our Congaree tract is my family's major economic asset and is our only revenue-producing forest. This land is held in trust and is subject to the consequent legal obligations imposed upon the trustees to achieve the most productive use of the property for the numerous beneficiaries involved.

A decision to forgo all income from this holding for an uncertain period of time cannot be made lightly.

Third, the trustees' obligation to put the property to productive use has become increasingly acute in the face of a steadily escalating market for our timber.

Because of their size and quality, our trees tend to bring a substantially higher price than those on neighboring properties.

Regular sales of timber have clearly revealed the steady increase in value of our unique forest asset. For these three basic reasons, we have sold timber on our Congaree tract at an average rate of 500 acres per year for the past 7 years.

We had intended to continue this fall with sales at a similar rate. Now, however, it is our belief that the possibility of a Congaree National Preserve has advanced to a point at which it should be possible to reconcile a 1-year timber sales moratorium with the legal responsibility which my father has to act in the best economic interests of the beneficiaries of the trusts which own the Beidler Congaree tract.

To that end, we have entered into negotiations with the National Park Service with the objective of speedily reaching a mutually acceptable 1-year timber sales moratorium agreement.

We are hopeful that such an agreement can be reached in the near future, perhaps even before any markup of the pending bills. Such an agreement would not be conditioned on the passage or nonpassage of legislation this year.

Senator JOHNSTON. They just sounded the bell for another vote, so I will go over and vote and come right back, and have some questions.

[Whereupon, a short recess was taken.]

Senator JOHNSTON. The committee will come back to order. Mr. Beidler, first I want to join the representatives of the Park Service as well as the delegation from South Carolina in commending you and your family for your attitude of cooperation and your concern for this very valuable area. Because of that attitude, I am in good hope that we will be able to preserve for generations, these generations and future generations, this very valuable and unique resource.

In this interim period, it is also going to take continued forbearance and concern and some degree of sacrifice on the part of your family to make this a reality.

Unfortunately, when we create these parks we cannot fund them the next month, it takes a little time for that. So you are going to have to add patience to those other good qualities that you have displayed.

Your advice is to wait until the study is complete, the mutual studies that you and the park service are engaged in. You think that will be completed in December?

Mr. BEIDLER. I think the timber cruise will be completed in December, and we will have to enter into a period, if the Park Service wishes and is able to go further than that, we are certainly open to that, and to enter into a period of negotiations to discuss such factors as what values should be applied to the timber cruise, to the timber volume that is discovered in the swamp and questions of land valuation and so forth.

I do not know what time period that can take, but we are certainly eager to work as quickly as possible on these questions.

I think the park service has some difficulty in getting the funds for their efforts from their current budget.

Senator JOHNSTON. I think it would be helpful if we could have a fixed price, negotiating price going in with a formula for inflation if that is necessary and I guess it would be, so that we know what the price is in January 1977 and January 1984, if we have to wait that long.

And we just know how much inflation there is in each one of those years. And I would like to have some firm arrangements for a moratorium, so that perhaps there would even be a charge for that.

Under your trust you might feel that you have to get some money in addition to the inflation factor for that, I do not know. But I think the optimum thing would be to have a total package so that we would have a liquidated amount that we know the obligation is for this.

I say that because just yesterday we had to reconsider some previous authorizations on some parks, one in particular the Gulf Islands National Park, the same area authorized some time ago had gone up tenfold in value.

Someone either had not accurately assayed the value at that time or had failed to take into consideration what inflation would be.

Again, I want to thank you very much, Mr. Beidler. We will be negotiating with you through the park service, and I am very hopeful that this valuable resource can be saved.

Thank you very much.

Mr. BEIDLER. Thank you very much, Senator.

[The prepared statement of Mr. Beidler follows:]

TESTIMONY OF

FRANCIS BEIDLER III

BEFORE THE SENATE COMMITTEE
ON
INTERIOR & INSULAR AFFAIRS

SUBCOMMITTEE ON
PARKS AND RECREATION

ON
S.3497 and S.3498

August 6, 1976

MR. CHAIRMAN, Members of the Committee, my name is Francis Beidler, III. My family owns the 15,000 acre tract of timberland on the Congaree River in South Carolina, that is the subject of S.3497 and S.3498. Support for the preservation of old growth timber on our property has led to these proposals to authorize the establishment of a Congaree Swamp National Preserve which this Committee is considering today.

Briefly summarized, the lands now comprising the Beidler family Congaree tract were purchased by my grandfather, Francis Beidler, between 1899 and 1918 for the purpose of supplying his sawmill downstream. Some large cypress trees on our Congaree tract were harvested and floated to the sawmill. The mill was only marginally profitable, however; it was shut down in 1914 and never reopened. Yet my grandfather retained his confidence in the future value of timber and timberland, a confidence which his successor in managing this property, my father, maintained. Thus, through difficult times and despite contrary advice, both men continued to hold the family's South Carolina forestlands.

In 1940, the threat of condemnation did force us to sell nearly half of all our land holdings to the South Carolina Public Service Authority. The Authority did not believe that timber had much future value, a belief that was reflected in the price our family was forced finally to accept. It has been said that no one in South Carolina has suffered more from unfair condemnation for an unneeded project than the Beidler family.

In 1970, recognizing the legitimacy of conservationist concerns, my family did sell to the Nature Conservancy at a bargain price a tract of approximately 3500 acres in an area known as Four Hole Swamp. This land, containing a unique stand of virgin cypress, was subsequently turned over to the National Audubon Society which dedicated the property as the Francis Beidler Forest in 1974. These have been our only two sales of property during our ownership of land in South Carolina.

Since the closing of my grandfather's sawmill, we have regularly supplied South Carolina sawmills and veneer plants with timber. My father's objective has been to harvest trees on our lands at such a rate that when we finished cutting all our old growth stands, we would be ready to begin logging regrowth timber on tracts that had been cut sixty or more years earlier. Thus, in 1969, we began a twenty-year program of timber sales on the Congaree, our last old growth tract.

Ideally, we now would simply wish to continue to own our Congaree tract, to continue our program of gradual timber sales, and to attract as little public attention as possible. Nevertheless, the uniqueness of our unhurried approach to forest management has left us holding a singular tract of old growth timber. As evidenced by our sale of property in Four Hole Swamp, we are sensitive to the interest which responsible

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conservation groups have in the perservation of representative stands of relatively undisturbed forest. Unlike our Four Hole Swamp tract, however, our Congaree property is far and away my family's major asset.

Since the filing of bills in the Congress to establish a Congaree Swamp National Preserve, we have been in frequent contact with representatives of the National Park Service. We have provided Park Service appraisers with all of the price and timber volume data which our harvesting program has generated since its inception in 1969. This data covers only areas where trees have been sold and cut, however, and to discuss the value of our uncut forest lands, both we and the Park Service will need timber cruises of this acreage.

The most recent cruise that we have made of the entire tract was conducted in 1911. We are proceeding cooperatively with the Park Service to obtain a current timber cruise as rapidly as possible. In fact, ten foresters are in the swamp working on this cruise today. Depending on water conditions, this work could take some months to complete. Additionally, both we and the Park Service will need to obtain more information on comparable sales of forest land before serious discussions of the value of our Congaree Tract can begin. We could both begin collecting this data without delay.

Ideally, we would recommend that the Congress defer final consideration of measures to establish a Congaree National Preserve until the program of data collection which we and the

Park Service have undertaken is completed. This would permit the Park Service and us to determine whether or not we could reach a mutually acceptable negotiated sales agreement, thus avoiding the expenses and unpleasantness of a court condemnation.

The possibility that a Congaree National Preserve will eventually come into being has increased as result of the recent filing of bills in both the House and Senate. As owners of the key resource considered by these bills, my family and I are sensitive to the desirability of halting our timber sales program on land which may become a part of the National Park System. Senator Hollings, with the concurrence of Senator Thurmond, Representative Spence, and most of the other members of the Congressional delegation from South Carolina, has expressed to us his concern about this matter, as have the chairman and members of the House subcommittee now considering this legislation. These representatives of the public have urged us to consider the possibility of a one-year timber sales moratorium.

My father and I appreciate this concern. In the past, for three basic reasons, we have not been able to accommodate suggestions that we declare a moratorium in our forest management plan.

First, the Congaree question has been a topic of public debate for over twenty years. A sales delay pending a resolution of this issue could threaten to extend over an inordinate period

of time, thus jeopardizing our ability to earn any return on our property.

Second, the Congaree is the only land owned by my family which contains a large stand of timber ripe for harvesting. Our Congaree tract is my family's major economic asset and is our only revenue producing forest. This land is held in trust and is subject to the consequent legal obligations imposed upon the trustees to achieve the most productive use of the property for the numerous beneficiaries involved. A decision to forego all income from this holding for an uncertain period of time cannot be made lightly.

Third, the trustees' obligation to put the property to productive use has become increasingly acute in the face of a steadily-escalating market for our timber. Because of their size and quality, our trees tend to bring a substantially higher price than those on neighboring properties. Regular sales of timber have clearly revealed the steady increase in value of our unique forest asset.

For these three basic reasons, we have sold timber on our Congaree tract at an average rate of five hundred acres per year for the past seven years. We had intended to continue this fall with sales at a similar rate. Now, however, it is our belief that the possibility of a Congaree National Preserve has advanced to a point at which it should be possible to

reconcile a one-year timber sales moratorium with the legal responsibility which my father has to act in the best economic interests of the beneficiaries of the trusts which own the "Beidler" Congaree tract. To that end, we have entered into negotiations with the National Park Service with the objective of speedily reaching a mutually acceptable one-year timber sales moratorium agreement. We are hopeful that such an agreement can be reached in the near future -- perhaps even before any mark-up of the pending bills. Such an agreement would <u>not</u> be conditioned on the passage or non-passage of legislation this year.

Senator JOHNSTON. Next we will have a panel, with Dr. James V. Elder, president, Congaree Swamp National Preserve Association, Dr. James T. Tanner, biologist, Dr. T. Dwight Bunce, an economist, Mr. Carl Holcomb, a forester, the Honorable Hyman Rubin, State senator, South Carolina, the Honorable William M. Campbell, State representative of South Carolina and Mr. Robert Janiskee, recreation specialist.

Gentlemen, I am very pleased to welcome all of you to the committee this morning. You have written statements which we are pleased to have, and we will put that in the record verbatim.

Who will orchestrate the panel this morning? Would you gentlemen introduce yourselves?

Mr. ELDER. I am Jim Elder, president of Congaree Swamp National Preserve Association.

Dr. TANNER. I am Jim Tanner, University of Tennessee, Nashville.

Mr. HOLCOMB. Carl Holcomb. I am a retired forester.

Dr. JANISKEE. Bob Janiskee, recreation specialist.

Mr. BUNCE. Dwight Bunce, and I might note that it is Mr. Bunce, not doctor, for the record. Bob Janiskee should be promoted from mister to doctor on the record.

Senator JOHNSTON. Gentlemen, we are getting very short on time this morning. We also have to hear the American Legion bill and be out of here by 12 o'clock. Why don't we try to conclude the panel in about 15 minutes, if we can.

I am sorry to limit you so much, but your presence here and your written statements speak very loudly for your interests.

## STATEMENT OF JAMES V. ELDER, PRESIDENT, CONGAREE SWAMP NATIONAL PRESERVE ASSOCIATION

Mr. ELDER. First of all, I would like to thank you for scheduling this hearing, Mr. Chairman. It is very important to our effort.

It has been a long road to get it this far, and we know how busy your committee has been and we do appreciate having this time.

I would like to go over a few things. The gentlemen here with me are all very capable to speak on this area. They all know it personally. They have been there. I want to make a few points.

First of all, I do not think that we can overstate how special this area is. The effort to have this put aside as a national monument, national preserve, has been going on for 20 years now.

It has been—in 1963 the National Park Service recommended it be a national monument, saying that it would be in the national interest.

And in 1974 it was designated on the National Registry as a national natural landmark, the only one South Carolina has.

There are a few points that I would like to go over as quickly as I can. First of all, we are extremely pleased with the talk of a year moratorium.

We think that is extremely important, because a quarter of the area at this point has been cut. It has been significantly altered, and I would like to say that we did a study, the South Carolina Marine and Natural Resource Commission did a 6-month study on the big trees of the Beidler tract.

While that study took place, several of the unique areas were destroyed or significantly altered during the study. The year moratorium, I believe, is wonderful news and I can see its point as to alter the talk of legislative taking.

I think with the ceasing of cutting for a year then we can legitimately say that we have enough time to work out. However, I would be most worried about that being distorted into not getting authorization this year.

Actually, the area is so critical now that any further cutting will jeopardize the significance of it. I would like to say that this area is really—represents a large gap of knowledge that we simply do not have.

We have done very little studies of virgin bottom land areas, and this remains absolutely the last one left.

If we fail, if we do not get the authorization, if we somehow cannot put this area aside, there will be no second chance to acquire anything like it.

Years ago there were millions——

Senator JOHNSTON. Let me interrupt you at that point, Mr. Elder, to say that the mere act of authorization does not constitute a moratorium on cutting.

There are only two ways to stop that. One is through the forbearance of the owners, and Mr. Beidler—you heard his testimony this morning. He is indicating there will be a 1-year moratorium, whether or not we pass the bill.

The only other way for us to do it is, in fact, to have a legislative taking. What a legislative taking involves is immediate transfer of the dollars. We could not do that this year anyway, it is too late in the year.

Ultimately, the lack of cutting is going to depend on the continued good faith of Mr. Beidler.

Mr. ELDER. I understand that, but I would say the authorization would be the next step in a logical manner of acquiring this area, and that is the point I wanted to make on the moratorium.

I just did not want our chances jeopardized this session by talk of a moratorium for a year. I would like to point out that there are several in-holdings of areas near the Beidler tract of some 1,720 acres which are significant in that they have 11 record trees on them.

The Senator mentioned that just the Beidler tract would be adequate. As a group we are very interested in appropriate buffer zones around it, whatever the Park Service feels would be necessary to protect the integrity of it.

Senator JOHNSTON. Gentlemen, excuse me. I am just advised—I thought my flight left at 2 o'clock and I am advised that my flight leaves at 12:30.

You are just going to have to give a few high points and come to a conclusion in about 3 or 4 minutes. I am sorry.

Mr. ELDER. I will turn my comments over to the rest of the people here.

[The prepared statement of Mr. Elder follows:]

STATEMENT ON THE PROPOSED CONGAREE SWAMP NATIONAL PRESERVE, BEFORE SENATE INTERIOR SUBCOMMITTEE ON PARKS AND RECREATION, FRIDAY, AUGUST 6, 1976

Submitted by: Jim Elder, President, Congaree Swamp National Preserve Association, Columbia, South Carolina

The Congaree Swamp National Preserve Association is seeking to establish a National Preserve at Congaree Swamp on the Congaree River floodplain below Columbia. Our proposal would create the first natural area unit of large size for the National Park System within the state of South Carolina. For several years, we have researched and studied the area, its history, its features, and all matters relating to its protection. We have sought and received the evaluations of experts from many disciplines, and believe that every issue relating to the preservation of the Congaree Swamp now has a firm foundation of documentation sufficient to justify immediate action by the United States Congress to save the unique Congaree forest by federal acquisition.

First and foremost, it has been shown that Congaree is indeed the best example of the South's bottomland forests that remain today in an original condition. Experts, including some of the most experienced and reputable in the country, have personally visited this forest and testify to the significance of the area as follows:

> "It is my considered opinion that the forest I saw on several trips to the bottomlands of the Congaree River is unique and the most beautiful as well as scientifically valuable unprotected forest in the country. Its cutting now would be a tragic loss not only to South Carolina but to the whole nation,

as it represents a superb sample of an almost totally destroyed biotype."

Richard H. Pough
author, conservationist, and former chairman of the Dept. of Conservation and Ecology, American Museum of Natural History, presently President of Natural Area Council, N.Y.

"From a botanical and wildlife standpoint, there probably is no other piece of land of comparable size so deserving of preservation in the American Southeast."

John V. Dennis
ornithologist and biologist

"As far as I know, the Congaree remains the choicest, most beautiful, and very likely the only remaining large tract of virgin bottomland hardwoods in the southeastern United States. The Congaree thus stands as a national treasure, a relic of our environmental heritage that simply must endure - - its loss would be a tradegy to the American public, now on the eve of recognizing that environmental education is the only road to the survival of our culture as we know it. There could be no finer endowment to the educational systems of the Southeast than the acqisition of the great Congaree forest."

Dr. Charles H. Wharton
Professor of Biology, Georgia State University

"I can argue the need for preserving the Congaree Swamp on two grounds. First, as a scientist, I see the need for a large natural bottomland swamp in which ecological processes can be studied. The Congaree Swamp is the best I have seen for this purpose because of its natural state and its proximity to a center of learning, the University of South Carolina. Second, and more important to most people, we need monuments of all original forests of this country, areas to be preserved perpetually as examples of our country in its natural state. Our last opportunity to do this for a bottomland forest is in Congaree."

Dr. James T. Tanner
Professor of Zoology, University of Tennessee and authority on forest ecology in southern bottomlands

The significance of the Congaree Swamp was also emphasized in the 1963 National Park Service report and recommendation to establish a 21,000 acre Congaree Swamp National Monument:

> "...There have been investigations by (National Park) Service Personnel of other similar areas in the Southeast, but none was found which appeared to contain the geological and biological significance comparable to the Congaree Swamp."

And in 1974, the Department of the Interior reaffirmed its high regard for Congaree Swamp by designating 19,800 acres for the National Registry of Natural Landmarks, the only natural landmark in South Carolina.

S.C. Wildlife and Marine Resources Department Studies Beidler Tract Significance and Diversity

During the second half of 1975, at the request of Governor James Edwards, the S.C. Wildlife and Marine Resources Department studied the old-growth forest of the Beidler Tract to generate additional information with which to decide among the various viewpoints on the preserve proposal. Previously, some opponents of preservation had argued that there is nothing unique about Congaree Swamp, and other opponents had suggested that preservation of 1000 or 2000 acres of the Beidler Tract would be sufficient.

The Wildlife and Marine Resources Department study found that "The Tract is unique in that it harbors a diverse and well-developed amalgam of old-growth forest communities, supporting exceedingly large canopy trees. This significance is underscored by the presence of 17 state record size trees, five of which are national records or nominees, as well as several near-record trees. This is an unusually high concentration of record trees. Thus, the Tract appears to be the last major remnant of the mature bottomland hardwood ecosystem once common in the Southeast."

The study showed that vegetation on the Beidler Tract is quite diverse. In uncut areas of the old-growth forest, eleven plant community types were defined according to dominant canopy trees. In addition, variations in tree size and canopy structure of the communities resulted in five distinct "canopy-type" classes. Of the 55 possible combinations af community type and canopy class, 32 were actually located on the Beidler Tract. The reason for describing canopy types as well as community types is that the canopy type of a particular stand gives a picture of the future for that stand, barring natural disaster. For example, if a particular stand now has a middle growth canopy, there is a high probability that it will be a big tree area in the next fifty to one hundred years. The successional cycle proceeds independently throughout the tract, with stands containing large trees occasionally giving way to new growth, while in other stands large canopy trees achieve dominance. Hence, the location of stands of large trees shifts about the tract with a given spot producing large trees on a 100 to 300 year cycle.

An adequate preserve should assure:

1) a representative diversity in terms of canopy and community types
2) a continued presence of old growth and relic canopy types such as successional changes alter the composition and condition of individual stands
3) adequate buffering of communities on the preserve boundary

The Wildlife and Marine Resources Department Study found that of the approximately 15,000 acres in the Beidler Tract, "there is no one portion that represents the diversity of canopy sizes and community types found on the Tract." Therefore, in considering only the Beidler Tract, "the preserve alternative that provides the greatest certainty in terms of diversity and viability over time would encompass the entire Beidler Tract including cut and uncut areas."

Our Goal: The Beidler Tract Plus Buffer Areas

In February, 1974, the Congaree Swamp National Preserve Association and the Sierra Club proposed establishment of a 70,000 acre Congaree Swamp National Preserve to include the entire Congaree River floodplain. The 70,000 acre proposal, for various reasons, jeopardized chances to protect the 15,000 acre Beidler Tract, the most significant forest within the proposal. Therefore, to facilitate preservation of the Beidler Tract, we compromised from our 70,000 acre proposal to a proposal for the entire Beidler Tract plus appropriate buffer areas to protect the Tract's integrity. A preserve of 20,000 to 21,000 acres seems reasonable.

We believe it is logical to include the several inholdings (1720 acres) which lie between the Beidler Tract and the Congaree River, as well as some buffer on the south bank of the river. Although the overall forest quality of the inholdings does not compare with the Beidler Tract, at least two of these inholdings have champion trees which compliment those of the Beidler Tract.

Congaree's Champion Trees

The most recent list of Congaree's champion trees is attached. Currently, twenty-six state record trees, eight of which are also national champions, have been confirmed on the Beidler Tract and its inholdings. Several other nominees on the Beidler Tract await confirmation. The possibilities for new champion trees are quite exciting as the Beidler Tract has not been completely searched. Thus, preservation of the Tract and its inholdings in the National Park System should assure a perpetual supply of national champions in the Congaree Swamp.

Are Forest Products Industry Objections Valid?

Opposition to the preserve proprosal has come mainly from the forest products industry and its spokesmen. We feel that we have answered their objections, and we feel that the economic and forestry information supports our view. For instance, the forest product industry reported that the saving of the Beidler Tract would result in a significant loss of property taxes. To examine this assertion, we had an economist study the property taxes paid on the Tract, and found that less than $7000 is paid annually on the 15,000 acre holding. That is about 47¢ per acre, per year; the taxes add almost nothing to the budget of the county.

Opponents argued that the need for saw timber was critical from this area and that the timber industry would be damaged through loss of jobs and production if the area in question were preserved. It was found through an economic study that the Beidler Tract's preservation would not lead to any loss of jobs because there is a sufficient inventory in the timber market area for those industries involved in harvesting the Tract. South Carolina has 12.4 million acres of commercial forest land. The Beidler Tract represents less than one per cent of the commmercial forest acreage in the local market area. It is less than three per cent of the bottomland hardwood acreage. Fears of decline in the timber industry from preservation of Congaree are groundless.

It is interesting that the Texas Forestry Association supported the preservation of 75,000 acres in the Big Thicket of Texas, a state with but 11.5 million acres of commercial forest land. Big Thicket, thus, encompassed 0.65% of the state's forest land. By contrast, the Congaree proposal involves only 0.16% of South Carolina's forest lands.

The Need For Immediate Protection of the Beidler Tract

The Beidler Tract is indeed an"endangered species"; once gone, there is nowhere we can turn to find a comparable resource. To date, approximately ¼ of the Beidler Tract has been significantly altered by logging activities. Since 1969, the Tract has been logged at a rate of about 500 acres per year. The Wildlife and Marine Resources Department reports that logging during 1975 substantially disturbed or eliminated two of the eleven community types and five of the thirty-two community-canopy combinations, in the old growth forest. Since the Beidler Family has not agreed to a moratorium on logging, further losses in size and diversity of old-growth forest must be expected. Only prompt Congressional action can protect the forest.

Both houses of Congress have before them legislation providing for protection of the Congaree. These bills call for federal acquisition, but state administration of the Congaree Swamp National Preserve. This seems to be a very unusual arrangement, and we do not understand the advantages. In working to preserve the Congaree Swamp as a unit of the National Park System, we had always expected that it would be administered by the National Park Service. We feel that immediate federal acqisition and administration by the National Park Service is the only realistic means of preserving this unique area for the nation.

As proposed by the Congaree Swamp National Preserve Association, we believe this area should be set aside for the use and enjoyment of the maximum number of people possible without jeopardizing its integrity. In regard to its use, we feel that if hunting is permitted, language in the bill must provide that "...(the secretary) may designate zones where, and establish

times when no hunting, fishing, or trapping shall be permitted for reasons of public safety, administration, fish or wildlife management, or public use and enjoyment."

We definitely believe that the public and the biological resources must be adequately protected on the Beidler Tract.

The effort to preserve the Beidler Tract of the Congaree Swamp has been going on for over two decades now. During this time, this area's national significance has been well established. Because of the continued logging activities, we feel that the need for immediate acquisition is evident. Failure to acquire this area as a National Park, Preserve or Monument this Congressional session may indeed seal the fate of this most unique natural resource.

Having been reported out favorably by the House subcommittee, Congaree legislation is nearing completion on the House side. We urge this committee to expedite Congaree legislation now before it, thereby increasing the possibility of favorable Senate action this session.

South Carolina
Wildlife & Marine
Resources Department

James A. Timmerman, Jr. Ph.D.
Executive Director
Eugene A. Laurent, Ph.D.
Director of
Natural Area Acquisition and
Resources Planning

RECORD TREES OF THE CONGAREE SWAMP

STATE RECORDS

| Species | Circumference (at 4.5') | Height | Spread |
|---|---|---|---|
| /*American Holly | 8' 2" | 99' | 40' |
| /*Willow Oak | 17' 8" | 158' | 73' |
| *Loblolly Pine | 15' 1" | 140' | 46' |
| *Red Bay | 4' 8" | 70' | 39' |
| *Shumard Oak | 15' 4" | 149' | 65' |
| *Sycamore | 14' 4" | 166' | 76' |
| *American Elm | 16' 6" | 144' | 72' |
| *Water Tupelo | 20' 11" | 124' | 62' |
| *Honeylocust | 8' 3" | 122' | 36' |
| *Ironwood, Blue Beech | 4' 7" | 60' | 49' |
| **Swamp Cottonwood | 17' 0" | 130' | 120' |
| **Red Maple | 13' 2" | 126' | 85' |
| **Sugar Maple | 8' 3" | 100' | 65' |
| **Box Elder | 6' 8" | 65' | 55' |
| **River Birch | 9' 5" | 120' | 80' |
| **Persimmon | 5' 5" | 110' | 25' |
| **Black Willow | 5' 3" | 70' | 55' |
| **White Ash | 12' 8" | 123' | 90' |

*Found on the Beidler Tract
**Found on adjacent tracts
/Co-Champion

South Carolina Wildlife & Marine Resources Department

James A. Timmerman, Jr. Ph.D.
Executive Director
Eugene A. Laurent, Ph.D.
Director of
Natural Area Acquisition and
Resources Planning

RECORD TREES OF THE CONGAREE SWAMP
(continued)

NATIONAL RECORDS

| Species | Circumference (at 4/5') | Height | Spread |
|---|---|---|---|
| *Possumhaw | 1'8" | 33' | 30' |
| *Laurel Oak | 20'9" | 148' | 76' |
| *Swamp Tupelo (Nyssa sylvatica var. biflora) | 13'1" | 112' | 52' |
| *Overcup Oak | 22'0" | 123' | 48' |
| /*Green Ash(Fraxinus pennsylvanica) | 15'2" | 118' | 74' |
| **Bitternut Hickory (Carya cordiformis) | 11'8" | 133' | 110' |
| **Swamp Privet | 2'7" | 42' | 25' |
| **Sweet Gum | 19'8" | 125' | 100' |

* Found on the Beidler Tract.
** Found on adjacent tracts.
/ Co-Champion

Note: The following are yet to be confirmed nominees from the Beidler Tract:

| | Cir. | Height | Spread |
|---|---|---|---|
| Red Maple | 14'6" | NOT YET | |
| Beech | 10'6" | MEASURED | |
| Persimmon | 5'9" | | |
| Water Elm | 6'6" | 54' | 45' |
| Loblolly Pine | 15'10" | 144' | 50' |

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## STATEMENT OF HON. HYMAN RUBIN, STATE SENATOR, RICHLAND COUNTY, S.C.

Senator RUBIN. Mr. Chairman, I am Hyman Rubin, member of the senate, one of four senators from Richland County where this tract is located. One of 5 in my senatorial district, and I am chairman of the Richland County delegation of 15 members.

I have come up here, the facts have been represented, and with every ounce of conviction I have to urge in the strongest manner that I can that you act favorably upon this magnificant opportunity.

It is the forest of champions. It has been described as the greatest unprotected forest on the continent. I think it would be a disaster, almost sacrilegious to lose it.

Thank you.

Senator JOHNSTON. Senator, that is a very persuasive statement, and I am particularly pleased and honored to have you here. I am a former State senator myself, and I know that State senators do not come up to Washington, D.C., unless they are very interested in something.

So your presence here is very persuasive, you and your representative colleague, as well.

[The prepared statement of State Senator Rubin follows:]

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SENATOR, RICHLAND, CHESTER AND FAIRFIELD COUNTIES
SENATORIAL DISTRICT NO. 7
SENATE OFFICE NO. 3

HOME ADDRESS:
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COLUMBIA, S. C. 29250


COMMITTEES:
EDUCATION
FINANCE
LABOR, COMMERCE AND INDUSTRY
MEDICAL AFFAIRS
RULES

STATEMENT OF HYMAN RUBIN, SENATOR OF SOUTH CAROLINA, TO U.S. SENATE SUBCOMMITTEE ON PARKS AND RECREATION IN SUPPORT OF S. 3497 AND S. 3498 TO PRESERVE THE CONGAREE SWAMP, AT HEARING AUGUST 6, 1976.

I am Hyman Rubin, Senator and Chairman of the legislative delegation from Richland County, South Carolina, the county in which the Congaree Swamp is located. I am here today to express to you the firm desire of local citizens from my area for prompt action by Congress to preserve Congaree Swamp. Citizens from my county have worked to preserve the Beidler Tract of Congaree for over twenty years. This forest is one of the most beautiful and certainly one of the most ecologically significant natural areas in our state.

I have strong conviction that the Congressional action we are seeking is appropriate and, in fact, the only feasible means of rescuing one of the most ecologically significant natural areas in our region, the priceless forest of Congaree Swamp. For many years citizens have explored the possibility of state or private purchase, donation, or trade of land so that Congaree could survive. None of these alternatives offered any help. The main reason is that the 15,000 acre Beidler Tract is too large and too expensive for these alternative mechanisms. For example, it would be unrealistic to expect any significant donation of property since the Beidler family depends on such holdings for its income and deserves full payment if revenues from their holding should cease. Our state simply does not posess any lands that are likely prospects for a land swap. Due to the cost of the area, we have after persistent inquiries, been unable to find a private organization capable of accomplishing this large purchase on its own.

Our state is already deeply committed to preservation of other natural areas,

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THE SENATE OF SOUTH CAROLINA

COMMITTEES:
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often without any Federal or private assistance. For example, our state last year acquired by gift the 25,000 acre Santee Coastal Reserve, to be kept in its natural state for posterity. We have managed the 16,000 acre Santee Swamp as well. Another large coastal plantation will soon be added to our Heritage Trust system for protecting natural and historical sites, and many other sites are under study for inclusion in this system our legislature created this year. Two sea islands, Capers and Turtle Islands, totalling 5,000 acres were acquired in the past year. We now have 40 state parks toatlling 60,000 acres and are negotiating for the addition of 2500 acres more.

In short, South Carolina is deeply committed to preservation of its natural heritage, but is unable to do more due to budget constraints and cannot purchase the Beidler Tract. We are acting to protect many areas of more than local significance without seeking Federal assistance, but we are clearly unable to assist financially by purchasing Congaree. We must ask Congress to save Congaree Swamp.

South Carolina does support the proposed Congressional action. Our Governor, our U.S. Senators, our six Congressmen, and the general public are firmly behind the proposed establishment of a preserve. As a demonstration of our interest in the issue, our state funded a major study of the Beidler Tract of Congaree. The study, conducted by the South Carolina Wildlife and Marine Resources Department, updated and expanded upon earlier work by the National Park System and has been instrumental in helping the Park Service and other officials determine the size of the area that should be included in the preserve. In sum, the study showed that the champion forest known as the Beidler Tract is extremely diverse and that a large area, preferably the entire

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15,000 acres, would be needed to assure the preservation of Congaree's diversity and its continuity over time. The study reaffirmed findings that Congaree is the only forest of its kind remaining in the Southeast.

I wish to note that the South Carolina Senate has debated the Congaree issue, but has not expressed itself as to whether the area should be preserved. Three members authored a resolution against preservation by the state or Federal governments, but Senate members like myself from the county in which the Beidler Tract is located were able to prevent that resolution from passing. The Senate did pass a resolution with a 15-12 vote which puts it on record as opposing acquisition of Congaree Swamp by "condemnation or confiscation." I regard that resolution as a rather strange statement since I am confident the Federal government in acquiring this area will pas y fair price and respect property owners' rights, and since there is no dislocation involved with the preservation of the Beidler Tract. In any event, the county delegation in which Congaree Swamp lies has expressed strong support for the preservation of the Beidler Tract, which is attached to my remarks.

In conclusion, I wish to point out that Congaree Swamp merits inclusion in the National Park System. Countless scientific experts have indicated that the "Forest of Champions" is unique and ecologically priceless. It is an area highly suited to public recreational and scientific use, it contains abundant wildlife and has much potential for educational use. It would be located in a state which lacks a single major unit of the National Park System, and which urgently needs to rescue great natural sites while time still remains. Dr. Richard Pough, former Chairman of the American Museum of

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THE SENATE OF SOUTH CAROLINA

COMMITTEES:
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RULES



Natural History's Department of Conservation and General Ecology, calls Congaree the "greatest unprotected forest on the continent." Twenty-four of Congaree's trees are the largest of their species in our state, while six are national champions. Congaree Swamp is not just rare, it is unique; it is not just an important natural area, it is one of the most ecologically significant forests in our nation. The only alternative to immediate action is immediate destruction; we must ask for swift action by Congress. I urge you to preserve Congaree Swamp as quickly as possible, with action this year.

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# Richland County Legislative Delegation

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May 4, 1976



The Honorable Roy Taylor, Chairman
Subcommittee on National Parks and Recreation
House Office Building
Washington, D. C. 20515

Dear Congressman Taylor:

We, the undersigned members of the Richland County Legislative Delegation, hereby go on record as supporting Congressman Floyd D. Spence's Bill H.R. 11891 for acquisition of a portion of the Congaree Swamp as a National Preserve.

People of our county have worked for twenty years to protect the unique forest of the Congaree Swamp. It is our opinion that its preservation would be of great local and national significance. As you know, the area is primarily located in Richland County and the Delegation has been close to the situation for many years and understands the necessity for prompt action to save the area.

Your favorable consideration to include our support in the record of the Committee's hearing will be appreciated.

Sincerely,

Hyman Rubin — I. S. Leevy Johnson — Bill Campbell
Walter J. Bristow, Jr. — Jean Hoefer Toal — H. Parker Evatt
T. Travis Medlock — Joyce C. Hearn — George W. Wilson
Isadore E. Lourie — Kay Patterson
John A. Martin

Senators

Representatives

Representatives

## STATEMENT OF ROBERT L. JANISKEE, PH. D., RECREATION RESEARCH SPECIALIST, DEPARTMENT OF GEOGRAPHY, UNIVERSITY OF SOUTH CAROLINA

Dr. JANISKEE. I am Dr. Robert Janiskee, recreation specialist. You have already discussed the recreational values, and I will be happy to answer your questions on that subject to the best of my ability, emphasizing that there has not been a formal study and many of our conclusions are quite tentative.

The first thing emphasizes that the recreational use in the southern river bottom swamps is steadily and rapidly increasing. When we can get reliable use data, we find them very impressive.

Just below the Beidler tract, the State-owned Santes Farm has more than 66,000 visitations a year. Georgia's Okefenokee is not a river bottom swamp, but had a quarter of a million visitors last year alone.

We could expand the list, if time permitted. The river bottom swamp that we are talking about here, the Beidler tract, offers significant recreational and educational opportunity to a variety of users, especially during the approximately 190 days a year.

Senator JOHNSTON. Let me cut off at that point, because now in addition to having to leave I have a vote over there which I want to make before I catch the plane.

Mr. Beirne here is our professional on the staff on parks and recreation and he will finish this part of the hearing.

Let me say very briefly that my tentative feeling is, first, that we must take action to acquire the swamp. The question is how, when, under what legislative mandate?

My tentative view is that we ought to accept the advice of the Park Service and Mr. Beidler, let them complete the study. It is very late in the year anyway and we would have a difficult time getting this up to markup anyway.

We certainly could not get it funded, and I am inclined to think it would probably be more appropriate to wait for that study to be completed.

Mr. Beidler indicated that he would go along with the moratorium in the meantime. That is my tentative feeling. Mr. Beirne will finish this part.

Is the commander of the American Legion here? I can almost guarantee that we are going to pass your bill, first, because I am a member of the American Legion and, second, because you are going to give us something. If you will tell the commander that I had to leave and Mr. Beirne will finish up the hearing.

Thank you all for coming. You have been very helpful and Jim Beirne, our professional staff member will finish the hearing. Thank you very much, gentlemen.

Mr. BEIRNE. Please continue.

## STATEMENT OF ROBERT L. JANISKEE, PH. D.—Resumed

Dr. JANISKEE. The rest of my comment about recreational opportunity is we can figure in an average year there are about 190 days when inconveniences, such as periodic flooding, mosquito eruptions, and flooding are at a minimum, and the construction of boardwalks which are included in other swamps elsewhere would extend that period of utilization.

The optimum conditions occur during the fall, winter, and low water periods in the spring. At those times active land-based recreation, such as nature trail hiking, backpacking and camping, picnicking, water-based recreation such as canoeing, boating, fishing, and nature observation and interpretations, sightseeing, photography, study of trees and wildflowers, and the like occurs.

I might mention, too, that the Congaree River itself is a major recreational resource offering pleasure boating, sightseeing, and some of the finest striped bass fishing in the world.

Mr. BEIRNE. Do you have any estimate on visitor day use?

Dr. JANISKEE. We have been reluctant to mention specific figures for that, because we have no reliable studies on which to base them.

Senator RUBIN. May I make an observation along that line? Geographically, this tract is right in the heart of the State. It is almost anomalous that this virgin forest still continues so close to a large industrial development.

The city of Columbia, the capital city in this county is in the direct center of the State. We have a great network of highways coming through and prospects of very broad general use, it seems to me, would be enhanced by this location.

Dr. JANISKEE. In terms of expanding the comment about accessibility, there are more than 14 million people that live within 300 miles of this area, which is a distance amounting to an easy day's drive.

It is connected by Interstate 26, an excellent State highway, to I–95, which carries 30 million motor vehicles a year and thousands of people would take advantage of such a minor detour to enjoy an opportunity like this.

It is worth mentioning that the monetary costs associated with acquiring and maintaining this preserve are attributable to removing the land from production from tax rolls is offset to some degree by the income and value associated with a recreational, educational and scientific use.

I would hasten to add that justification for acquiring this land certainly does not stand or fall on its recreational value.

And most of these recreational and educational values are something that you would find difficult to put a dollar tag on anyway.

Based on estimates such as those obtained for the Ocolie River Swamp in Georgia and so on we can begin to make estimates about the annual dollar value, but we have not considered that.

Finally, in contemplating the potential use of this facility we ought to bear in mind that this is an ecosystem that can be seriously damaged through overuse, and recreational values of the type like solitude and quiet can be utterly destroyed through crowding and congestion, and the fact that many of our national parks and monuments are being trampled to death right now as annual visitations approach 300 million causes a lot of us to shudder at releasing hordes of recreationists in this magnificent forest.

I trust that the same wisdom that moves to acquire this property in the name of the American people will prudently manage it as a priceless heirloom, worthy of passing along to future generations.

Thank you.

Mr. BEIRNE. Thank you.

[The prepared statement of Dr. Janiskee follows:]

Statement Prepared for Delivery to
the United States Senate Subcommittee
on Parks and Recreation

on the subject of

# S. 3497/3498 -- A Bill To Authorize the Establishment of the Congaree Swamp National Preserve in South Carolina

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August, 1976

I would like to thank the Senate Subcommittee on Parks and Recreation for extending me this opportunity to comment on the merits of S. 3497/3498, which proposes to authorize the establishment of a Congaree Swamp National Preserve (or National Monument) in South Carolina. My comments are offered to support the argument that the Committee should favorably report this bill and put it on the Senate floor for a vote before the current session ends.

I am presently serving as Assistant Professor of Geography at the University of South Carolina. My interest in the Congaree Swamp National Preserve controversy stems from my training as an outdoor recreation research specialist and from a recreational demand and feasibility study of the Beidler Tract -- the area comprising the proposed preserve -- which I am presently preparing in cooperation with the National Park Service. For the past year I have devoted the bulk of my research activity to this topic, and in doing so feel that I have become qualified to comment on the merits of the preserve in general as well as on the preserve's recreational potential in particular. As an advocate of the preserve I have delivered speeches and lectures, prepared position papers and other manuscripts, and offered testimony in public hearings before the South Carolina General Assembly, the South Carolina Senate Committee on Agriculture and Natural Resources, and the U. S. House Subcommittee on National Parks and Recreation (ref. H.R. 11891).

At the request of the National Park Service's Federal, State and Private Liaison section, I recently submitted an article on the Congaree Swamp to the editor of TRENDS (a publication of the Park Practice Program, National Recreation and Park Association). This manuscript was prepared for the specific purpose of presenting a balanced picture of

the controversy surrounding the proposal to create a Congaree Swamp National Preserve. I believe that the salient arguments on both sides of this issue are fairly presented, and that the contents of the article will prove to be consistent with the scientific evidence presented to this Subcommittee even if interpretation of these facts invites differences of opinion between opponents and proponents of the bill under consideration. I am attaching a copy of this manuscript in the belief that it will offer a useful context within which to evaluate facts and opinions which cannot be adequately interpreted in isolation.

A capsule description of the Congaree Swamp and the Beidler Tract is presented on pages 1-6. Pages 6 through 9 summarize the sequence of events leading up to the April, 1976 public hearing on H.R. 11891 conducted by the U. S. House Subcommittee on National Parks and Recreation, emphasizing the sense of urgency which permeates preservation efforts now that logging has begun seriously and irreversibly to degrade the ecological integrity of the proposed preserve. The salient arguments of those who are in opposition to the preserve are summarized on pages 9-12, and the preservationist rationale is discussed on pages 12-18. The concluding pages attempt a dispassionate description and analysis of some of the more important economic and political facets of the preserve controversy.

In placing this document at the disposal of the subcommittee, I am mindful of the fact that preservation is a value judgement and is accordingly subject to legitimate differences of opinion. Indeed, spokesmen on both sides of this issue have offered and will continue to offer some opinions which are diametrically opposed. It remains that there is only one universe of facts, however, and that this is the rightful realm of the objective decision maker. My deep-felt con-

viction is that an objective analysis of the facts and evidence leads to the conclusion that a Congaree Swamp National Preserve should be established.

Included among the facts in evidence are several which I consider to be especially significant. Because these facts will be detailed in various statements and documents submitted for the Committee records, I will list them here for emphasis with a minimum of commentary.

(1) The Beidler tract is unique among forests on this continent. Whether described in terms of its numerous record-sized trees, its extensive size, its nearly unblemished condition, or its other significant biological attributes, it is literally beyond comparison by virtue of the fact that the others of its kind have been eradicated or reduced to pitifully small remnants. A remarkable natural landscape relic such as the climax forest of the Congaree Swamp could therefore be aptly termed a modern day dinosaur. Should it ever perish at human hands, its kind will perish with it and the biological diversity of the planet will be that much the poorer. "The first rule of intelligent tinkering," Aldo Leopold has reminded us, "is to save all of the pieces."

(2) The issue here is not whether we should preserve a few champion trees which might be described as interesting specimens; rather, it is whether we should save a record FOREST. Preserving the entire Beidler tract will help to provide an adequate margin of safety against the hazards of windstorms, disease, fire, and other phenomena capable of inflicting extensive damage or even destroying a preserve of token size. A large preserve offers the added advantage of a higher social and physical carrying capacity for visitor use.

(3) If a Congaree Swamp National Preserve is to be created at all, it must be created quickly. Selective logging and clear-cutting

is proceeding at the rate of 500 or more acres per year, and uniquely valuable portions of the tract are being irreparably damaged or destroyed even as we deliberate the issue of their preservation. In the absence of a moratorium on logging, a protracted delay in arranging for the acquisition of this property will result in a most lamentable disruption of the ecological integrity of the virgin forest and an irretrievable loss of some of the forest's most unique and appealing qualities.

(4) Terminating commercial timber production in the Beidler tract would not have the effect of relegating thousands of acres of land to unproductive or idle status. It has been established that the preserve will prove useful for scientific and educational purposes. Moreover, although formal recreation demand and feasibility studies of the Beidler tract remain incomplete, the evidence thus far suggests that the outdoor recreational potential of the area is substantial. With proper management, the preserve could be a popular facility for sightseers, hikers, campers, boaters, canoeists, picnickers, photographers, nature study enthusiasts, and anyone seeking solitude to escape from urban noise, congestion, and other "city troubles." Remote in atmosphere only, the proposed preserve must certainly rank as one of the most conveniently located significant wilderness areas to be found anywhere in eastern North America. It lies within the Primary Recreational Demand Area of the Columbia SMSA, readily available to its more than 323,000 people. Regionally, more than 14 million people live within 300 miles of the tract, a distance which can be described as a relatively easy day's drive on routes feeding into an excellent interstate highway net converging in the vicinity of the Congaree Swamp. The recreational appeal of swamp-type ecosystems has not

yet been adequately documented, but it is known to be on the increase. The nearby state-owned Santee Swamp is intensively used (about 66,300 visitations annually), and the recently completed S.C. Wildlife and Marine Resources Department survey of the Beidler tract concluded that the tract should be similarly attractive. The fact that Georgia's famed Okefenokee National Wildlife Refuge drew more than 250,000 visitors in 1975 implies that swamp-type ecosystems have significant visitor appeal at the regional and national scale.

(5) While recreational use of the preserve will apparently offset some of the economic losses attributable to foregoing commercial timber production in the Beidler tract, it must be acknowledged that visitor use exceeding the social and physical carrying capacity of the preserve can result in a loss of some of the area's most appealing qualities and can inflict unacceptable physical damage to an environment which is in many ways a fragile one. Some natural area units already in the National Park System are being "loved to death" through over-use, and it would be irresponsible to suggest that the proposed Congaree Swamp National Preserve should be made vulnerable to the same fate. The preservation of the tract's ecological integrity must be regarded as an indispensable component of a management policy emerging from a clear understanding of limiting factors imposed in the form of ecosystem functions which must not be disrupted beyond their limits of tolerance.

Thank you.

# THE PROPOSED CONGAREE SWAMP NATIONAL PRESERVE

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April, 1976

5 August 1976

Addendum

An edited version of this manuscript is scheduled for publication in TRENDS this month.

Robert L. Janiskee

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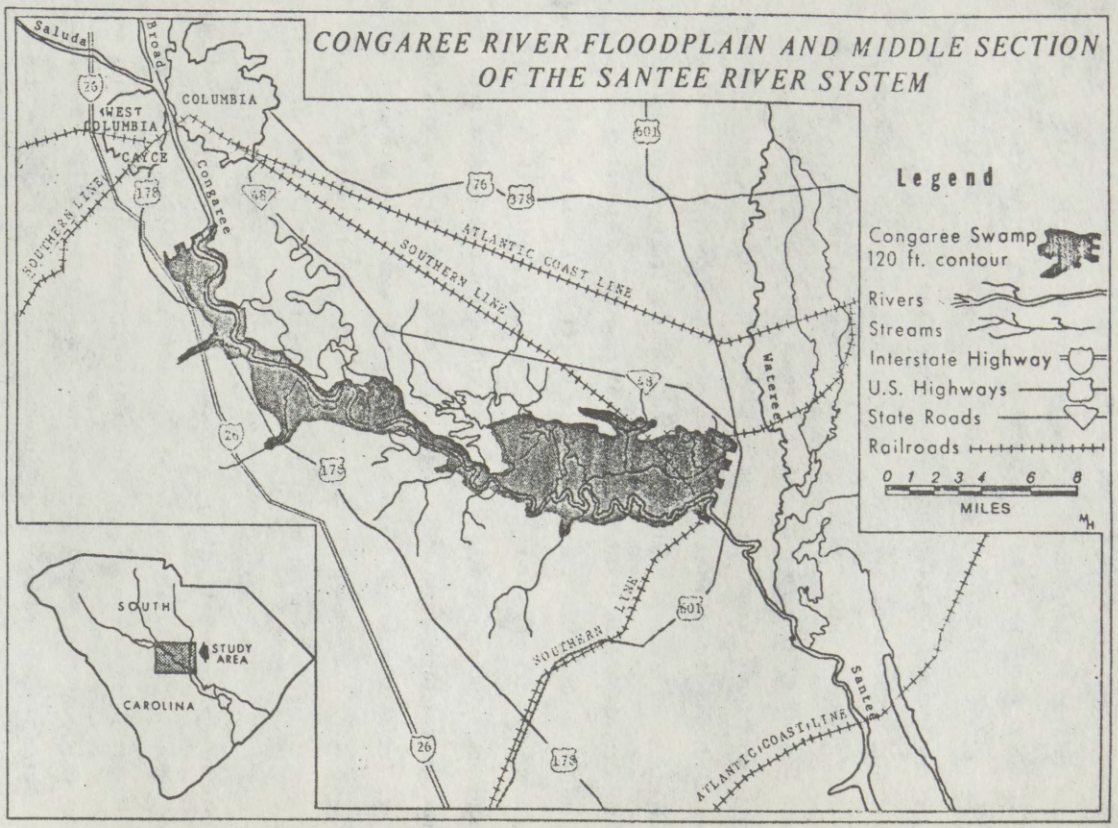
## The Flood Plain Belongs to the River

The Congaree River, the "architect" of the Congaree Swamp, is a small link in the sprawling Santee River system which rises from three sources on the southeastern flank of the Blue Ridge Mountains, crosses the piedmont, dives down onto the coastal plain, and winds its way to the Atlantic. The 545 mile long main stem of the system begins near Asheville, North Carolina at the headwaters of the Catawba. Several hundred miles downstream the Catawba becomes the Wateree, then flows about 75 miles to join the Congaree and form the Santee. The Congaree River itself is formed at Columbia by the confluence of two lengthy tributaries, the Saluda and the Broad. The Congaree is a short river, extending only about 30 miles as the crow flies from Columbia to its junction with the Wateree. Like many another rivers in the Carolinas, it traces its name to Indians who lived in the vicinity.

The Congaree is perched on the highest of the several coastal plain terraces which lie below the Fall Line erosion front between the metamorphic and igneous rocks of the piedmont and the softer unconsolidated sediments of the coastal plain. The ancient granitic basement rocks exposed at the Fall Line rapids of the Congaree are perhaps 300 million years old; below the Fall Line and extending southward and eastward, this basement rock is overlain by gently seaward sloping marine sedimentary beds dating as far back as the Cretaceous, about 80 million years. The Tuscaloosa sand deposits lying on the upper terrace were piled into great dunes, now known as the Sand Hills, by the tides and waves which washed over them when this was an ancient inland coast. The Congaree has cut through the Sand Hills, and in places the southern margin of its flood plain is crowded by sand bluffs more than 300 feet


CONGAREE RIVER FLOODPLAIN AND MIDDLE SECTION OF THE SANTEE RIVER SYSTEM
Saluda
Broad
COLUMBIA
WEST COLUMBIA
CAYCE
Congaree
SOUTHERN LINE
ATLANTIC COAST LINE
Wateree
Santee
Legend
Congaree Swamp 120 ft. contour
Rivers
Streams
Interstate Highway
U.S. Highways
State Roads
Railroads
0 1 2 3 4 6 8
MILES
SOUTH CAROLINA
STUDY AREA

high at or near the water's edge. There are no high bluffs hemming in the northern side of the channel, and so the Congaree readily spills its floodwaters onto the flood plain lying on that side of the river.

Like other rivers in the South, the Congaree becomes sluggish when it comes down off the piedmont and emerges on the coastal plain. At the Fall Line it bears a heavy burden of sediment and strives to deepen its channel. On the coastal plain terrace, however, it adopts the meandering path typical of slowly moving mature streams and extends its energy in quite a different way. The river cuts laterally on the outside of its meanders, and the alluvial debris thus removed is redeposited on the inner flanks of meanders downstream. The downhill transport of sediment is thus accomplished in a slow and piecemeal fashion. So winding is the path of the river that the 30 mile trip to its confluence with the Wateree is a 60 mile trip by water. So flat is the flood plain that the river drops but 6 inches per mile for much of its length. Changing courses frequently, and thus migrating back and forth across its flood plain, the river leaves in its wake a rich and finely textured alluvial soil. The former river courses are clearly visible on the flood plain in the form of curvilinear and banded topographic and vegetation patterns. Literally hundreds of ponds, bogs, and narrow waterways dot and cross the flood plain in a grand mosaic, their levels and flows varying with the swelling and ebbing of the river itself. When upland rains flood the river and send silt-laden waters surging over its banks, this maze of waterways and depressions accepts and distributes them. When the river level drops, the water — cleansed of many pollutants, and relieved of much of its sediment load -- returns to the main channel.

The flood plain principally lies on the northern side of the river, where it reaches a width of about 3 to 5 miles before encountering low

wooded bluffs. On the southern side of the river, high Sand Hills bluffs confine the flood plain to a width of a quarter-mile or less. The flood plain is located between the 90 and 120 foot contours, with the larger fraction at elevations between 90 and 100 feet above sea level.

## Forest of Champions

The Congaree Swamp is about 70,000 acres in size, and occupies virtually the entire flood plain of the river beginning at the first bend below Columbia. Its periodic flooding and the presence of features such as sloughs (or "guts") and bogs qualifies it as a swamp in the ecological sense of the term. It is not a swamp in the conventional use of the term, however, but rather a river bottom hardwood forest community. Indeed, most of the Congaree Swamp is reasonably dry except after floods or unusually heavy local rains. The forest floor is clear of heavy undergrowth in most places and might be described as grove-like except for vines, shrubs, and occasional cane breaks along the creeks and river banks. It is sometimes described as having a tropical rainforest appearance, especially when viewed from above.

The lower level of the swamp, which is inundated during much of the year, harbors baldcypress, water tupelo, button bush, and other species of trees and shrubs that can grow in standing water the year round. The upper level of the swamp, flooded only during short periods, generally stands about 1 to 4 feet above the level of the sloughs and ponds. The plant community of this level consists of a wide variety of species, such as oak, hickory, ash, and sweetgum (the most common tree in the swamp). Though none of the trees in the upper level can grow in water which stands the year round, all can tolerate standing water for a few days or a few weeks at the time. Characteristic plant associations are

found elsewhere in the swamp, such as along the northern bluffs, in the vicinity of bogs and ponds near the northern edge, along the river banks, and along nearby field edges. Several wooded species, especially dogwood and tulip poplar, are found only on the few low dirt mounds which were built long ago to shelter cattle from floods. Some stands of shade intolerant loblolly pines, normally a rarity in a bottomland hardwood forest, are found along the northern edge of the swamp, and in some places deep within it. The best explanation for their presence seems to be the occasional occurrence of forest fires, or violent storms which open substantial gaps in the forest canopy. A number of shade tolerant shrubs are common in the understory.

The swamp supports wildlife typical of southern bottomland hardwood forest habitat. The bird life has been studied to a much greater degree than the other fauna, and it is known that rare and endangered species such as the red-cockaded woodpecker, Mississippi kite, swallow-tailed kite, Swainson's warbler, osprey, and bald eagle share the swamp with more common birds such as owls, ducks and wild turkeys. Some ornithologists believe that the ivory-billed woodpecker might yet be rediscovered in the swamp, but there is no conclusive evidence that it survives there. Deer, raccoons, wild hogs, and squirrels are among the more common mammals.

Interesting as it may be, it is not the wildlife which makes the Congaree Swamp so special a place. Rather, it is the relatively unspoiled appearance of literally thousands of acres of the forest, and most particularly the unusually large size of the trees. The most spectacular stands are found in the "Beidler tract" (so named for the family which has owned it for three generations), an approximately 14,700 acre area located along the middle third of the river's course beginning about 15 miles be-

low Columbia and extending along the northern side for about 11 miles in a strip averaging 2 to 2 1/2 miles in width. The flood waters which inundate portions of the tract about 10 percent of the time (in an average year) provide moisture and nutrients which promote the growth of trees in this climax forest which can only be described in superlatives. It is a "forest of champions" in the literal sense of the term, for some of the trees are of record size and for each of these there are others of similar proportions. A recent compilation established that seventeen state record trees, including five national champions (loblolly pine, overcup oak, possumhaw, laurel oak, and swamp tupelo) are found in the Beidler tract; additional record-size trees are reported to exist on in-holdings. Still larger trees may yet be discovered, for much of the area has not been carefully explored and only about 20 percent has been timber cruised. The trees often grow to unusual heights for their species, commonly in the 130 to 150 foot range for the taller ones, some of which top 160 feet. Many of the giants are unusually old for their species. For example, although loblolly pines seldom grown older than 200 years elsewhere, there is a stand of these pines in the Beidler tract which is more than 300 years old.

## A Sense of Values

Though it is the largest tract of climax swamp forest left in America, containing the only remaining large stands of virgin mixed bottomland hardwoods on the East Coast, the Beidler tract is presently regarded as a commercial forest by its owners. As such, it faces the same fate as the repeatedly logged adjacent forested flood plain. Because there are no undisturbed stands of southern bottomland hardwood forest which are even remotely comparable to the Beidler tract, environmentalists have

quite understandably raised the issue of its preservation. Continued Local citizens have voiced concern for the future of the tract since the 1950s. In 1963, the National Park Service recommended that the Beidler tract be established as a Congaree Swamp National Monument. Owing to the strength of the opposition and the general lack of public interest, little support was evidenced until recently. Contemporary feeling is that the Beidler tract may be the finest unprotected forest on the continent, and it has accordingly become a priority preservation goal. With the active support of groups such as the Siarra Club, the South Carolina Environmental Coalition, and the Audubon Society, the Congaree Swamp National Preserve Association has worked toward the goal of establishing a Congaree Swamp National Preserve as South Carolina's first natural area unit in the National Park System.

A day-long "Congaree Action Now!" rally was staged in the state capital on September 20, 1975 to shift the preservation movement into high gear. Even the sponsors were surprised when more than 700 people showed up to listen as scientists and nationally prominent environmentalists joined local leaders in documenting the case for preservation. Significant developments were to follow in rapid succession shortly thereafter. In November, the Beidler family announced their willingness to sell all or part of the tract at fair market value. In December, a South Carolina Wildlife and Marine Resources Department survey of the Beidler tract was released. Its findings were consistent with the preservationists' argument, and it served as a stimulus to action for those who had withheld judgement pending its release. In February, 1976 Governor Edwards discussed preservation options with U. S. Department of the Interior officials, signalling a major shift in his position on the issue. That same month the South Carolina General Assembly passed a resolution urging the

establishment of a preserve in the Congaree Swamp, and a bill (H.R. 11891) asking congressional authorization for federal acquisition of the Beidler tract was introduced in the U. S. House of Representatives. As of this writing (April, 1976) the bill reposes in the House Subcommittee on National Parks and Recreation. The Park Service dispatched a study team to the Beidler tract in mid-March for purposes of updating the report the agency published in 1963. The House Subcommittee nevertheless chose to schedule a public hearing before the anticipated completion date of the study. This has encouraged proponents of the preserve, as such a departure from normal procedure suggests that the preserve proposal may receive priority consideration. Whether the bill will be brought to the floor for a vote during the current session remains to be seen.

## A Sense of Urgency

Even while the preservation effort gains momentum, its success is far from assured. The Beidler heirs are interested in selling their land for an as yet undetermined fair market value (which has been "guesstimated" at not less than $20 million), but they remain unwilling to declare a moratorium on logging pending the outcome of the negotiations. Consequently, the Beidler tract is presently being delivered to the plywood and furniture factories piece-by-piece. Selective logging and clear cutting has been proceeding at the rate of 500 to 1,000 acres per year, and about 3,500 acres have been cut over since 1969. Logging is moving into some of the best portions of the tract, seriously threatening several of the eleven remaining plant community types representing distinct associations of species. The preserve concept is based upon the uninterrupted presence of representatives stands with large canopy trees. The reduction of community diversity resulting from logging is therefore viewed with

growing alarm. It is difficult to specify precisely how much additional logging can be tolerated before this desirable attribute of the preserve is irretrievably lost. However, it has been established that the entire range of canopy and community diversity present in the Beidler tract could be represented in a 5,000 to 7,000 acre preserve including areas in both the eastern and western portions of the tract.

If the Beidler tract's future is uncertain, one fact remains abundantly clear; as long as the tract remains privately owned, there can be no guarantee that its present ecological integrity and unique biological attributes will not be destroyed forever. Once the virgin tract is systematically logged, it cannot be restored to a pristine condition at any cost. The present pace of logging, even if it is not stepped up, will ensure that the Beidler tract will be reduced to a pitiful shadow of itself within a relatively few years. Preservation efforts are thus permeated by a sense of urgency arising from the realization that a preserve must be created quickly if it is to be created at all. Establishing a preserve from which the very heart has been ripped would be a shallow victory for the preservationist cause.

## A View of the Opposition

Proponents of the preserve are facing a monumental problem in communication and persuasion. For instance, when it becomes necessary to ask people to protect a southern riverbottom swamp, there is no getting around the fact that the public is appallingly ignorant about this type of ecosystem and regards it with revulsion or fear. The prevailing image is of a dark and foreboding nightmare come to life, a land of health-sapping miasma, voracious mosquitoes, venomous snakes, and formless terrors lurking in the gloom. To the city dweller, the locust of his premieval

fears is no further away than the nearest riverbottom swamp. However, misshappen image, however distorted the facts, it remains that an image accepted as true has the power to shape behavior. It is difficult enough to get the public to protect natural environments which are widely regarded as nurturing to human life. How do you convince people to protect a place that is called a "swamp"?

And then, the threat to the swamp presents itself not in the form of a monolithic and greedy robber barren, but rather in the form of an at least superficially rational and compelling set of arguments in favor of logging in the public interest. In the overview, it is generally accepted on both sides on the issue that a healthy and productive wood products industry is important to the economic welfare of the nation, and even the most ardent preservationists acknowledge that we cannot create wealth by enjoying the recreational, esthetic, educational, and other "intangible" benefits of forests held solely in inviolate preserves.

In the absence of truly compelling arguments to the contrary, public interests would appear to be served best by placing timber production on private woodlands on a sustained yield basis, with provision for complementary uses of the land which serve recreational, educational, scientific, and other needs in "multiple-use" fashion. Sustained yield hardwood forests obviously provide continuing sources of employment in the wood products industries satellited upon them. To county governments, these income-producing operations mean tax revenues. To outdoorsmen, they are places to hunt and to fish. To these people and to many others, multiple use timber harvesting operations have come to be associated with economically and socially valuable concepts such as wealth, productivity, and opportunity. Forest preservation, on the other hand, has come to be associated with negative concepts such as "idle" land, inefficiency, and

self-denial.

Coupled with the sustained-yield philosophy, critics of the preserve proposal have made much of the fact that most of the Congaree Swamp has been repeatedly logged for many years. In the Old Kingsville Station area, for example, the Holly Hill Lumber Company has harvested a 12,000 acre "tree farm" tract for about 40 years. Even the Beidler tract itself is not a truly primitive area in the strictest construction of the term. It was selectively logged for cypress along the creeks and guts by the Beidlers' Santee River Cypress Lumber Company around the turn of the century. (No roads were built, no hardwoods were cut, and most of the swamp was left undisturbed; the objectionable scars have greatly diminished.) The Cedar Creek Hunt Club has constructed several club houses, several miles of improved dirt roads, and about 25 miles of trails. There are a few remnant field dikes (ca. 1830-1842), some small cleared fields, and a few cattle sheds along the river. Cattle and hogs are still grazed in parts of the swamp as they have been since Colonial times. In sum, major portions of this swamp have been used by man for one purpose or another for the last 235 years. This offers a conceptually tidy argument to people for whom the question of pristine naturalness is to be answered with a simple yes or no. By implication, only a truly virgin area is worthy of protection, and an area which bears any evidence at all of man's encroachment is beyond salvation.

An additional argument centers on the notion that it would be possible to log the Beidler tract without altering its basic ecological characteristics, thus ensuring that "nothing would be lost for all time." There have been promises that record-size trees will not be cut, and that buffer strips will be left around them. Though some clear cutting would be employed to promote regeneration, the basic method of harvesting would

involve the selective cutting of trees which are, in the parlance of the professional forester, "overmature." The Beidler's consulting forester has told them that their timber values will deteriorate if the trees are not harvested soon, adding that nature will surely harvest trees that man does not. This line of reasoning tends to be well received by a public which has been carefully schooled in the fact that sound conservation demands the utilization and replacement of renewable resources with a minimum of waste. An extension of that reasoning is that logging the Beidler tract would be conservation at its ideological best, and that sparing a few of the forest giants or a few thousand acres of the forest itself would be an expansively benevolent gesture.[9] A phenomenon worthy of special mention is the raising of hackles resulting from any implication that the acquisition of a forest preserve might have to be accomplished by condemnation proceedings under the government's rights of eminent domain. Posed as a serious issue, the "invasion" of traditional personal property rights (regardless of whether it is real or imagined) offers a rallying point for anti-preservationist sentiment and tends to muster the support of many who would otherwise be apathetic witnesses to the conflict.

Critics of the preserve proposal have also largely stressed the economic impact, including so-called "multiplier effects," on the very important South Carolina forestry industry. This impact is expressed in terms that the public can easily relate to -- the loss of productivity, and especially the loss of jobs. The potential loss of tax revenues has been cited quite pointedly by opponents of the preserve.

## Advocating Protection

Proponents of the preserve are confident that informed public opinion will favor the creation of a Congaree Swamp National Preserve.

Consequently, educating the public is seen as a critically important factor in the preservation effort. One part of this task consists of ensuring that the public becomes fully aware of the positive benefits of a preserve. Another consists of rebutting the statements of opponents that they feel are irrelevant or erroneous, since those making the preservation proposal are obliged to defend it. Preservation is a value judgment, and is therefore subject to legitimate differences of opinion. However, there is only one universe of facts, and this is the rightful realm of the objective decision maker. Of necessity, the coalition has carried on a running point-counterpoint refutation of the arguments forwarded by those who back continued logging. This is understandingly confusing to the public, since it tends to seem simply that each side is calling the other a liar.

## A Fine Old Heirloom

A central facet of the preservationist argument is that the climax forest of the Beidler tract is part of the nation's declining natural heritage of special places which should be saved for future generations to enjoy. River bottom hardwood forests like this were typical communities in the South when the rapidly growing lumber industry descended on the grand southern swamps in the 1880s. By World War I, only scattered pockets of virgin timber were left, and since that time urbanization, drainage control, reservoir construction, agricultural clearing, and the like have joined with logging to take a heavy toll of even this scattered remnant. But the Congaree's Beidler tract survived essentially intact. The more readily accessible cypress along the waterways were logged around the turn of the century by a long and tedious process under malarial conditions which took a heavy toll of the logging and milling crews. Further harves-

ting was deemed unprofitable, and as the market conditions were unfavorable, the Beidler heirs held the land, paid taxes on it, garnered a few dollars from the leasing of hunting rights, and waited for the opportune time to begin logging anew.

During this interval the Beidler's were forced in the 1930s to sell -- at what they considered to be an unfair price -- about 60,000 acres of bottomland forest (about half of their South Carolina holdings at that time) so that Lake Marion could be impounded incident to the construction of the famous Santee-Cooper complex.

Logging operations were recommenced in 1969, but by then it was obvious that the Beidler tract was no longer just another bottomland hardwood forest. In terms of its areal extent and biological characteristics, it was now a modern day dinosaur and quite literally beyond comparison.

The claims that the climax forest of the Beidler tract is not a bona-fide primitive area are fundamentally weak, bearing witness only to the fact that it is difficult to find any area of some square miles in extent on the Eastern Seaboard which hasn't been altered to some visible extent by modern man. At that, the existing signs of man's encroachment in the tract are of the fleeting and ephemeral variety. It is worth mentioning that a decidedly rural atmosphere prevails in the vicinity of the Congaree Swamp. This fringe area is by-and-large a zone of small farms, a few stores and gas stations, some churches and school houses, and large, heavily cut tracts of pines.

Those who would suggest that the record trees and a few of their neighbors represent the essence of that which should be preserved are confusing the issue; the question here is whether we should preserve a record <u>forest</u>, not whether we should save some trees that might be called interesting specimens. Those who argue that selective logging and oc-

casional clear cutting would not disrupt the fundamental ecological integrity of the climax forest refuse to acknowledge that timber harvesting artificially imposes simplicity on a habitat whose operating principle is synergist complexity. No one has yet offered an adequate explanation of why the Beidler tract, a quietly isolated area remarkably free of man's artifacts, would not be fundamentally changed by the bustle of logging activity and by the stumps, splintered trunks, slash, sawdust, gashes, and trails left in its wake. Meant to be passed from generation to generation are fine old heirlooms, not the shoddy common currency or settings with the stones removed.

## What's In It For Me?

Saving a special place like the Congaree Swamp for future generations to enjoy and study is an undeniably worthy aspiration in the abstract. Nevertheless, one is forced to admit that it implies noble self-sacrifice when it stands in the way of immediate gratification. Some of us take immeasurable comfort and pleasure in the fact that our fundamentally mercenary society can and does discharge its responsibility to future generations by setting aside natural preserves. (We know that a society which could not bring itself to do so would be greviously and perhaps fatally lacking in moral and ethical fiber.) The majority of the public does not approach the issue at the cerebral level, however, but rather at the level of the pocketbook. The central question is not whether the preserve will look like a good idea when we are all dead and gone; rather, it is whether and to what degree it will provide tangible benefits while we are alive. One central argument against the preserve proposal has been that the spending of millions of dollars of tax revenues will effectively relegate thousands of acres of land to an "unproductive"

status.

This argument is based on the assumption that the Beidler tract is not desirable for general public use. However, the National Park Service, the South Carolina Wildlife and Marine Resources Department, and others who have studied the tract have suggested that a preserve would offer significant opportunities for public uses that would be compatible with the protection of its essential qualities. The problems associated with high temperatures, mosquitoes, high water, and other accessed-limiting factors tend to be seasonal or periodical in nature, being largely confined to the hottest and wettest months of the year. During the cooler and drier 6 or 7 months of the year, the tract can provide significant outdoor recreational, educational, and other benefits. With proper management, it appears that it can be a popular facility for sightseers, hikers, campers, canoeists, boaters, picnickers, photographers, nature study enthusiasts, or anyone seeking solitude to escape from urban noise and other "city troubles." The Park Service study published in 1963 briefly outlined a development plan which would provide land and water visitor-use routes and facilities as well as ancillary improvements such as service roads, administrative headquarters, personnel housing, and the like. It remains that no formal recreational feasibility study of the Beidler tract has yet been completed and that statements concerning recreational demand or feasibility are therefore conjectural.

Despite its atmosphere of remoteness, the Beidler tract ranks as one of the most conveniently located significant wilderness areas to be found anywhere in the eastern U. S. It lies within the primary recreational demand area of the Columbia SMSA, with its 322,000 plus population. Regionally, more than 14 million people live within 300 miles of the Beidler tract, a distance which can be described as a relatively easy

day's drive on routes feeding into an excellent interstate highway net focussing on Columbia. Tourism is an extremely important industry in South Carolina, contributing more the $490 million dollars annually into its economy. The National Park Service assumes that there would be some locally beneficial visitor-oriented employment generated by the demand for motels, restaurants, and other services in the immédiate vicinity.

It is difficult to estimate how many people would visit a Congaree Swamp National Preserve, but there is good reason to suggest that it would contribute a significant increment of visitor-based industry. The preserve would also serve as a fine complement to the Four Holes Swamp Sanctuary (Francis Beidler Forest), with its 3,500 watery acres of bald-cypress and water tupelo, and to the Santee Swamp, a 6,231 acre state-owned wetland below and adjoining the Congaree Swamp. The Four Holes area is not yet open to the public, but the Santee Swamp is presently being used at the estimated rate of 66,300 visitations per year. To support the argument that swampland ecosystems have a high potential for recreational use, proponents of the preserve have cited the fact that Georgia's renowned Okefenokee National Wildlife Refuge drew more than 250,000 visitors in 1975 alone.

The preserve would not only generate some income on a continuing basis, but would also constitute a uniquely valuable natural laboratory for educational and scientific study. The University of South Carolina, for example, lies but a 20 minutes drive away. As an educational facility for the state's secondary and high school students and teachers, the preserve would be a valuable asset. It has been argued that these benefits would greatly exceed the school-supporting tax revenues that the Beidler tract has been generating. Indeed, the Beidler tract's tax liability in 1974 -- $6,907.55, or about 47¢ an acre -- was but .006 percent of the

real property taxes due in Richland County in that year.

The preserve would open some areas of this swamp to public hunting and fishing for the first time. Hunting rights in the Beidler tract are currently leased to a hunt club which guards the property against trespassers. It is anticipated that the preserve would be operated in part as a game management area, and that hunting and fishing rights in nearby areas to which the public has already has access wouldn't be adversely effected.

A Half-Percent Is One Two-Hundredth

All of these advantages, of course, must be weighed aginst the advantages of logging and the problems of acquisition. Research has shown that the creation of the preserve will remove only about 0.5 percent of the state's hardwood forest from commercial production. South Carolina has more than 5 million acres of other hardwoods in addition to about 6 million acres of softwoods, and more than 60 percent of the state's land area is already in commercial forest. It can therefore hardly be said that the economic health of the state's forest products industry hinges on the productivity of the Beidler tract. At the local level. Beidler tract hardwoods constitute about 2.8 percent of the sawtimber acreage and about 6 percent of the sawtimber volume in the Congaree Swamp Timber Market Area. In recent years it has accounted for about 1.8 percent of the Market Area's hardwood saw timber production, mostly in the form of highly desirable large diameter veneer logs. Alternative sources of hardwood saw timber are readily available within the Market Area, and so no loss of production need necessarily occur through the loss of the Beidler tract's contribution. Shortages of veneer logs could conceivably occur until veneer log produc-

tion is increased elsewhere in the Market Area. In consequence, buyers would have to pay higher prices to induce production, transport logs greater distances, and possibly even curtail useage until hardwood forest owners responded to the incentives to produce more trees of large size.

During the period 1970-1973, an estimated 1.3 percent of the employment and payroll in the Market Area's timber-using industries was associated with the Beidler tract's harvest, roughly the equivalent of 91 jobs and an annual payroll of $623,000. To date it has not been demonstrated that any of the 3,566 people employed in the Market Area's lumber and wood products industry would necessarily suffer job losses directly attributable to the creation of the preserve. However, if veneer log useage were curtailed a temporary adverse impact on employment in the Market Area would be a likely result.

At present, the problems associated with acquisition per se can only be discussed in general terms. It is fair to say that the mood of fiscal austerity rooted in the recent economic recession has given many people cause for pause in their endorsement of the preserve concept. With acquisition costs measured in tens of millions of dollars, it is apparent that these funds must come from tax revenues. The State of South Carolina has no budget surplus, and has in fact recently experienced declining tax revenues. There is little to suggest that state tax revenues could be made available to purchase a preserve of adequate size. Federal acquisition is therefore deemed necessary, though some influential proponents of the preserve would prefer to see it remain under state control. The Beidlers have thus far remained unwilling to negotiate a trade of their Congaree Swamp holdings for forested land of comparable value already in the public domain. Consequently, an outright federal purchase appears at present to be the only feasible means of acquisition.

Proponents of the preserve have rather confidently assumed that a federal acquisition will be approved, that funds will be authorized for purchase, and that funds will then actually become available. However, a dispassionate view of this situation suggests strong overtones of whistling in the dark. The National Park Service has been caught increasingly in a financial squeeze as well as in policy disputes between the Administration and Congress. The Ford Administration is supporting no new parks except on lands already in federal ownership. Despite a Congressional push for more federal money to acquire park and recreational areas through the Land and Water Conservation Fund, the Office of Management and Budget wanted to eliminate the appropriation altogether in fiscal 1977. OMB was overruled, and the Administration budget contained a request for $300 million to be appropriated from the Fund. Even if this amount is incremented somewhat by additional appropriations, it will still fall woefully short of needs. According to the Bureau of Outdoor Recreation, the Park Service acquisition backlog just for areas already authorized for purchase is some $533 million. Of the $300 million in appropriations requested for 1977, more than half is earmarked to provide matching grants to states for acquisition, and only $77.3 million is designated for the Park Service. Significantly, the lion's share of this is earmarked for land purchases in only three areas; Big Cypress National Preserve in Florida, Big Thicket National Preserve in Texas, and Cuyahoga Valley National Recreational Area in Ohio. There is a congressional mandate that the Park Service finish acquiring these three large new areas within six years, notwithstanding the fact that it is unlikely to happen. It appears that Big Thicket alone will have an acquisition backlog totalling more than $50 million after fiscal 1977. This, plus the fact that the Park System is short on funds and manpower for operations and maintenance, is bad news

for areas already authorized for purchase. It is even grimmer news for areas such as the proposed Congaree Park National Preserve whose purchase has not as yet been authorized. Unfortunately, even if the acquisition backlog were eliminated and the operations and maintenance budget increased, it remains that the Congaree Swamp National Preserve is not the only proposed new unit of the National Park System. In April, 1975 no less than 60 such areas (not including historical areas) could be identified, and the roster of proposed national parks, recreation areas, seashores, lakeshores, monuments, historic sites, historical areas, historical parks, military parks, battlefield sites, scenic river ways, and wild and scenic rivers has since been expanded. If and when acquisition of the preserve is approved, the scramble for funds promises to be frantic and a protracted delay in actual acquisition seems scarcely avoidable. Barring a moratorium on logging in the Beidler tract, which doesn't seem to be in the offing, the climax forest of the Congaree Swamp, a unique, magnificent, an irreplaceable natural landscape relic, will suffer the ignoble fate of the death by a thousand cuts.

## STATEMENT OF JAMES TANNER, PROFESSOR OF ZOOLOGY AND ECOLOGY, UNIVERSITY OF TENNESSEE

Dr. TANNER. I am James Tanner, professor of zoology and ecology at the University of Tennessee. My reason for being here is that I have had a long interest and experience in swamps in the Southern States, beginning about 40 years ago.

The best swamps of all are these like the Congaree, river bottom swamps, with the greatest variety of trees, plants, birds, and other kinds of animals.

For a little bit of background, the true bottom land swamps of the Southeastern States originally totaled about 20,000 square miles. In 1939 I knew of about a dozen tracts of virgin bottom land forest totaling about 200 square miles.

Now all we have left is the Beidler tract, approximately 2 square miles—excuse me, approximately 20 square miles. Frankly, looking at this diminishing picture I have just about given up hope that any virgin bottom land forest swamps would be saved.

I am delighted to be able to speak to you this morning about the possible preservation of the Beidler tract. In my opinion the Beidler tract is an excellent example of the primitive river bottoms forest.

It has the species and sizes of trees, terrestrial structures such as oxbow lakes, sloughs, old river ridges that I have seen in other swamp forests.

Just by the number of trees of record size, indicating old growth, there is a healthy and growing forest, and it is, in brief, a typical virgin river bottom land forest.

The picture I have given you of the diminishing of these bottom land forests is enough to indicate that this is the last such area.

Bottom land forests have a great deal of appeal to biologists. They are extremely productive. The cycle of annual flooding in springtime and drying out produces rapidly growing trees, and a great variety of species and these support a variety of animals.

The bottom land forest is different from any other forest in that it is a mixture of ages of trees, from saplings to giants. This is because swamps are relatively immune from catastrophes like fires and epidemics of insect pests.

The major cause of death of trees is old age and windfalls. When an individual tree dies from one of these causes its place is taken by saplings which grab the opening.

And the result is that they have a mixture of trees of all sizes and all ages, and this leads to a diversity of animal life, also.

The question we are discussing this morning will be decided, of course, by balancing the costs against the benefits. There seems to be general agreement that the benefits to be gained by preservation of the Beidler tract will far outweight the costs of immediate economic loss to the area, so I am not going to enlarge upon that any further.

I would like to point out the benefits to emphasize these points. If the Beidler tract were preserved, these things would be gained.

For one, I, as an ecologist, would see the preservation of an exceedingly interesting and dynamic ecosystem of a type that has otherwise vanished.

This would be a gain to the scientific community. Second, a natural area would be preserved that in the judgment of the National Park Service could provide recreational and educational advantages to the general public.

Third, but not the least benefit, an example of primitive America would be preserved for posterity. In listening to the testimony this morning I have been impressed with the fact that everyone seems to be in general agreement that this is a great thing to do.

But the matter of priority of cost and of moneys available is a key question, particularly the question that seems to be bothering Senator Johnston.

I would like to point out two things which I have learned from my study of swamps. First, about their monetary value. In northern Louisiana the Singer tract around the turn of the century was worth about $1 an acre.

In 1920 it was sold for approximately $3 to $4 an acre. In 1930, late 1930, when conservationists approached the Singer Co. to attempt to feel out the company for preservation of part of the Singer tract, the approaches were brushed off with the comment—

> You cannot afford to pay enough money to bring us to even think about selling any of the land and the timber rights.

During those 30 years, from 1900 to the late 1930's, approximately 40 years, the cost of the value of bottom land forest had increased tremendously.

At the same time the areas which were in bottom land forest had diminished to what we have now, the Congaree tract. As Dr. Janiskee has pointed out, the growing public interest in bottom land forests and in swamps—he mentioned the Okefenokee, and now you have to make a reservation to use the canoe trails in the Okefenokee.

You have to make a reservation some months ahead of time because of the demands for this use. I have been in the Congaree, and literally met little old ladies in tennis shoes walking through the Congaree Swamp, looking at the swamp and the birds.

Very shortly there will be a book appearing on swamps of the Southeastern or Southern States, and consequently all of these figures point out two things—three things.

The diminishing of the area of bottom land swamps, virgin bottom land swamps, the rising of value economically and the increase of interest by the public in these areas.

In my opinion, Mr. Chairman, the benefits that the country will obtain by preserving the Beidler tract far outweight the losses, and also should put this area in top priority of areas to be preserved.

That concludes my remarks, Mr. Chairman.

Senator HANSEN [presiding.] Thank you very much.

[The prepared statement of Mr. Tanner follows:]

STATEMENT PREPARED FOR THE SENATE SUBCOMMITTEE ON PARKS AND RECREATION
CONCERNING THE ESTABLISHMENT OF THE CONGAREE SWAMP
NATIONAL PRESERVE, SOUTH CAROLINA.

Submitted by James T. Tanner, University of Tennessee
Knoxville, Tennessee, August 6, 1976

The decision for or against establishment of the Congaree Swamp National Preserve will be based on balancing a short term economic gain to the lumber industry against a long term benefit to the United States as a whole. This presentation is an explanation of the long term benefits to be achieved by preservation of the Beidler tract in the Congaree Swamp.

My credentials for evaluating these benefits are based on my familiarity with swamps of the southeastern states beginning in the years 1937-39 when I was a National Audubon Society research fellow on the study of the ivory-billed woodpecker. During these years I visited and explored many swamp areas from South Carolina to eastern Texas, searching especially for virgin swamp forests. Since that time, as a professor of zoology and ecology, I have continued whenever possible my trips into swamp areas, especially in South Carolina, Georgia, northern Florida, and eastern Texas.

The nature and importance of bottomland forests. - A bottomland swamp is created and shaped by the river. When the winter floods cover the level bottoms, sand and silt settle from the water, building the floodplain and adding to its fertility. By mid-spring most of the water has drained back into the river, and the ground is exposed to the warm sun. The combination of annual fertilization and good growing conditions results in the highest

productivity of any natural forest in our country and in the abundance of all kinds of life in a swamp like the Congaree. Trees grow rapidly and attain great height and girth. They are relatively immune to disasters from fire and epidemics of insects, and as a result the changes in the forest follow the death of individual trees. When an old tree falls, the canopy is broken, the sun shines on the ground and undergrowth, and soon the opening will be filled with saplings. Thus the forest that develops in a swamp contains trees of all ages, from seedlings to giant patriarchs. This variety increases the diversity of birds and other animals present. In contrast to many kinds of upland forests, a typical swamp forest cannot be described as "even-aged" or "mature".

A swamp is a prime place to observe the interdependence of water, soil, and living things because, more than in any other forest, a swamp is changed almost annually. Besides fertilizing the land, the winter floods may deepen sloughs or fill them in, and the river may change its course, leaving its old bed to become a lake. And of course the trees, other plants, and animals respond to these changes. The swamp is a very fluid and dynamic ecosystem.

Swamps have often been refuges for some species. Partly because of the abundance of food, and partly because swamps are not the easiest places for man to move around, these areas have supported and protected game like deer, bear, and turkey. The swamps in northeastern Louisiana were the last refuges in that area for the ivory-billed woodpecker, the panther, and the red wolf. Now two relatively rare birds, the Mississippi Kite and the Swallow-tailed Kite, are most common in our big river swamps such as the Congaree.

During the American Revolution the swamps of eastern South Carolina were refuges of another sort: they hid and fed the troops of Francis Marion, the

"Swamp Fox". The early naturalists like Audubon, Bartram, Bachman, Catesby, and Wilson explored river swamps and described them often in glowing terms, and so have more recent natural history writers such as Kopman, Rutledge, and Sprunt. Faulkner is one novelist who has used a swamp for a locale.

Locations and history of bottomland swamps. - All of the big rivers of the southeastern states that drain the Piedmont and cross the coastal plain formed bottomland swamps. The four bigger rivers of South Carolina and Georgia built swamps up to 100 miles long and perhaps one-half to 3 miles wide. Smaller swamps developed along a few of the rivers that enter the Gulf of Mexico between western Florida and eastern Texas. The giant Mississippi and its tributaries built a vast floodplain extending from southern Missouri in a widening band down to the Gulf; this swamp is about 500 miles long and up to 60 miles wide.

Large logging operations to harvest cypress and hardwoods from the swamps started some time before 1900 and reached a peak throughout the southeastern states about 1930. Between 1935 and 1940 I explored much of the southeastern region of our country for virgin swamp forests. What I found can be summarized briefly as follows: three stands along the Congaree and Santee Rivers in South Carolina and nine other areas from Florida to Louisiana and Arkansas of which the largest was the Singer tract in northeastern Louisiana. To the best of my knowledge, they are all gone now except the Beidler tract on the Congaree River. Some were cleared for agriculture, and where swamp forests once stood there are now fields of soybeans. Parts of others disappeared under the waters of reservoirs like those of the Santee-Cooper project. Others have been logged again and again until they are now just thickets of small trees.

The Congaree Swamp and its future. - The floodplain of the Congaree River that includes the Beidler tract possesses the physiography of a typical bottomland swamp. Behind the present river ridge are flats, oxbow lakes which were formerly the bed of the river, old river ridges, abandoned sloughs, and other related features. Standing on this bottomland is a typical, but unique forest: typical of a virgin bottomland forest in its variety and size of trees and in its animal life, but unique in that it is the last such area in the United States. It truly is a relict of an almost vanished habitat.

Questions have been raised about whether or not the Beidler tract is a virgin forest. It is true that long ago some cutting occurred, primarily of cypress, and that the land has been used for grazing and even some agriculture along parts of the river ridge. But there are three solid reasons for considering most of the Beidler tract to be a primitive bottomland swamp: (1) the enormous number of very large trees in the area, (2) the studies of John Cely on the history of ownership and use of the area, and (3) my own opinion, based on extensive experience in the southeast, that the tract is a fine example of a bottomland swamp.

Preservation of the Beidler tract will produce these benefits:

1. An unusually productive and varied ecosystem will be available for scientific studies.
2. The area will provide opportunities for recreation and education as confirmed by studies of the National Park Service.
3. A last example of one bit of primitive America will be saved for posterity.

To enjoy these benefits to the fullest it will be necessary to save all of the areas of the swamp that are still virgin because, as described earlier, a bottomland swamp is a dynamic and fluid ecosystem, and for effective preservation enough area must be included to allow for the inevitable but local changes due to flood and the natural death of trees. Furthermore, these objectives would not be achieved, as some persons have suggested, by managing the Beidler tract for a combination of timber utilization and recreational uses. The primary and overwhelming argument against this action is that it would not preserve our last example of a bottomland forest. Despite the comparatively rapid growth of trees in this habitat, perhaps 150 to 300 years would be required to restore the original structure (how long is not known because the experiment has never been performed, but in the late 1930's in the Singer tract of northeastern Louisiana I was easily able to identify the areas which had once been cleared for farming and then abandoned around 1870). Furthermore, there is insufficient knowledge to predict now which species might be completely extirpated from the area by logging and its results.

Senator HANSEN. I guess our next witness is T. Dwight Bunce. economist.

Mr. BUNCE. Yes; thank you.

Senator HANSEN. Your entire statement will be included in the record. You may summarize it, if you wish, or however you would like to proceed.

## STATEMENT OF DWIGHT BUNCE, ECONOMIST, COLUMBIA, S.C.

Mr. BUNCE. My testimony will reference this map. I will be very brief. Last year I did an economic study on the Congaree Swamp—the impacts. One was that a timber cruise at the Beidler tract is necessary to provide an accurate inventory of the value of the timber.

Two, a nine-county area, dependent on the timber in the Congaree Swamp, and as a percentage of the timber available in that area, the Congaree Swamp/Beidler tract had relatively small percentages which, depending on the measure used, ranged from 0.7 percent to 6.3 percent.

The study also examined the economic contribution resulting from recent harvests on the Beidler tract. Since it was not harvested until 1970, there were no secondary economic benefits from the tract until very recently.

For the 1971–73 period it was estimated the Beidler tract was associated with 1.3 percent of employment in the timber-using industry in this nine-county market area, which is shown on the map in front of you.

For the 1974–75 period the figures are probably higher because the pace of harvesting quickened. In that nine-county area these figures are shown in bold print under the county names.

These nine counties employ people in the wood products industries, which are identified as lumber and wood products, furniture and fixtures, paper, and allied products.

These were the three industries that have a high share of timber production. In the market area there are approximately 7,000 jobs in the wood-using industries.

Using this 1.3-percent timber share, I developed a job figure of 91 jobs during this 3-year interval per year were associated with the Beidler tract harvest.

In the last 2 years, 1974–75, since the harvesting picked up, the figure would be higher than 91 jobs. Four, if the Beidler tract were preserved, wood-using industries in the market area could in the short and long run find alternative sources of sawtimber. The inventory and production data conclusively show that the Beidler tract has a very small percentage of the timber inventory and its recent harvests have been a very small share of the market area's sawtimber volumes.

Thus no losses of production are projected as a result of the denial of the Beidler tract's volume of sawtimber. This is a key conclusion of the study.

My study also discussed the effect of the Beidler tract's preservation on the veneer log segment of the sawtimber market. For the short-run analysis, it was not possible to reach a hard conclusion because of the limitations of the data.

I refer you here to my written testimony and the full study.

Senator HANSEN. Without objection it will be included. [See appendix I, for study.]

Mr. BUNCE. Six, in the future, South Carolina hardwood commercial forestland could supply much more timber. Two-thirds of South Carolina's 2,104,000 acres of bottomland hardwood commercial forest, the type within which the Beidler tract falls, could have higher yields by means of timber stand improvement or by regeneration.

Better management could greatly increase hardwood output. If the demand is present in the long run. South Carolina could respond with much larger supplies of hardwood sawtimber. Thus in the long run because of the potential for much greater hardwood sawtimber output. South Carolina's timber-using industries would have no difficulty adjusting to the loss of the Beidler tract as a source of timber.

My study also examined the impact on Richland County taxes. The Beidler family paid $6,907 in property tax, or 47 cents per acre in 1974.

This was a negligible source of tax revenue. If the tract were set aside and made available for some form of controlled public use, it should attract thousands of visitors annually.

Especially to the extent to which these visitors came from out of State, this alternative us of the Congaree Swamp would support the growth of tourist-related businesses, such as motels and restaurants.

The additional tax revenue to Richland County from these businesses could offset the tax loss resulting from public ownership of the Beidler tract.

Thank you.

Senator HANSEN. Thank you very much, Doctor.

Mr. BUNCE It is Mister. I commented on that before.

[The prepared statement of Mr. Bunce follows:]

STATEMENT

IN SUPPORT OF

# Legislation to Authorize the Establishment of the Congaree Swamp National Preserve, South Carolina

Before the
U.S. Senate Subcommittee on Parks and Recreation
The Honorable J. Bennett Johnston, Chairman

Washington, D. C. 20515

by

Dwight Bunce
Economist
3107 Wilmot Avenue
Columbia, South Carolina 29205

August 6, 1976

This statement supports legislation to authorize the establishment of the Congaree Swamp National Preserve, South Carolina. I urge you to support such legislation for the economic reasons which are briefly discussed below.

Last year I prepared a study of the economic impacts of the preservation of the Beidler Tract within Congaree Swamp on timber-using industries and on Richland County. The Beidler Tract has 14,686 acres and the last large stands of uncut forest in Congaree Swamp. This Tract is the forest land which H. R. 12111 would preserve. Copies of my study have been given to you (Economic Impact of the Preservation of the Beidler Tract in Congaree Swamp on Timber-Using Industries and on Richland County, South Carolina, by Dwight Bunce, Economist, Columbia, S. C., September 20, 1975). I am giving you a map which shows the Beidler Tract in relation to the timber market it serves and which has key statistics from the study.

Impact on Timber-Using Industries

The study reached the following six conclusions concerning the impact of preservation of the Beidler Tract on timber-using industries.

1. A timber cruise of the Beidler Tract is necessary to provide an accurate inventory of the type and volume of timber. This information is necessary to be able to estimate the timber's market value.

2. The Beidler Tract's timber resources are part of the timber supply in a nine County Congaree Swamp Market Area. These Counties are Richland, Lexington, Calhoun, Bamberg, Orangeburg, Clarendon, Sumter, Kershaw and Lee. These Counties fall within a 50 mile radius of the Beidler Tract. Fifty miles is an average timber-buying radius. For inventory comparisons, data were used from the 1968 state inventory, the latest inventory which has been done. The following table shows the Beidler Tract as a percentage of the Market Area for four measures of timber inventory and acreage:

1968 TIMBER INVENTORY ESTIMATES
FOR THE BEIDLER TRACT AND THE
9 COUNTY CONGAREE SWAMP TIMBER MARKET AREA

| INVENTORY ESTIMATES | 9 COUNTY MARKET AREA | BEIDLER TRACT AS A PERCENTAGE OF THE MARKET AREA |
|---|---|---|
| COMMERCIAL FORESTS | 2,164,900 ACRES | .7% |
| BOTTOMLAND HARDWOOD | 523,200 ACRES | 2.8% |
| SAWTIMBER VOLUME | 6,426.4 MILLION BOARD FEET | 3.2% |
| SAWTIMBER VOLUME, HARDWOOD ONLY | 3,258.1 MILLION BOARD FEET | 6.3% |

The Beidler Tract had a very small share of the Market Area's potential timber supply. Depending upon the measure used, its share ranged from .7% to 6.3%.

3. The study also examined the economic contribution resulting from recent harvests of the Beidler tract. From 1915 to 1969, there were no secondary economic effects on the timber-using industries because the Beidler tract was not harvested. For the 1971 to 1973 period, it was estimated that the Beidler tract's harvest was associated with 1.3 per cent of the employment in the timber-using industries in the Market Area. For the 1974-1975 period the employment figures are probably higher because the pace of harvesting quickened.

The study found that there were 7,035 jobs in the wood-using industries in March 1973 in the Congaree Swamp Timber Market Area, as shown in the following table.

MARCH 1973 EMPLOYMENT
IN THE 9 COUNTY
CONGAREE SWAMP TIMBER MARKET AREA

| WOOD-USING INDUSTRIES | JOBS |
|---|---|
| LUMBER AND WOOD PRODUCTS | 3,566 |
| FURNITURE AND FIXTURES | 2,157 |
| PAPER AND ALLIED PRODUCTS | 1,312 |
| TOTAL | 7,035 |

These are jobs which depend upon the Market Area's timber resources, including the Beidler Tract.

For the 1971-1973 period the 1.3% of employment associated with the Beidler Tract amounted to 91 jobs, using the total employment figure in the table above. The table below summarizes the percentage and number of jobs associated with the Beidler Tract's harvest.

ESTIMATED EMPLOYMENT
IN THE CONGAREE SWAMP TIMBER MARKET AREA
ASSOCIATED WITH THE HARVEST
OF THE BEIDLER TRACT

| | PERCENTAGE | JOBS |
|---|---|---|
| 1915-1969 | 0% | 0 |
| 1971-1973 | 1.3% | 91 |
| 1974-1975 | higher than 1.3% | higher than 91 |

These jobs are those associated with the Beidler Tract in wood-using industries. Other jobs depend upon the employment in wood-using industries. No estimate was made of these indirect effects because, as stated below, no direct(and thus no indirect) employment losses are projected in the long run because of the Beidler Tract's preservation.

4. If the Beidler Tract were preserved, wood-using industries in the Market Area could in the short and long run find alternative sources of sawtimber. The inventory and production data conclusively show that the Beidler Tract has a very small percentage of the timber inventory and its recent harvests have been a very small share of the Market Area's sawtimber volumes. Thus no losses of production are projected as a result of the denial of the Beidler Tract's volume of sawtimber. This is a key conclusion of the study. It is clear that if the Beidler Tract were continued to be used as a commercial source of timber, it would produce timber which would be an input for timber-using industries. However, because the Beidler Tract is small enough relative to the area from which these industries draw, alternative sawtimber sources are available. In the future the bottomland forests of the Market Area are capable of much greater output.

5. My study also discussed the effect of the Beidler Tract's preservation on the veneer log segment of the sawtimber market. For the short run analysis, it was not possible to reach a hard conclusion because of the limitations of the data. The short run is the period before producers could increase their output of veneer logs. The length of this period depends upon the timber inventory and demands upon the smaller diameter trees. The larger the number of trees approaching veneer log size, and the lower the demand for the smaller trees the shorter the period would be.

We do not have a current inventory of large diameter hardwood trees in the Beidler Tract or in the 9 County Market Area. The most recent inventory data for the Market Area are from the 1968 state inventory. We also lack information on the harvests and natural growth and mortality since 1968. Harvest data are available for 1971-1975 from the S.C. Forestry Commission. In the Market Area the veneer log harvest was between 18 and 20 million board feet per year in 1971-1973, and fell to 14.5 in 1974, and to 12.5 in 1975. Without a new inventory and a more refined analysis of demand by diameter class it is not possible to project whether there will be a shortage or surplus of veneer logs. If the counties of the Market Area cannot supply the demand, buyers may have to pay higher prices to induce a greater supply, bring logs in from more distant sites, or curtail usage with related losses in production, income, and jobs. Many buyers of hardwood sawtimber, especially the veneer logs, presently have buying radii greater than the average 50 mile radius used to define the Market Area. Georgia-Pacific Corporation, for example, the buyer of much of the Beidler Tract's timber in recent years, has a radius of 60 to 100 miles.

Before 1970 the Beidler Tract had not been harvested since the early years of the century and thus veneer log users, as well as other timber users, were not supplied by the Beidler Tract. In the last seven years approximately 3,000 acres of the Beidler Tract have been harvested or put under timber contract. The Beidler Tract has a high proportion of large diameter trees suitable for the production of veneer. But with the present data we do not know the Beidler Tract's volume of veneer logs

nor its share of the Market Area's volume of veneer logs. If shortages of veneer logs were to occur, preservation of the Beidler Tract would contribute to them. The magnitude of the Beidler Tract's contribution to the shortages would be limited at most to the effect of the loss of the present inventory of veneer logs on the tract. In the time that the Beidler Tract could grow more trees, other sites could as well.

In the long run, the Market Area is capable of much greater output of veneer logs. If the demand were present, the incentive would exist for the owners of other hardwood forests to increase their output of large trees. Thus in the long run, timber-using industries could adjust to the preservation of the Beidler Tract without difficulty.

6. In the future, South Carolina hardwood commercial forest land could supply much more timber. Two-thirds of South Carolina's 2,104,000 acres of bottomland hardwood commercial forest - the type within which the Beidler Tract falls - could have higher yields by means of timber stand improvement or by regeneration. Better management could greatly increase hardwood output. If the demand is present in the long run, South Carolina could respond with much larger supplies of hardwood sawtimber. Thus in the long run because of the potential for much greater hardwood sawtimber output, South Carolina's timber-using industries would have no difficulty adjusting to the loss of the Beidler Tract as a source of timber.

IMPACT ON RICHLAND COUNTY PROPERTY TAXES

According to Richland County Tax Records, the Beidler family of Chicago owns 14,686.43 acres within the Congaree Swamp area of Richland County. In 1974, they paid $6,907 in property tax, or 47 cents per acre.

Thus, the Beidler Tract was a very minor source of Richland County property tax revenue. If the tract were set aside and made available for some form of controlled public use, it should attract thousands of visitors annually. Especially to the extent to which these visitors came from out-of-state, this alternative use of the Congaree Swamp would support the growth of tourist-related businesses, such as motels and restaurants. The additional tax revenue to Richland County from these businesses could offset the tax loss resulting from public ownership of the Beidler Tract.

SUMMARY

1. My study found that in the long run timber-using industries could adjust to the preservation of the Beidler Tract without losses of jobs or income.

2. Property taxes from the Beidler Tract were only $6,907 in 1974. This was a negligible source of County revenue. The preservation and public use of the Tract would create additional income and jobs, and add to the local tax base.

3. In short, preservation of the Beidler Tract in Congaree Swamp would strengthen South Carolina's economy. In the long run the timber-using industries would suffer no loss and the growth of tourism would create jobs and income.

Senator HANSEN. Our next witness is Mr. Carl Holcomb, forester.

**STATEMENT OF CARL J. HOLCOMB, FORESTER, BLACKSBURG, VA.**

Mr. HOLCOMB. Thank you very much, Mr. Chairman. I will summarize my statement, but there are a couple of points that I would really like to make here because they have not been made before.

This bottom land hardwood type, that is the oak gum cypress, covers over 30 million acres in the South, or 12 percent of the total hardwood forests in the United States.

These trees are very important in terms of commercial value. Cypress is practically gone, just a little bit coming back.

But the other trees are very important for furniture and other uses. In addition to that, I would say that almost all of this 30 million acres has been cut over in a high grade fashion.

There has been very little attention paid to how it regenerates itself. This is very important to have this last remaining area left, so that we can have it for research purposes.

I might say this. The Forest Service, the industry, and the States are spending millions of dollars every year to seek out and propagate superior trees.

Now they are looking for trees that have disease resistance. These can only come from areas like the Beidler tract.

If we do not save this tract, from the standpoint of forest research, from superior trees, I think for the future management of this 30 million acres of southern forest we are going to be in very bad shape.

This to me is a very, very important reason for protecting it. Just let me summarize, now, the rest of my statement. I think the fact that this is the only area of this size left, that there are 11 different community types, 32 community-canopy complexes are priceless for forest management research and other scientific studies.

The genetic diversity or gene bank protection which is becoming so important in forest management-breeding of superior trees, breeding in resistance against disease and insect damage.

Outdoor recreation has been spoken of, but I do not think it was mentioned that five of the most popular types or—there are 5 of the most popular types of recreation that can be used out of the first 12 studied by the Bureau of Outdoor Recreation.

In other words, out of the first top 12, 5 of them are in the kinds that can be used here on the Beidler tract. Also, the protection of the unique wildlife habitats is another important factor for maintaining the area.

Also, protecting the area as a window into which future generations can look to see the original heritage of their forefathers just as Congress in its wisdom has protected such rarities as the saguaro and organ pipe cactus, giant sequoias, the petrified forest and such other areas, this, too, would be another area to protect.

There are other reasons, Mr. Chairman, but I will not go into them. I thank you very much for the opportunity to have been here to testify.

Senator HANSEN. Thank you very much. I appreciate your testimony.

[The prepared statement of Mr. Holcomb follows:]

STATEMENT OF CARL J. HOLCOMB, FORESTER, BLACKSBURG, VA.

My name is Carl J. Holcomb and my address is Rt. 2, Box 385, Blacksburg, Virginia 24060. I am a retired professional forester with a twenty-year research background and another twenty years in forestry extension and university teaching.

My reason for being here today is to speak in favor of the bills to bring the Beidler Tract in the Congaree Swamp into the National Park System.

While much has been said about the Beidler Tract and its forest community, very little has been said about its relationship to the southern bottomland hardwood forest as a whole. At the present time the area of hardwood forest in the 50 States is 270 million acres, or 52% of our entire commercial forest land. Almost all of this of any significance lies east of the 100th meridian. Of this 270 million acres, the bottomland hardwoods of the oak-gum cypress type is 30,360,000 acres or 12% of the total hardwood forest.

While any forest is important to the economy, this bottomland hardwood type has a special significance to the economy of the region and to the country as a whole. Most of it lies in wet areas or areas subject to periodic flooding. Consequently it's less subject to change in land use although there has been a considerable loss during the past 100 years. Almost all the dominant species are commercially valuable and highly sought after. Cypress—the wood eternal—has been almost entirely cut out being the first species to go. It has been used for all places where a wood impervious to rot is needed, boat building particularly, as well as for paneling and other decorative purposes. The other species, gum for example, are an important furniture woods. The large size of the trees have made them especially suitable for veneering.

It is in these contexts that the Beidler Tract is so important. It is the only area of its size left in a near virgin condition, most of the cypress having been taken out years ago. Out of the 30,360,000 acres of this type left, this is the only area of any significant size and is only 37 thousandths of 1% of the bottomland hardwoods type. If we are to have a virgin area left for scientific study to determine reproduction, growth and development of this complex type, we must set this area aside.

We might ask why it is so important to have such a large acreage of the bottomland hardwoods type left for scientific study. The phrase "bottomland hardwoods" is misleading because this type is not a homogeneous mass as a pine plantation would be. The South Carolina Wildlife and Resource Department in its study authorized by the Governor, identified 11 subtypes in the area and 32 community-canopy types. It is this diversity that has been protected so long that makes the area so valuable for study. Already the cutting on the Beidler Tract has eliminated two community types and five community-canopy complexes, which in their virgin condition are lost forever. The logging, which is going on today, continues to reduce the size and diversity of the old growth forest. If immediate steps are not taken to acquire the area, we will be losing more of this diversity so necessary for study and forest management research.

Another important reason for fast action to protect the Beidler Tract from further cutting is the need to protect this last remaining natural stand for the genetic diversity it has—a gene bank if you will. The U.S. Forest Service, industry and state forest agencies are spending millions of dollars in the search for "superior trees" and are now hunting for ones with particular characteristics such as resistance to certain disease. With almost all of our virgin forests cut over we have lost much of this genetic diversity we are beginning to need so badly and which has been lost to us from highgrading our virgin forests. Here is a last remaining opportunity to protect an infinitesimally small area 37 thousandths of 1% of this bottomland hardwoods type. Just as we have lost our chestnut, and are losing other species to imported or domestic diseases, other commercial species are subject to the same hazards.

A further important use which can be made of the area when it becomes public property is outdoor recreation. Of the 12 most important forms of outdoor recreation surveyed by the Bureau of Outdoor Recreation 5 of them are particularly adapted to the Beidler Tract setting. These do not include the more sophisticated hobbies such as ecological studies, wildlife, bird and other kinds of nature study and photography.

Economic comparisons between non-commercial recreation and the value of the timber on the Beidler Tract are difficult to make and depend on values subject to controversy. However, it is a proven fact that National Park System facilities are great drawing cards for visitors and are usually highly sought after by communities. South Carolina makes a great bid for tourists by advertis-

ing its natural wonders. Inclusion of the Beidler Tract into the Park System would be one more attraction for the State.

Deer, bear, wild hog, raccoon, squirrel and other four-footed wildlife which are provided with food and protection in this forest type are found here. Turkey is also hunted although because of occasional flooding in the spring, does not nest here. Birdlife is particularly abundant and diverse because of the variety of habitats. Nearly 100 species have been recorded as using the area. Species range from common to uncommon and rare. It was a haunt of the ivory billed woodpecker. For these reasons the Beidler Tract is of particular significance to wildlife students, amateur and professional, especially ornithologists, and needs immediate protection.

In summary, these are the most important reasons for acquiring the Beidler property:

1. The fact that it is the only area of its size left, that its 11 community types and 32 community-canopy complexes are priceless for forest management and other scientific studies.

2. The genetic diversity or gene bank protection which is becoming so important in forest management-breeding of superior trees, breeding in resistance against disease and insect damage.

3. Outdoor recreation in its many forms, 5 of which are listed in the 12 most popular forms of outdoor recreation.

4. Protection of unique wildlife habitats that can only be maintained by keeping intact the flora and fauna of the area.

5. Protecting the area as a window into which future generations can look to see the original heritage of their forefathers just as Congress in its wisdom has protected such rarities as the saguaro and organ pipe cactus, giant sequoias, the petrified forest and such other areas that would have been lost without Congressional foresight and protection.

There are other reasons for the immediate protection of this priceless resource but these are more than enough for the passage of this legislation this session Mr. Chairman and Members of the Committee, I thank you.

Senator HANSEN. It has been suggested that it might be helpful for the committee if Dr. Curry, with the Park Service, would come back to the witness stand.

I am sorry, I think it would be appropriate first, if you do not mind, Doctor, that we hear from the Honorable William M. Campbell, State Representative from South Carolina.

Mr. Campbell, I am sorry. The indication on my witness list was that you had testified, and I apologize.

## STATEMENT OF HON. BILL CAMPBELL, STATE REPRESENTATIVE, RICHLAND COUNTY, S.C.

Mr. CAMPBELL. Thank you, Mr. Chairman. Let me introduce myself. I am Bill Campbell. I represent district 72, Richland County, in the South Carolina House of Representatives.

I would like to join Senator Hollings and Senator Thurmond in expressing appreciation to the committee for hearing us at this late date and allowing us to give our testimony.

With your permission I have a prepared statement which I would like to submit for the record.

Senator HANSEN. It will be included.

Mr. CAMPBELL. Perhaps I may summarize my remarks in the interest of time. The South Carolina House of Representatives, in February of this year, endorsed a house resolution memorializing the Congress to expeditiously legislate the establishment of the Congaree Swamp National Preserve.

The house of representatives acted upon scientific and educational evidence and testimony gathered in public hearings, geological and biological surveys, economic impact statements and from the countless

people who have come to know and love this virgin area of the Congaree Swamp.

Our State has manifested a continuing commitment to the protection of the State's natural resources. This State philosophy, difficult to administer in periods of economic recession and one constantly confronted with conflicting short-term demands, has been responsible for many positive steps toward the goal of protecting our resources for future generations.

Toward this end the State has enacted scenic rivers legislation and has established a successful heritage trust program.

In 1972 when faced with a decision between short-term financial benefits and the long-term need to protect natural resources, the State wisely chose to cancel logging contracts which would have removed 16,700 acres of the Santee Swamp from its present use as a valuable multipurpose recreational area.

We in South Carolina recognize that we are dependent on all of our natural resources to sustain the quality of life which enriches human existence.

Their continued availability depends entirely on the wise use, improvement, preservation, and restoration devoted to them. The time to act is now.

As President Kennedy warned us in 1962, "* * * in the work of conservation, time should be made our friend, not our adversary."

The Congress must reaffirm our country's commitment to the sound practices of conservation. In the last analysis, it is the highest and noblest form of national thrift.

It is the Federal Government which has both the requisite commitment and resources to sustain our urgent request. We petition the Congress to act, to exercise its full powers and its full responsibilities.

With regard to doing something this year to preserve the unique and fragile area of the Congaree Swamp, we do not view the Federal Government as a remote bureaucracy or a court of last resort.

Rather, we recognize the role of the Federal Government as one of meeting needs which can best be met by nationwide cooperation.

When I think of Congaree, perhaps the historical aspect of the area gets forgotten by many. From the earliest days of our Nation's history the Congaree Swamp has been recognized for its uniqueness and splendor.

In the midst of the war for our independence, General Francis Marion, the Swamp Fox of South Carolina, wrote of the Congaree during one of his many journeys through the area.

He said, "When I look about me and see these venerable trees, I know we must do nothing to dishonor them." It appears to me that General Marion's vision has become our responsibility.

Thank you.

Senator HANSEN. Thank you very much. Let me thank all of the distinguished group of witnesses from South Carolina for their appearance here today.

You certainly have given the committee very valuable insight and background information, and it should be very helplful in coming to a wise decision.

[The prepared statement of State Representative Bill Campbell follows:]

STATEMENT OF HON. BILL CAMPBELL, STATE REPRESENTATIVE, RICHLAND COUNTY, S.C.

From the beginning of human society every nation's basic wealth and progress have stemmed in large measure from its natural resources. The United States has been, and is now, particularly blessed with an abundance of natural treasures which we have inherited. At this time of national renewal, there can be no more fitting observance of our heritage than the speedy action of government to preserve and protect one of America's most valuable natural environments.

For the last twenty years, South Carolinians from all walks of life have joined together to seek the protection of the Congaree Swamp, recognizing that its fragile character and uniqueness are jeopardized by the final calls of lumbermen.

The South Carolina House of Representatives, in February of this year, endorsed a House Resolution memorializing the Congress to expeditiously legislate the establishment of the Congaree Swamp National Preserve. The House of Representatives acted upon scientific and educational evidence and testimony gathered in public hearings, geological and biological surveys, economic impact statements and from the countless people who have come to know and love this virgin area.

South Carolina has manifested a continuing commitment to the protection of the State's natural resources. This state philosophy, difficult to administer in periods of economic recession and one constantly confronted with conflicting short-term demands, has been responsible for many positive steps toward the goal of protecting our resources for future generations. Toward this end the state has enacted Scenic Rivers Legislation and has established a successful Heritage Trust Program. In 1972 when faced with a decision between short-term financial benefits and the long-term need to protect natural resources, the state wisely choose to cancel logging contracts which would have removed 10,700 acres of the Santee Swamp from its present use as a valuable multipurpose recreational area.

We in South Carolina recognize that we are dependent on all of our natural resources to sustain the quality of life which enriches human existence. Their continued availability depends entirely on the wise use, improvement, preservation and restoration devoted to them. The time to act is now. As President Kennedy warned us in 1962: ". . . in the work of conservation, time should be made our friend, not our adversary."

The Congress must re-affirm our country's commitment to the sound practices of conservation. In the last analysis, it is the highest and noblest form of national thrift.

It is the federal government which has both the requisite commitment and resources to sustain our urgent request. We petition the Congress to act, to exercise its full powers and its full responsibilities.

We do not view the federal government as a remote bureaucracy or a court of last resort. Rather, we recognize the role of the federal government as one of meeting needs which can best be met by nationwide cooperation.

From the earliest days of our nation's history, the Congaree Swamp has been recognized for its uniqueness and splendor. In the midst of the war for our independence General Francis Marion, the Swamp Fox of South Carolina, wrote of the Congaree during one of his many journeys through the area. He said, "when I look about me and see these venerable trees, I know we must do nothing to dishonor them." General Marion's vision has become our responsibility.

Senator HANSEN. If I may address this inquiry to Dr. Richard Curry, the representative of the Park Service, in order to guarantee that this resource will still be available when your cruise is continued and a value determined, is some form of authorization needed?

Dr. CURRY. Absolutely, Mr. Chairman. We cannot make a statement of any assurety to this committee that the objective that Senator

Johnston raised earlier in the hearing that no more trees on this tract should fall to the woodsman's ax can be carried out.

On the other hand, I think the significance of this committee authorizing this area now is that we could make with great assurance, we being the National Park Service, that this resource could be protected intact while these negotiations for final settlement are going on.

I think that is a very, very fundamental issue here at the hearings. We do have, for example, a declaration of taking authority where we could come to the committee if for some reason—we do not really see that now—but if for some reason the Beidler family had to go ahead with a timber sale, we do have weapons in the arsenal—I guess that is not a good analogy——

Senator HANSEN. You anticipated my next question, Doctor. Senator Thurmond's bill is a legislative taking. Would that be necessary in your judgment?

Dr. CURRY. We would not feel that a legislative taking would be necessary if we had authorization and the agreement with the Beidlers for a 1-year moratorium.

If we did not have that in hand prior to the time this committee marked up the legislation, we would ask this committee for legislative taking. This is the sentiment that I think could be fairly stated on the House side.

Senator HANSEN. You also anticipated my third question, which is how can you guarantee that a moratorium will continue? I think you have spelled out the techniques. Have you any further response to that question?

Dr. CURRY. No, sir. I think that fairly covers it. I would just like to say it is a privilege for me to sit here at this table with these distinguished citizens because they have given—this is not unique, you have seen this before.

But this group has given so much of their time and they have traveled so far to share their concerns with you about this and I am sure that they join with me expressing our thanks to you to come in and share this hearing, on such short notice and with such a busy schedule.

But I think it is a very great opportunity for the National Park Service to have the ability to sit in a panel situation like this with the citizen conservationists who join with us in trying to protect this absolutely irreplaceable resource.

Senator HANSEN. I appreciate that observation very much, Doctor. Is the park service satisfied that the Beidler tract is of national significance with or without the adjoining lands and within the monetary limits of the bill?

Dr. CURRY. We are satisfied that the Beidler tract can stand alone on its merits. But we would like to point out to the committee, in all candor, that the adjacent lands, and I think one of the panelists has referred to this, do contain trees, 11 other species that are potential champions, if not, in fact, champions in their own right.

It will be necessary for us, and that is why we had the striped areas marked off in green and white on the map, to examine some of these areas to make sure that we do ultimately complete the boundaries.

But we are quite satisfied to proceed apace with the Beidler tract, because that is truly the heart and represents the greatest significance of this resource.

Senator HANSEN. On behalf of the subcommittee let me thank each of you gentlemen very much for your appearance here today.

You have made an effort to be here and we are grateful to you. If there is no one further to be heard from, the hearing is adjourned—I am sorry. Before the committee is adjourned there is to be some testimony taken on Senate Joint Resolution 181, a bill to authorize the erection of the American Legion's Freedom Bell on lands of the park system of the District of Columbia and for other purposes.

Dr. Curry, do you have a statement to submit on behalf of the Director?

Dr. CURRY. Yes, sir, Senator Hansen.

Senator HANSEN. The entire statement will be included in the record. Please go right ahead.

Dr. CURRY. It would be the best use of my time and yours if I read it.

## STATEMENT OF HON. GARY E. EVERHARDT, DIRECTOR, NATIONAL PARK SERVICE, U.S. DEPARTMENT OF THE INTERIOR; PRESENTED BY DR. RICHARD CURRY, ASSOCIATE DIRECTOR

Dr. CURRY. Mr. Chairman, I am pleased to present the views of the Department of the Interior concerning Senate Joint Resolution 181 which would authorize the placement of the American Legion's Freedom Bell in the District of Columbia on land administered by the National Park Service.

The Department of the Interior supports enactment of this legislation. However, we would like to suggest that section 2 of Senate Joint Resolution 181 be amended to require that, one, the site and the placement of the Freedom Bell are subject to the approval of the Secretary of the Interior, the Commission of Fine Arts, and the National Capital Planning Commission.

And, two, that the placement of the bell is begun within 5 years after the date of enactment of this act. I would be pleased to answer any of your questions.

That concludes the formal statement.

Senator HANSEN. Thank you very much, Doctor. Apparently you have satisfied the committee.

Dr. CURRY. I would just point out that this is standard procedure to have the Fine Arts Commission——

Senator HANSEN. Thank you very much.

Dr. CURRY. Thank you, Senator.

Senator HANSEN. Comdr. Harry G. Wiles, whom I understand is to be introduced by Mr. Mylio S. Kraja. We will be happy to hear from you, sir.

If I may, in the interest of time, the tax bill is on the floor and I am a member of the Finance Committee. Do you agree with the statement just made by the representative of the National Park Service?

Commander WILES. Yes, sir, Senator, we agree to that amendment.

Senator HANSEN. If I could, then, may I observe that your entire statement will be included in the record.

We appreciate your presence here and if you have any statement to make in summary we would be happy to——

Mr. KRAJA. We have a 2-minute summary, sir, if you will take that.

## STATEMENT OF HARRY G. WILES, NATIONAL COMMANDER, AMERICAN LEGION, INTRODUCED BY MYLIO S. KRAJA, DIRECTOR, NATIONAL LEGISLATIVE COMMISSION; ACCOMPANIED BY JAMES C. WATKINS, DIRECTOR, NATIONAL PUBLIC RELATIONS; CHARLES E. MATTINGLY, DEPUTY DIRECTOR, NATIONAL LEGISLATIVE COMMISSION

Mr. KRAJA. I am Mylio Kraja, legislative director. In addition to our witness is James Watkins, director of public relations and the deputy director of the legislative commission, Charles E. Mattingly.

It is my pleasure, Mr. Chairman, and members, to introduce our national commander, Harry Wiles, for this brief summary.

Senator HANSEN. Very good.

Commander WILES. Thank you, Mr. Chairman, and members of the subcommittee. We are pleased to appear before you today to speak on behalf of Senate Joint Resolution 181 authorizing the American Legion to place the Freedom Bell on the Federal grounds of the Nation's capital, as a permanent memorial to the Bicentennial of the United States.

In November of 1974 American Freedom Train Foundation executives approached the American Legion with a proposal for sponsorship of the bell to be dedicated to our Nation's children, who represent our future.

Our national executive committee, recognizing the significance of the Freedom Bell, approved our participation in the project and allocated funds sufficient to cover the casting, transportation, and placement aboard the American Freedom Train.

The bell was cast in Aarle-Rixtel, The Netherlands, by the old and honored Petit and Fritsen firm of bellfounders on January 17, 1975.

I must note here that the casting of a bell of this size was beyond the capabilities of any U.S. firm. This bell weighs more than 16,000 pounds, and I might say it is exactly twice the size of the Liberty Bell.

This bell will remain aboard the Freedom Train where it was subsequently placed on March 14, 1975, throughout the inclusion of its epoch Bicentennial journey, and will end in Miami, Fla., on December 30, 1976.

Since the first appearance of the Freedom Train in April 1975, well in excess of 5 million Americans have actually gone through the train paying the admission charge.

Since the Freedom Bell is an open display, we estimate that many millions more people have seen it than have gone through the train.

In addition, the Freedom Train moves slowly through the small towns and villages of America, and we are told that even in the small hours of the morning crowds are normally on hand to view the brightly illuminated train as it passes by.

There is little question that the Bicentennial celebration of our Nation has captured the imagination of the American people and has, in fact, provided a unifying force of an order we have not seen in recent years.

We of the American Legion believe that the Nation should have a tangible and enduring reminder of this great moment in our history. We believe that the Freedom Bell now known to many millions of Americans and dedicated as it is to the children of America should

be made a permanent Bicentennial memorial with a place of honor in the Nation's capital.

The bell combines dignity, heroic size, and strong identification with the principal symbol of our independence, the Liberty Bell.

We believe the Freedom Bell will provide future generations of Americans with a benchmark, relating to a point in time in our history when our people regained a strong national pride and a new awareness of the greatness that is America.

It is our strong belief that future historians will mark this time as a turning point when Americans moved away from devisiveness and united once again as a people to work for realization of the promise of the future for our Nation.

We believe the Freedom Bell is an appropriate symbol of this great moment and is, in fact, one of the very few tangible mementos of our Bicentennial worthy of preservation for posterity.

We believe that a memorial of this significance deserves the finest possible setting. Accordingly, the American Legion has endeavored to secure the services of one of America's most distinguished and honored architects, Edward Durrell Stone, to design the Freedom Bell memorial.

I am pleased to announce that Mr. Stone has agreed to accept the commission should our project meet with your approval.

That concludes my statement, Mr. Senator, and we are open for any questions you might have.

Senator HANSEN. Thank you very much, National Commander Wiles. We are grateful for many, many reasons to the American Legion and certainly I would be most insensitive to the feelings of the Members of the Congress if I were to fail to express now our appreciation for this latest evidence of your great and continuing interest in our country, in our young people and in our Nation's heritage of liberty.

To you and to Mr. Kraja and the other distinguished members at the witness table our thanks and our appreciation. I have no questions.

[The prepared statement of Mr. Wiles follows:]

STATEMENT OF HARRY G. WILES, NATIONAL COMMANDER, AMERICAN LEGION

Mr. Chairman and Members of the Subcommittee on Parks and Recreation:

We are pleased to appear before you today to speak on behalf of Senate Joint Resolution 181 authorizing The American Legion to place the "Freedom Bell" on Federal grounds in the Nation's Capital as a permanent memorial to the Bicentennial of the United States.

My statement today is brief, however, I believe it is necessary to a complete understanding of how we, as Legionnaires, feel about the Freedom Bell, how we got involved with it, and what we have done since to perpetuate the Bell as a truly significant piece of Bicentennial Americana—to review the history of our commitment to this project.

In June of 1974, the Freedom Bell was conceived by members of the American Freedom Train Foundation as a Bicentennial gift to the nation, dedicated to America's children, who represent our future. Originally, plans called for the collection of pennies from school children to be melted down for the purpose of casting the Bell. Senators Moss and Williams introduced a resolution recognizing the Bell project, and calling for placement of the Bell on the Capitol grounds following its Bicentennial journey on the Freedom Train.

Time, and other factors, combined to rule out the penny idea as a practical plan, and, in November 1974, Freedom Train executives approached The American Legion with a proposal for sponsorship of the Bell.

Our National Executive Committee, recognizing the significance of the Freedom Bell, approved our participation in the project, and allocated funds sufficient

to cover the casting, transportation and placement aboard the American Freedom Train.

The Freedom Bell was cast in Aarle-Rixtel, The Netherlands, by the old and honored Petit & Fritsen firm of bellfounders on January 17, 1975. I must note here that the casting of a bell of this size was beyond the capabilities of any U.S. firm. Prince Klaus and Princess Beatrix represented the Dutch royal family at ceremonies marking the pouring of the some 20,000 pounds of molten bronze and tin into the huge mold especially constructed for the Freedom Bell. The United States was represented by our Ambassador to The Netherlands, Kingdon Gould, as well as by representatives of The American Legion Department of France. The Freedom Bell was then painstakingly tuned by its founders to a pitch exactly one octave below that of the Liberty Bell in the key of "F." Its huge hand forged clapper, made with a steel stem and a bronze ball, is designed to strike the heavy metal area near the bottom, or lip, of the Bell.

The Freedom Bell arrived at the Port of Baltimore on March 14, 1975, and was transported to Cameron Station, Virginia for placement aboard the American Freedom Train. The Bell will remain aboard the Freedom Train through the conclusion of its epoch Bicentennial journey in Miami, Florida on December 30, 1976.

In March 1975, then National Commander James M. Wagonseller launched a fund drive within the Legion organization to finance purchase of the Bell. He stipulated that funds donated in excess of the purchase cost would be used for the proposed permanent structure to house the Bell following the Bicentennial.

At the same time, the national Legion organization began a publicity campaign designed to acquaint the American people with the Freedom Bell and its significance. Conducted through our Departments (corresponding to states) and local posts, the campaign has included radio and television public service announcemnets, cooperative print advertisements, and a slide presentation for small audience use. The publicity effort was geared to reach a peak in each locality at the time the Freedom Train carrying the Bell was scheduled to arrive.

Since the first appearance of the Freedom Train in April 1975, well in excess of five million Americans have actually gone through the train paying the admission charge. Since the Freedom Bell is on open display, we estimate many more people have seen it than have gone through the train. In addition, the Freedom Train moves slowly through the small towns and villages of America, and we are told that even in the small hours of the morning crowds are normally on hand to view the brightly illuminated train as it passes by.

There is little question that the Bicentennial celebration of our nation has captured the imagination of the America people, and has, in fact, provided a unifying force of an order we have not seen in recent years. We of The American Legion believe that the nation should have a tangible and enduring reminder of this great moment in our history. We believe that the Freedom Bell, now known to many millions of Americans, and dedicated, as it is, to the children of America who are the future, should be made a permanent Bicentennial memorial with a place of honor in the nation's capital. The Bell combines dignity, heroic size and strong identification with the principal symbol of our independence—the Liberty Bell. We believe the Freedom Bell will provide future generations of Americans with a bench mark, relating to a point in time in our history when our people regained a strong national pride and a new awareness of the greatness that is America.

It is our strong belief that future historians will mark this time as a turning point when Americans moved away from devisiveness and united once again as a people to work for realization of the promise of the future for our nation. We believe the Freedom Bell is an appropriate symbol of this great moment and is, in fact, one of the very few tangible mementos of our Bicentennial worthy of preservation for posterity.

We believe that a memorial of this significance deserves the finest possible setting. Accordingly, The American Legion has endeavored to secure the services of one of America's most distinguished and honored architects—Edward Durrell Stone—to design the Freedom Bell memorial. I am pleased to announce that Mr. Stone has agreed to accept the commission should our project meet with your approval.

I will be happy at this time to respond to your questions.

Senator HANSEN. The hearing is concluded.

[Whereupon at 12:20 p.m., the hearing was adjourned.]

# APPENDIXES

## Appendix I

Study—Congaree Swamp, by T. Dwight Bunce

# ECONOMIC IMPACT OF THE PRESERVATION OF THE BEIDLER TRACT IN CONGAREE SWAMP ON TIMBER-USING INDUSTRIES AND ON RICHLAND COUNTY, SOUTH CAROLINA

by

T. DWIGHT BUNCE

ECONOMIST

COLUMBIA, SOUTH CAROLINA

SEPTEMBER 20, 1975

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ACKNOWLEDGEMENTS

In preparing this report, I was helped by many people. The report's discussion of the forest products industry benefited from the assistance provided by the following individuals at the South Carolina Forestry Commission:

Mr. Walker T. Ahearn, Assistant State Forester, Information and Education Division

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Mr. Edward C. Pickens, Assistant State Forester, Division of Forest Management

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Mr. Gerry Hutchinson prepared the two excellent maps in the report.

I wish to thank the Sierra Club Foundation for its support of this project.

INTRODUCTION

The Congaree Swamp is a bottomland area lying along the north bank of the Congaree River in Richland County, South Carolina. In the early 1960's the National Park Service studied the Congaree Swamp and in its April 1963 report recommended "...that Congaree Swamp be favorably considered for addition to the National Park System as a National Monument." (1) The report outlined an area of about 21,000 acres to be protected. The area north of the Congaree River, the location of the virgin timber stands, was to be acquired. A small 500 foot buffer strip on the south side of the river was to be assured through protective easements. On the map on the next page the area the National Park Service recommended for acquisition is lightly shaded. Included in this area is land on higher ground for a visitor and administrative center and for a housing and utility area. (2)

Within the Congaree Swamp land owned by the Beidler family of Chicago, Illinois, is of great importance. They own most of the land the Park Service recommended for acquisition and their land contains all the large tracts of virgin trees. According to Richland County 1974 Property Records the Beidlers own 14,686.43 acres within the area. The map on the next page shows the Beidler family's Congaree Swamp holdings in dark shading. Because of the size and quality of the Beidler family's Congaree Swamp land, this study concentrates on their acreage. The study does not deal with other acreage which the family owns in Richland County; in particular 2,610 acres near the confluence of the Wateree and Congaree Rivers are excluded. In this study the Beidler family's Congaree Swamp holdings are often referred to as the Beidler tract.

The Beidler tract is principally a hardwood forest with some loblolly pines on the slightly higher ground. The predominate tree species are sweetgum, blackgum, sycamore, southern hackberry, oak (most common are the southern red, swamp white, and overcup), elm, ash, hickory, and cypress. (3) Most of this acreage has never been harvested. (4) Many of the trees are immense; the tract has several state and national record trees. (5)

This study is concerned with two broad questions of economic impact arising from the proposal to preserve the Beidler tract. The first is the impact upon timber-using and wood-using industries. Are the Beidler tract's harvests and inventory large enough in the market area that losses of production, income, and jobs would result from the tract's preservation? This subject is discussed in the first section of this report.

The second question is the fiscal impact on Richland County. How much property tax revenue, for example, would the County lose if the Beidler tract became publicly owned? The fiscal impact on the County

is discussed in the last section of the report.

Especially because the preservation of Congaree Swamp is the subject of controversy today in South Carolina, every effort has been made in this study to present the reasoning and the data which underlie the report's conclusions. The data alone in this report should prove of value to those interested in the economics of the Beidler tract's preservation.

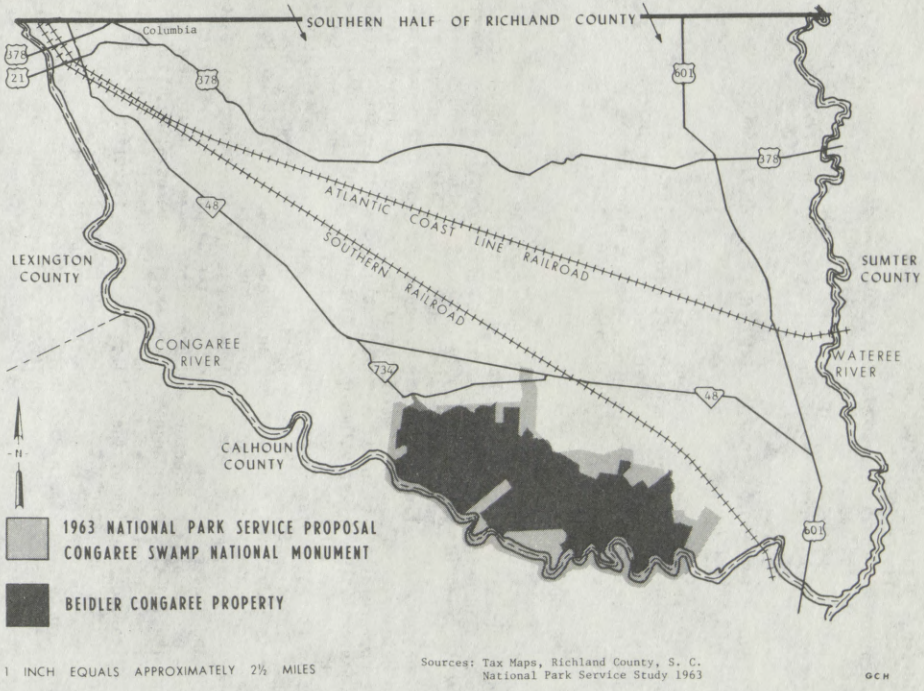
## I. ECONOMIC IMPACT ON WOOD-USING INDUSTRIES IN THE CONGAREE SWAMP TIMBER MARKET AREA

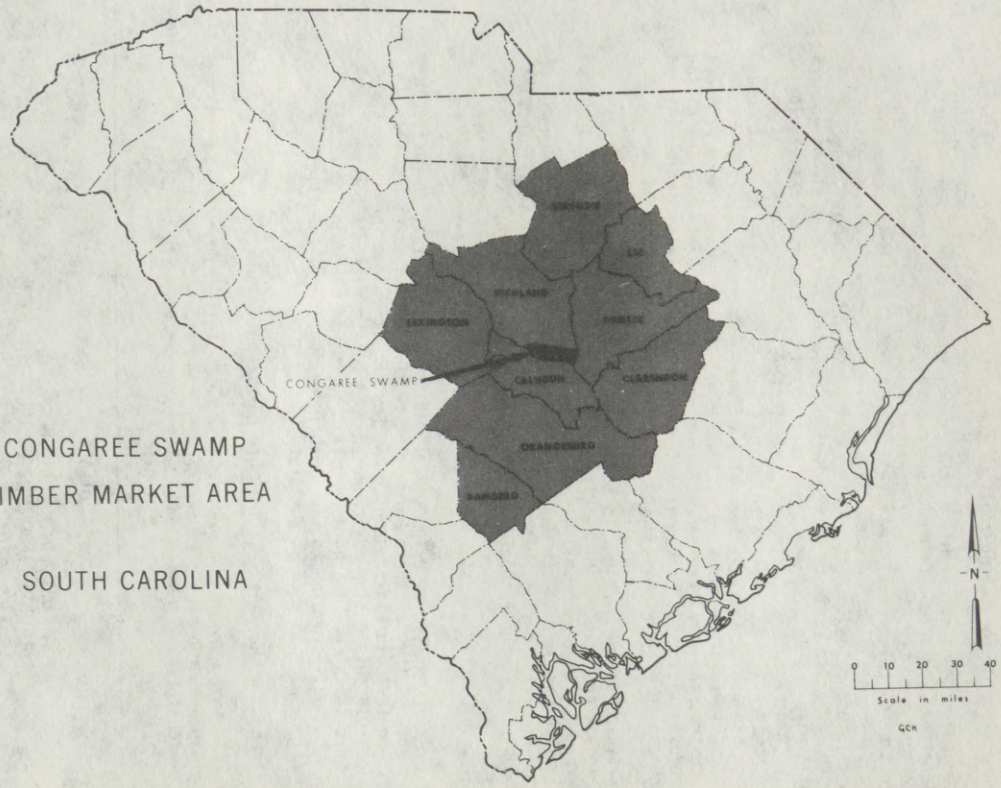
This section of the report discusses the economic impact that preservation of the Beidler tract would have on the area's timber and wood-using industries. The Beidler tract's timber contribution in recent years and its inventory are examined in the context of the timber resources and the forest products industry in the region.

### A. METHODOLOGY

At present, the Beidler tract is part of the state's commercial forest land. Harvests in recent years have supplied timber to the state's forest products industry. If the Beidler tract were to continue as a commercial forest, it would continue to supply timber. This timber would have commercial value and its processing would create additional value of production, generating additional revenues and jobs. The preservation of the Beidler tract's timber would, of course, remove the present timber from the commercial forest inventory and preclude any future supply resulting from growth. The market value of the timber and land is a dollar measure of the commercial timber cost to the economy of preserving the Beidler tract. If the Beidler tract's prospective timber output is relatively large, there could also be repercussions in the timber-using industry. If these industries could not buy an adequate supply of timber in the area, they might have to pay a higher price to buy timber from more distant forests or they might have to reduce output and thus reduce the associated jobs and income. If, on the other hand, the Beidler tract is a very small share of the area's inventory and production, then it would be concluded that the industry could adjust to the tract's preservation without significant negative repercussions. Since the impact issue hinges upon the relative contribution of the Beidler tract, the selection of the reference area becomes an important step in the analysis. Should the Beidler timber resources be compared to the timber resources of Richland County? A multi-county area? South Carolina? The southeastern U.S.? The apparent impact of preserving the Beidler tract will be markedly affected by the size of the area chosen. The smaller the reference area, the more significant will appear the commercial loss of the Beidler tract's timber.

The reference area should be the area which depends upon the Congaree Swamp's timber. This area in the study is called the Congaree Swamp Timber Market Area, or simply Market Area. It is defined using a 50 mile timber buying radius around the Beidler tract. The 50 mile radius is


SOUTHERN HALF OF RICHLAND COUNTY
Columbia
378
21
378
601
378
48
ATLANTIC COAST LINE RAILROAD
SOUTHERN RAILROAD
LEXINGTON COUNTY
SUMTER COUNTY
CONGAREE RIVER
WATEREE RIVER
734
48
CALHOUN COUNTY
N
601
1963 NATIONAL PARK SERVICE PROPOSAL
CONGAREE SWAMP NATIONAL MONUMENT
BEIDLER CONGAREE PROPERTY
1 INCH EQUALS APPROXIMATELY 2½ MILES
Sources: Tax Maps, Richland County, S. C.
National Park Service Study 1963
GCH




CONGAREE SWAMP
TIMBER MARKET AREA

SOUTH CAROLINA

an average of the buying radii of the South Carolina buyers of timber. This radius around the Beidler tract encompasses all or most of the following counties: Richland (the county in which the Beidler tract is located), Lexington, Calhoun, Orangeburg, Bamberg, Clarendon, Sumter, Kershaw, and Lee Counties. The Market Area is lightly shaded on the map on the following page. The circle with a 50 mile radius around the Beidler tract also includes parts of several other counties, which were not incorporated into the Market Area. Thus the 9 counties selected are a conservative estimate of the Market Area, which in subsequent comparison will make the Beidler tract's timber resources appear relatively larger.

At the outset the industries described as timber or wood-using need to be identified. They are the industries for which timber or processed wood has a high share in the value of the industry's output. Three industrial sectors are used in this study: the Lumber and Wood Products industry, the Furniture and Fixtures industry, and the Paper and Allied Products industry. The Lumber and Wood Products industry includes the first processing of the timber--logging camps and contractors and various processing such as sawmills, planing mills, veneer, plywood, and particleboard production. In the South Carolina Input-Output Table these 3 industries have the highest shares of lumber and wood products in the value of output among all manufacturing sectors. (7)

The economic impact analysis thus becomes focused on the Lumber and Wood Products, Furniture and Fixtures, and Paper and Allied Products industries in the 9 county Congaree Swamp Timber Market Area.

B. INVENTORY ANALYSIS

The Congaree Swamp in general and the Beidler tract in particular are part of the "southern hardwood territory" which stretches from eastern Texas to Florida and up the East Coast to the Chesapeake Bay. Since 1915 this region has produced much of the nation's hardwood saw timber. South Carolina has 6.9 million acres in hardwood commercial forest land, according to the 1968 timber inventory, the latest inventory carried out for the state.

Trends in the South and in South Carolina

In 1970 hardwood growth exceeded removals in commercial forests in the South, which caused an increase in the hardwood inventory. As Table 1, which follows, shows, growth also exceeded removals in 1962 but fell short in 1952:

TABLE 1

NET ANNUAL GROWTH AND REMOVALS OF HARDWOODS ON COMMERCIAL TIMBERLAND IN THE SOUTH, 1952, 1962, AND 1970.(8)

| | Net Annual Growth: | Annual Removals: |
|---|---|---|
| | in millions of board feet | |
| 1952 | 7,592 | 8,269 |
| 1962 | 7,625 | 7,346 |
| 1970 | 7,932 | 7,795 |

In the South in 1970, hardwood sawtimber growth exceeded removals for oaks, hickory, yellow birch, hard maple, ash-walnut, black cherry and yellow poplar; growth was short of removals for sweetgum and for the category of other hardwoods. (9) In view of this build-up of hardwood inventories, the U.S. Forest Service in an October 1973 report cautioned:

> Although growth removal balances in hardwoods were generally favorable, in areas where extensive clearing of bottomlands has occurred, as in the West Gulf region of the South, net growth of hardwoods in 1970 was less than removals.
>
> Utilization of hardwoods is highly oriented to preferred species such as walnut, sweetgum, and yellow birch. Relatively heavy cutting of large diameter trees has also led to a decline in quality of hardwood inventories, and a building of smaller diameter trees and non-preferred species of hardwoods. (10)

In South Carolina during this period hardwood inventories increased, even in the large diameter trees.

In South Carolina hardwood growth fell short of removals between 1946 and about 1960, and then exceeded removals through 1967.(11) In 1970, the latest year for which data are available, hardwood growth again exceeded removals. (12) In Table 2 on the following page, 1967 growth and removal figures are given for South Carolina and for the Congaree Swamp Timber Market Area by county for hardwoods and all species. In both the State and the Market Area hardwood growth exceeded removals. In 1967 in S.C. growth exceeded removals for all reported hardwood categories--select white and red oaks; other white and red oaks; hickory; hard maple; sweetgum; ash, walnut, and black cherry; yellow poplar; and other hardwoods. (13) In South Carolina the excess of hardwood sawtimber growth over removals led to an inventory build-up in all diameter classes. Between 1958 and 1968 the gains in the larger diameter classes were 17% for the 17-18.9 inch hardwoods, 9% for the 19-20.9 inch, and 15% for the 21 inch and larger trees.(14) The U.S. Forest Service in its report, South Carolina's Timber, 1968 observed:

> In spite of the high grading that has occurred in the harvesting of so many hardwood stands, the findings indicate some improvement in the quality of hardwood since the previous survey. For example, in 1958, only about 30 percent of the hardwood sawtimber volume met the specifications for log grades 1 and 2, compared to about 49 percent in this latest survey.(15)

Although there was this favorable hardwood inventory increase, the U.S. Forest Service in the same report said that in South Carolina

> ...serious deficits may develop in the hardwood timber supply in the last third of the century, unless greater efforts are put forth in the management of the hardwoods.(16)

Because a comparable timber inventory is not available for any of the last seven years, recent changes in inventory are not known. It is generally

believed, however, that the last four years have seen a substantial amount of cutting of hardwood sawtimber, especially in the large diameter tree classes.

In the future South Carolina's hardwood commercial forest land is capable of much greater output of timber. The report, South Carolina's Timber, 1968, states that with better management the available hardwood sawtimber cut in 1997 could be increased from a base of 689 to over 1,000 million board feet. (17) Two-thirds of South Carolina's 2,104,000 acres of bottomland hardwood commercial forest could have higher yields by means of timber stand improvements or by regeneration. (18) Oak-pine and upland hardwood forests have similar unrealized potentials. (19) With time an increased investment in better management could greatly increase hardwood output. If the demand is present, in the long run South Carolina could respond with much larger supplies of hardwood sawtimber.

B. THE BEIDLER TRACT'S ESTIMATED INVENTORY

At present there is no timber inventory on all 14,686.43 acres of the Beidler Congaree Swamp Property. Timber cruises have been made in recent years on parts of the Beidler tract as part of Beidler's timber management and harvesting program. Less than 20% of the acreage has been cruised. The results of these cruises have not been made public nor made available to this author. Since it is not known how representative the areas cruised have been, even the present cruise data would not assure an accurate estimate. When a complete inventory is made of the Beidler land, its results may be used with other data in this study to quantify relationships with greater certainty. Until such data are available, other sources must be utilized to estimate timber inventory. In this study low, medium, and high estimates have been made and used in the analysis.

One source of sawtimber volume per acre data is South Carolina's Timber, 1968, which gives the following net volume per acre figures for South Carolina Commercial Forest Land (20):

| Hardwood Growing Stock | Board Feet per Acre |
|---|---|
| Deep Swamps | 5,679 |
| Broad Stream Margins | 6,208 |
| All Classes | 1,338 |

Of all the hardwood classes cited, broad stream margins had the highest volume per acre figure at 6,208 Bd. Ft. This figure is an average over all the state. It is undoubtedly below the Beidler 1968 volumes per acre because of the high quality of the Beidler land for hardwood timber and because most of the tract had never been harvested, and because no harvesting had occurred on the tract for over 50 years. Accordingly, use of the 6,208 Bd. Ft. per acre figure would understate the swamp's unharvested volume per acre.

A better guide to the Beidler tract volume per acre is provided in Management and Inventory of Southern Hardwoods by Putnam, Furnival and

McKnight.(22) It is estimated that a well-managed, uneven-aged southern hardwood forest on an average or better site would, at the end of a growing cycle, have a volume of 10,498 Bd. Ft. per acre. Of that total 5,221 Bd. Ft. per acre would be cut.(23) The Beidler tract is very similar to this hypothetical forest. The 10,498 Bd. Ft. per acre figure may be below the Beidler tract's volume because the Beidler tract is an exceptionally good site. The presence--without any intervention by man--of champion trees attests to the site's high quality.

Accordingly, in this analysis the 10,498 Bd. Ft. per acre figure is used as a low estimate of the Beidler volume per acre. The median estimate is set at one-third higher, or 13,997 Bd. Ft. per acre. The high estimate is two-thirds higher than the 10,498 figure or 17,497 Bd. Ft. per acre. These low, median, and high estimates of Beidler volume per acre were multiplied by the 14,686.43 acres of the Beidler Congaree Swamp land to attain the 1968 board feet estimates in Table 5, which are 154.2, 205.6 and 257.0 million board feet respectively. Data on acreage and timber volumes for the Beidler tract, the Congaree Swamp Market Area, and for South Carolina are given in Tables 3, 4, and 5 on the following pages.

The 1968 acreages in bottomland hardwood and in all commercial forests are presented in Table 3 for the Market Area by county and for the state. Table 3 also gives the volume of sawtimber for hardwood and all species. The Market Area in 1968 had 523,200 acres of bottomland hardwoods which accounted for one-quarter of the state's total; it had 2,164,900 total commercial forest acres, which was 17% of the state's total. A higher proportion of the Market Area's forest was bottomland hardwoods than in the state. The Congaree Swamp Market Area accounted for one-fifth of the state's 1968 hardwood inventory--3,258.1 million Bd. Ft.--and a slightly smaller proportion of the inventory of all species.

In 1968 the Beidler tract's 14,686.43 acres were 2.8% of the Market Area's bottomland hardwood forest or .7% of the commercial forest land, as shown in Table 4. Sawtimber inventory comparisons are in Table 5. The 1968 Beidler tract's low, median, and high estimated inventory is compared to the Market Area and to the State for both hardwood and for timber of all species. Hardwood comparisons are made because a very high proportion of the trees are hardwoods. Since the whole tract has not been cruised, the relative amounts of pine and hardwoods are unknown. In this report when hardwood sawtimber comparisons are made, it is assumed that all the Beidler tract is in hardwoods. Thus, in these comparisons the Beidler hardwood figures will be overstated by some unknown small percentage.

Using the median estimate of the Beidler tract's timber, the tract accounted for 6.3% of the Market Area's hardwood sawtimber or 3.2% of its sawtimber of all species. Use of the high estimate raises the percentage to 7.9% for hardwood and 4.0% for sawtimber of all species. The Beidler tract's percentage of inventory in Table 5 is higher than the percentage of acreage in Table 4 because of the Beidler tract's above-average volume of sawtimber per acre.

TABLE 2

NET ANNUAL GROWTH AND REMOVALS
OF ALL SAWTIMTER AND HARDWOOD SAWTIMBER
ON COMMERCIAL FOREST LAND, 1967
FOR CONGAREE SWAMP TIMBER MARKET AREA AND SOUTH CAROLINA

| NET ANNUAL GROWTH AND REMOVALS, 1967 | CONGAREE SWAMP TIMBER MARKET AREA | | | | | | | | | | SOUTH CAROLINA |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Richland County | Lexington County | Calhoun County | Orangeburg County | Bamberg County | Clarendon County | Sumter County | Lee County | Kershaw County | Total | |
| | in million board feet | | | | | | | | | | |
| All Species | | | | | | | | | | | |
| Growth | 59.1 | 35.2 | 33.2 | 56.7 | 21.4 | 64.9 | 48.4 | 11.4 | 63.0 | 393.3 | 2,093.3 |
| Removals | 38.8 | 22.4 | 21.0 | 44.0 | 6.2 | 46.6 | 34.0 | 14.3 | 43.8 | 271.1 | 1,477.7 |
| All Hardwoods | | | | | | | | | | | |
| Growth | 26.4 | 5.6 | 9.5 | 26.5 | 10.1 | 19.6 | 19.9 | 5.8 | 17.1 | 140.5 | 695.6 |
| Removals | 21.2 | 7.7 | 6.6 | 18.1 | 2.8 | 25.1 | 20.8 | 11.1 | 11.7 | 125.1 | 498.5 |

Sources: County data are from Forest Statistics for the Northern Coastal Plain of South Carolina, 1968, (U. S. Forest Service Resource Bulletin SE-10, May, 1968), by Richard L. Welch, Associate Resource Analyst, U. S. Department of Agriculture, Forest Service, Tables 8 and 9; Forest Statistics for the Southern Coastal Plain of South Carolina, 1968 (U. S. D. A. Forest Service Resource Bulletin SE-12, October, 1968), by Noel D. Cost, Associate Resource Analyst, U. S. Department of Agriculture, Forest Service, Tables 8 and 9. South Carolina data are from South Carolina's Timber, 1968 by Herbert H. Knight and Joe P. McClure, U. S. Department of Agriculture, Forest Service, Table 18.

TABLE 3

AREA OF COMMERCIAL FOREST LAND, TOTAL AND BOTTOMLAND HARDWOOD, AND VOLUME OF SAWTIMBER, ALL SPECIES AND HARDWOOD, FOR CONGAREE SWAMP TIMBER MARKET AREA AND FOR SOUTH CAROLINA, IN 1968

| CATEGORY | CONGAREE SWAMP TIMBER MARKET AREA | | | | | | | | | | SOUTH CAROLINA |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Richland County | Lexington County | Calhoun County | Orangeburg County | Bamberg County | Clarendon County | Sumter County | Lee County | Kershaw County | Total | |
| | in thousands of acres | | | | | | | | | | |
| Commercial Forest Land in 1968 | | | | | | | | | | | |
| Total | 340.2 | 264.6 | 134.1 | 347.2 | 152.1 | 214.2 | 225.7 | 105.7 | 381.1 | 2,164.9 | 12,410.7 |
| Bottomland Hardwoods | 64.7 | 18.4 | 30.2 | 135.9 | 53 | 76.5 | 76.0 | 21.1 | 42.4 | 523.2 | 2,104.2 |
| Oak-gum-cypress | 58.0 | 12.6 | 27.3 | 135.9 | 53 | 76.5 | 65.7 | 16.7 | 23.0 | 468.7 | 1,817.3 |
| Elm-ash-cottonwood | 6.7 | 5.8 | 2.9 | — | — | — | 10.3 | 4.4 | 24.4 | 54.5 | 286.9 |
| | in millions of board feet | | | | | | | | | | |
| Volume of Sawtimber on Commercial Forest Land in 1968 | | | | | | | | | | | |
| All Species | 1,026.1 | 486.8 | 500.7 | 1,027.7 | 446.4 | 929.9 | 955.5 | 184.8 | 768.5 | 6,426.4 | 35,015.6 |
| Hardwood | 562.5 | 110.8 | 234.1 | 602.7 | 240.6 | 545.7 | 489.8 | 120.7 | 351.2 | 3,258.1 | 15,548.4 |

Source: County data are from Forest Statistics for the Northern Coastal Plain of South Carolina, 1968, (U. S. Forest Service Resource Bulletin SE-10, May, 1968), by Richard L. Welch, Associate Resource Analyst, U. S. Department of Agriculture, Forest Service, Tables 3 and 7; Forest Statistics for the Southern Coastal Plain of South Carolina, 1968 (U. S. D. A. Forest Service Resource Bulletin SE-12, October, 1968), by Noel D. Cost, Associate Resource Analyst, U. S. Department of Agriculture, Forest Service, Tables 3 and 7. South Carolina data are from South Carolina's Timber, 1968 by Herbert H. Knight and Joe P. McClure, U. S. Department of Agriculture, Forest Service, Tables 8 and 12.

TABLE 4

COMMERCIAL FOREST LAND
BOTTOMLAND HARDWOODS AND TOTAL, 1968,
BEIDLER CONGAREE SWAMP PROPERTY,
CONGAREE SWAMP TIMBER MARKET AREA AND
SOUTH CAROLINA

| AREA | COMMERCIAL FOREST LAND, 1968, IN ACRES AND PERCENTAGES: | |
|---|---|---|
| | Bottomland Hardwoods: | Total: |
| Congaree Swamp Timber Market Area..... | 523,200 | 2,164,900 |
| South Carolina..... | 2,104,200 | 12,410,700 |
| Beidler Congaree Swamp Property..... | 14,686.43 | 14,686.43 |
| Beidler Congaree Swamp Property as Percentage of Congaree Swamp Timber Market Area..... | 2.8 % | .7 % |
| Beidler Congaree Swamp Property as Percentage of South Carolina..... | .7 % | .1 % |

Sources: Congaree Swamp Market Area and South Carolina data are from Table 3. Beidler acreage is from 1974 Richland County tax records.

TABLE 5

VOLUME OF SAWTIMBER ON COMMERCIAL FOREST LAND
HARDWOOD AND ALL SPECIES, 1968
BEIDLER TRACT, CONGAREE SWAMP TIMBER MARKET AREA,
AND SOUTH CAROLINA

| AREA | VOLUME OF SAWTIMBER ON COMMERCIAL FOREST LAND IN 1968, IN MILLIONS OF BOARD FEET AND PERCENTAGES: | |
|---|---|---|
| | Hardwood: | All Species: |
| Congaree Swamp Timber Market Area..... | 3,258.1 | 6,426.4 |
| South Carolina..... | 15,548.4 | 35,015.6 |
| Beidler Congaree Swamp Property: Low Estimate..... | 154.2 | 154.2 |
| Medium Estimate... | 205.6 | 205.6 |
| High Estimate..... | 257.0 | 257.0 |
| Beidler Congaree Swamp Property as Percentage of Congaree Swamp Timber Market Area: | | |
| Low Estimate..... | 4.7 % | 2.4 % |
| Medium Estimate... | 6.3 % | 3.2 % |
| High Estimate..... | 7.9 % | 4.0 % |
| Beidler Congaree Swamp Property as Percentage of South Carolina: | | |
| Low Estimate..... | 1.0 % | .4 % |
| Medium Estimate... | 1.3 % | .6 % |
| High Estimate..... | 1.7 % | .7 % |

Sources: Congaree Swamp Timber Market Area and South Carolina data are from Table 3, Beidler estimates are discussed in the text.

In these comparisons the Beidler tract's acreage and sawtimber are a very small percentage of the total available in the Congaree Swamp Timber Market Area. This is true even when the Beidler tract's data are compared to the hardwood figures for the Market Area. These comparisons, however, are for 1968. Since then part of the Beidler tract has been under timber contract, so that today's inventory would be less than the actual inventory in 1968. Because no inventory has been made for the Market Area since 1968, it is not possible to say whether the Beidler tract's share has fallen, remained the same, or risen.

D. PRODUCTION ANALYSIS

This section discusses the recent harvests of the Beidler tract's timber and its contribution to the wood-using industries in the Congaree Swamp Timber Market Area. After cutting a part of the tract's cypress in the early years of this century, the tract was not subject to cutting again until a recent series of contracts was awarded (24), the first of these being in 1970. There have been six contracts awarded and recorded in Richland County in the 5-year period 1970-1974. These recorded contracts were for harvesting on 1,653 acres. These recorded contracts include a little over half of the 3,000 acres which have been put under timber contracts. (25) Data were not available for this study on the unrecorded timber contracts. Summary information on the recorded timber contracts is given in Table 6.

The total value of the recorded timber contracts is $1,619,191.95.

Four of the six timber contracts were awarded to Georgia-Pacific Corporation and one each to Dean-Demsey Lumber Company of Orangeburg, and to Continental Can Company. Five of the contracts allowed two years for harvesting; one allowed three years. The contract dollar amounts were for the cutting of marked timber; cutting of unmarked timber required an additional payment. The column titled Selected Contract Notations in Table 4 lists the amount charged in five of the contracts for cutting unmarked timber. When the cutting was necessary for roads or roadways, two of the contracts provided for a lower charge. The contracts do not include an estimate of the amount of board feet.

In order to estimate the economic contribution of the Beidler tract's harvests, the amount of board feet harvested is estimated for the years 1971 through 1973. This estimate is compared to the Market Area's harvest for these years. This period of years is used because of the availability of data. Before 1971 there are no comparable county harvest data; data for 1974 and 1975 have not yet been compiled by the South Carolina Forestry Commission.

From 1971 through 1973 the most timber that the Beidler tract could have produced from the recorded timber contracts is the harvests from the first two contracts. This assumes that all the timber in the Jan.5, 1970 contract was cut during 1971-1973 and that all the timber in the August 16, 1972 contract was harvested before the end of 1973. Assuming the average value of the contracts' timber was $100 per thousand board feet, the estimated sawtimber cut would be 4,672 thousand Bd. Ft. As an estimate of the actual harvest during 1971-1973, this figure may be low because some of the timber from the unrecorded timber contracts may have been harvested during this period. On the other hand, all of the timber from the first two recorded contracts may not have been cut during this period.

73,591 thousand Bd. Ft. of hardwood sawtimber in 1973, or one-quarter of the state's total. It supplied twice as much softwood sawtimber, but it was less than a fifth of the state's softwood total. The Market Area was thus a relatively more important supplier of hardwood sawtimber than softwood. This was also true in 1971 and 1972.

For the 1971-1973 period the Congaree Swamp Timber Market Area produced 259,097 thousand Bd. Ft. of hardwood and 706,230 thousand Bd.Ft. of sawtimber of all species. In Table 8 which follows the Beidler tract's estimated supply is compared to the Market Area and to the state. The Beidler tract's 4,672thousand Bd.Ft. was 1.8% of the Market Area's hardwood production; .7% of its harvest of sawtimber of all species. Because the pace of harvesting of the Beidler tract accelerated after 1973, it is likely that its share in the Market Area's harvest will be higher in 1974-1976 than in 1971-1973.

Because it is not possible to trace the harvested Beidler tract timber through its processing in the Market Area, another approach has been used in this study to estimate the tract's economic contribution. Using the proportion of the Beidler tract's sawtimber in the Market Area as an index of its economic value, the jobs and payroll in the wood-using industries associated with the tract's timber will be estimated. These economic estimates are only approximations--made simply to provide an order of magnitude of the Beidler tract's economic importance to the wood-using industries in the Market Area.

Employment and payroll data for the Lumber and Wood Products industry, the Furniture and Fixtures industry, and all industry for the Congaree Swamp Timber Market Area and for South Carolina for 1973 are given in Table 9 which follows. In March 1973 the Lumber and Wood Products industry employed 3,566 people in the Market Area, of which almost half worked in Orangeburg County. This County has several major employers, such as the Holly Hill Lumber Company and the Dean-Dempsey Lumber Corporation.(26) The Market Area accounted for a quarter of the State's employment in this industry.

The Furniture and Fixtures industry employed 2,064 in the Market Area in March 1973, almost all of which was in Sumter County. Korn Industries, Inc., and Georgia-Pacific Corporation account for much of the County's employment in this industry. The Market Area accounted for over a third of the state's employment in the Furniture and Fixtures industry.

The Paper and Allied Products industry, the other wood-using industry, is not included in Table 9. Because of disclosure restrictions (27), comparable county data were not published. Table 10, which presents summary employment and payroll data for the Market Area, estimated employment for the Paper and Allied Products industry by using employment figures by firm from the 1975 South Carolina Industrial Directory. Payroll in the Market Area is computed as explained in note 1 to Table 10.

The wood-using industries employed 7,035 people in March 1973 in the Market Area with an annual payroll of $47,925,000. These figures were about 4½% of the Market Area's employment and payroll.

Using the data in Tables 8 and 10, estimates are made in Table 11 of



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Table 6 Recorded Timber Contracts on the Beidler Congaree Swamp Property in Richland County, South Carolina 1955-1974

| Name of Tract within Beidler Congaree Swamp Property | Contract Date | Contract Value | Acres Under Contract | Contract Value per Acre (1) | Contract Grantee | Term of Contract (Continued on next page) |
|---|---|---|---|---|---|---|
| W. J. Duffie | 1970 | $ 230,830 | 600 Acres | $ 385 per acre | Georgia-Pacific Corp. | 2 years, with one yr. extension permitted with payment of 5% surcharge |
| Portion of Agnew Tract | August 16, 1972 | $236,391.40 | 330 Acres | $ 716 per acre | Georgia-Pacific Corp. | Same as above |
| W. W. Weston #1, Hildebrand-Wise, 1-A | December 3, 1973 | $ 225,000 | 158 Acres | $1,424 per acre | Georgia-Pacific Corp. | 2 years |
| W. W. Weston No. 1, A-2 | December 24, 1973 | $315,910.55 | 155 Acres | $2,038 per acre | Continental Can Company | 2 years, with one yr. extension permitted with payment of 5% surcharge |
| Northern Portion of W. W. Weston #1 | September 1974 | $ 450,000 | 240 Acres | $1,875 per acre | Dean-Dempsey Lumber Co. of Orangeburg | 3 years |
| Block F of Agnew Tract | December 1974 | $ 161,060 | 170 Acres | $ 947 per acre | Georgia-Pacific Corp. | 2 years, with one yr. extension permitted with payment of 5% surcharge |
| TOTAL | | $1,619,191.95 | 1,653acres | $980 per acre | | |

(1) Computed from two preceding columns

- Continued -

Table 6 Recorded Timber Contracts on the Beidler Congaree Swamp Property in Richland County, South Carolina 1955-1974

| Name of Tract within Beidler Congaree Swamp Property | Number of Trees | Selected Contract Notations | Contract Recorded in Richland County Deedbook No. | Page No. |
|---|---|---|---|---|
| W. J. Duffie | 8,970 | Total trees is the sum of 8,740 hardwoods and 230 pines. Unmarked timber cut charged at $150 for pine and $100 for hardwood and cypress per thousand board feet; cut for roads at $100 for pine and $49.75 for hardwood and cypress per thousand board feet | D164 | 306 |
| Portion of Agnew Tract | 4,458 | Unmarked trees cut charged at $150 per thousand board feet | D253 | 724 |
| W. W. Weston #1, Hildebrand-Wise, 1-A | 2,342 | Various species. Unmarked timber cut charged at $200 per thousand board feet | D301 | 217 |
| W. W. Weston No. 1, A-2 | - | All timber except cypress and sycamore. Unmarked timber cut charged at $175 per thousand board feet; cut for roads or roadways at $130 per thousand board feet | D302 | 589 |
| Northern Portion of W. W. Weston #1 | - | All timber except cypress | D329 | 399 |
| Block F of Agnew Tract | 2,888 | Charge on cutting of unmarked timber in dollars per thousand board feet:<br>Sweetgum & ash $ 120<br>Blackgum & Ash $ 100<br>Cherry Black Oak $ 85<br>All Others $ 70 | D337 | 205 |

Source: Richland County Deedbooks as noted in last two columns.

TABLE 7

PRODUCT DRAIN, 1971-1973
SAW AND VENEER LOGS, AND COOPERAGE; AND PULPWOOD
FOR CONGAREE SWAMP TIMBER MARKET AREA BY COUNTY OF
ORIGIN OF TIMBER AND FOR SOUTH CAROLINA

| PRODUCT DRAIN | CONGAREE SWAMP TIMBER MARKET AREA | | | | | | | | | | SOUTH CAROLINA |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Richland County | Lexington County | Calhoun County | Orangeburg County | Bamberg County | Clarendon County | Sumter County | Lee County | Kershaw County | Total | |
| Saw and Veneer Logs and Cooperage | in thousands of board feet | | | | | | | | | | |
| Hardwood: 1973 | 16,002 | 2,962 | 3,652 | 14,151 | 7,892 | 7,618 | 15,758 | 2,778 | 2,778 | 73,591 | 284,432 |
| 1972 | 13,183 | 3,220 | 3,289 | 22,796 | 12,242 | 11,581 | 18,794 | 5,148 | 9,291 | 99,544 | 314,131 |
| 1971 | 10,368 | 3,216 | 4,910 | 15,456 | 8,244 | 9,972 | 18,906 | 4,212 | 10,678 | 85,962 | 286,692 |
| Softwood: 1973 | 15,072 | 13,659 | 12,509 | 47,981 | 20,118 | 19,504 | 8,962 | 5,719 | 10,825 | 154,349 | 851,544 |
| 1972 | 20,878 | 16,213 | 10,789 | 41,263 | 5,014 | 27,842 | 12,311 | 3,203 | 12,935 | 150,448 | 820,007 |
| 1971 | 17,481 | 16,202 | 10,801 | 37,862 | 4,701 | 26,580 | 12,538 | 4,915 | 11,256 | 142,336 | 751,537 |
| Pulpwood | in cords | | | | | | | | | | |
| Hardwood: 1973 | 10,529 | 3,066 | 444 | 17,288 | 6,157 | 4,155 | 11,319 | 4,639 | 30,672 | 88,269 | 608,270 |
| 1972 | 9,475 | 4,922 | 452 | 6,624 | 6,421 | 9,302 | 7,848 | 7,000 | 23,744 | 75,688 | 556,601 |
| 1971 | 12,803 | 6,126 | 200 | 17,284 | 5,818 | 12,309 | 10,301 | 4,364 | 18,808 | 88,013 | 574,887 |
| Softwood: 1973 | 49,935 | 49,462 | 8,552 | 69,019 | 38,234 | 27,309 | 25,043 | 13,477 | 90,236 | 371,267 | 2,129,722 |
| 1972 | 63,547 | 53,519 | 7,256 | 53,506 | 17,882 | 26,009 | 23,857 | 17,511 | 106582 | 369,669 | 1,990,989 |
| 1971 | 45,627 | 18,764 | 7,900 | 38,107 | 16,873 | 49,810 | 28,040 | 18,712 | 101084 | 324,917 | 1,801,246 |

Source: South Carolina Forestry Commission, Product Drain in South Carolina by County, Product and Species Softwood and Hardwood, 1971-1973, Unpublished data.

TABLE 8

TOTAL 1971-1973 SAWTIMBER SUPPLY,
HARDWOOD AND ALL SPECIES,
CONGAREE SWAMP TIMBER MARKET AREA,
SOUTH CAROLINA AND BEIDLER CONGAREE
SWAMP PROPERTY

| AREA | TOTAL 1971-1973 SAWTIMBER SUPPLY HARDWOOD AND ALL SPECIES IN THOUSANDS OF BOARD FEET AND IN PERCENTAGES: | |
|---|---|---|
| | Hardwood: | All Species: |
| Congaree Swamp Timber Market Area..... | 259,097 | 706,230 |
| South Carolina..... | 885,255 | 3,308,343 |
| Beidler Congaree Swamp Property, Supply Estimate: Amount..... | 4,672 | 4,672 |
| As Percentage of Congaree Swamp Timber Market Area.... | 1.8 % | .7 % |
| As Percentage of South Carolina..... | .5 % | .1 % |

Sources: Congaree Swamp Timber Market Area and South Carolina data compiled from data in Table 7. Beidler Congaree Swamp property supply estimated as explained in the text.

TABLE 9

LUMBER AND WOOD PRODUCTS INDUSTRY,
FURNITURE AND FIXTURES INDUSTRY, AND ALL INDUSTRY
MARCH 1973 EMPLOYMENT AND 1973 ANNUAL PAYROLL
FOR CONGAREE SWAMP TIMBER MARKET AREA AND FOR SOUTH CAROLINA

| INDUSTRY | CONGAREE SWAMP TIMBER MARKET AREA | | | | | | | | | | SOUTH CAROLINA |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Richland County | Lexington County | Calhoun County | Orangeburg County | Bamberg County | Clarendon County | Sumter County | Lee County | Kershaw County | Total | |
| Lumber and Wood Products | | | | | | | | | | | |
| March 1973 Employment | 356 | 269 | 32 | 1,667 | 373 | 401 | 177 | 21 | 270 | 3,566 | 14,367 |
| 1973 Annual Payroll (in thousands of dollars) | 2,205 | 1,426 | 214 | 10,311 | 2,105 | 2,319 | 891 | 119 | 1,495 | 21,084 | 83,051 |
| Furniture and Fixtures | | | | | | | | | | | |
| March 1973 Employment | 50 | 43 | -- | -- | -- | -- | 2,064 | -- | -- | 2,157 | 5,830 |
| 1973 Annual Payroll (in thousands of dollars) | 269 | 282 | -- | -- | -- | -- | 12,354 | -- | -- | 12,905 | 35,757 |
| All Industries | | | | | | | | | | | |
| March 1973 Employment | 79,745 | 22,661 | 1,826 | 17,135 | 3,331 | 3,796 | 18,169 | 1,390 | 10,108 | 158,161 | 805,927 |
| 1973 Annual Payroll (in thousands of dollars) | 574,901 | 115,193 | 13,648 | 103,663 | 17,790 | 17,905 | 107,536 | 7,279 | 78,382 | 1076298 | 5,508,162 |

Source: Average Monthly Covered Employment, Total Annual Payroll, Average Weekly Wage and Employing Units by County, South Carolina, 1973, S. C. Employment Security Commission, September, 1974.

TABLE 10

MARCH 1973 EMPLOYMENT AND 1973 PAYROLL
SELECTED WOOD-USING INDUSTRIES AND ALL INDUSTRY
CONGAREE SWAMP TIMBER MARKET AREA

| INDUSTRY | CONGAREE SWAMP TIMBER MARKET AREA | |
|---|---|---|
| | March 1973 Employment | 1973 Payroll |
| Lumber and Wood Products | 3,566 | $ 21,084,000 |
| Furniture and Fixtures | 2,157 | 12,905,000 |
| Paper and Allied Products | 1,312(1) | 13,936,000 (1) |
| Sub-total: Selected Wood-Using Industries | 7,035 | 47,925,000 |
| All Industry | 158,161 | 1,076,298,000 |
| Selected Wood-Using Industries as a Percentage of all Industry | 4.4% | 4/5% |

(1) Employment is compiled from employment figures of firms in the 1975 South Carolina Industrial Directory. The payroll figure was computed by dividing the Market Area's employment by the state's employment and then multiplying by the state's payroll. The state's employment and payroll were taken from the Average Monthly Covered Employment, Total Annual Payroll, Average Weekly Wage and Employing Units by County, South Carolina, 1973, S.C.Employment Security Commission, September, 1974, p.4.

SOURCE: Table 9, except as noted.

TABLE 11

ESTIMATED ANNUAL EMPLOYMENT AND PAYROLL
IN THE WOOD-USING INDUSTRIES, 1971-1973,
ASSOCIATED WITH THE BEIDLER TRACT'S TIMBER HARVEST

| AREA | SELECTED WOOD-USING INDUSTRIES | |
|---|---|---|
| | 1971-1973 Average Annual Employment | 1971-1973 Average Annual Payroll |
| Congaree Swamp Timber Market Area (1) | 7,035 | $ 47,925,000 |
| Associated Share of the Beidler Tract's Harvest | | |
| Percentage (2) | 1.3% | 1.3% |
| Amount (3) | 91 | $ 623,025 |

(1) Data from Table 10.

(2) Percentage assumed as explained in the text, based partly on data in Table 8.

(3) Computed as the product of the figures above.

SOURCES: As noted.

TABLE 12

RICHLAND COUNTY CONGAREE SWAMP PROPERTY OF THE
BEIDLER FAMILY*, 1974 PROPERTY ASSESSMENT AND TAX LIABILITIES

| TAX MAP NUMBER | | | ACRES | PROPERTY ASSESSMENT | TAX AMOUNT DUE THROUGH JANUARY 31, 1975 |
|---|---|---|---|---|---|
| Sheet | Block | Lot | | | |
| 963 | 1 | 18 | 101.27 | $ 640 | $ 90.24 |
| 964 | 1 | 2 | 1,300 | 4,100 | 583.70 |
| 964 | 1 | 6 | 2,648 | 8,360 | 1,178.76 |
| 964 | 1 | 7 | 188 | 600 | 84.60 |
| 964 | 1 | 8 | 2,065.5 | 6,520 | 919.32 |
| 984 | 1 | 1 | .66 | 10 | 1.41 |
| 1011 | 1 | 7 | 2,104 | 6,640 | 936.24 |
| 1011 | 1 | 8 | 2,581 | 9,210 | 1,298.61 |
| 1054 | 1 | 1 | 270 | 760 | 107.16 |
| 1054 | 1 | 4 | 53 | 120 | 16.92 |
| 1054 | 1 | 5 | 50 | 120 | 16.92 |
| 1054 | 1 | 7 | 3,325 | 11,870 | 1,673.67 |
| All Property | | | 14,686.43 | $48,950 | $6,907.55 |

* Property of the Beidler family includes the property of the Santee River Cypress Lumber Co., which the family owns. All of the parcels in the table are listed under the Beidler surname except the 2,581 acre parcel (Tax Map 1011-1-8) which is listed under the name of the Santee River Cypress Lumber Company.

Source: Richland County, S.C., Records.

the jobs and payroll associated with the Beidler tract's timber harvest. In Table 8 it was estimated that the Beidler tract contributed .7% of the sawtimber of all species in 1971-1973; or 1.8% of the hardwood sawtimber. Since the wood-using industries used timber of all species, it would appear appropriate to use the .7% Beidler tract figure. It may be, however, that the tract's high quality timber generated an above average amount of employment and payroll. To avoid an understatement of the tract's contribution to the economy, the .7% share was raised to 1.3%, which is about halfway between the .7% and the 1.8% figures. The 1.3% share was multiplied by the employment of 7,035 and the annual payroll of $47,925,000 in the Market Area. Annually 91 jobs and a payroll of $623,025 were associated in the Market Area with the processing of the Beidler tract timber during 1971-1973.

In short, for over 50 years up to 1970 the Beidler tract was not cut and thus did not supply the timber-using industries. Between 1971 and 1973 its harvest accounted, at most, for about 1.8% of the Market Area's hardwood supply or .7% of all sawtimber. For 1974 and 1975 it is likely that the Beidler tract's share in the timber supply has risen because of increased harvesting.

Veneer Logs

The Beidler tract has a high proportion of larger diameter trees suitable for the production of veneer. Within the overall market for sawtimber exists a market for veneer logs. With the data available it was not possible to estimate the Beidler tract's share of this market in recent years. It is likely, however, that its share is higher than in the overall market measured in terms of sawtimber volumes.

The inventory analysis above noted that the latest data--in 1968--show a build-up of hardwoods in all diameter classes. Harvesting of the large diameter trees in recent years, however, may have reduced this portion of the inventory. In spite of recent harvesting, the Beidler tract's share of large diameter trees in the Market Area may be higher than it is of all sawtimber in the Market Area.

Without data which are more current it is not possible to project the adequacy of veneer log supply in the Market Area. If the counties of the Market Area cannot supply the demand, buyers may have to pay higher prices to induce a greater supply, bring logs in from more distant sites, or curtail usage with related losses in production, income, and jobs. In fact many buyers of hardwood sawtimber, especially the large veneer logs, presently have buying radii greater than the average 50 mile radius used to define Market Area. Georgia-Pacific Corporation, for example, the buyer of much of the Beidler tract's timber in the last five years, has a radius of 60 to 100 miles. (28) Within this larger area the Beidler tract becomes a smaller part of the veneer log inventory available to buyers. Higher prices for veneer logs would be an incentive to hardwood forest owners to manage their forests to produce more trees of large size. In time the market could adjust to shortages by increasing output.

E. CONCLUSIONS

1. A timber cruise of all 14,686.43 acres of the Beidler family's Congaree Swamp property would provide valuable information. At present only part of the Beidler tract has been cruised. The inventory could be used to update this study.

2. The Beidler tract at present is a commercial bottomland hardwood forest. Harvests in the last five years have supplied timber-using industries. The Beidler tract may be compared to the Congaree Swamp Timber Market Area, comprising Richland, Lexington, Calhoun, Bamberg, Orangeburg, Clarendon, Sumter, Kershaw, and Lee Counties. The Beidler tract in 1968 had the following estimated percentages of the Market Area's total:

| | Beidler Tract as a Percentage of Congaree Swamp Timber Market Area: |
|---|---|
| 1968 Commercial Forest Acreage | .7% |
| 1968 Bottomland Hardwood Acreage | 2.8 % |
| 1968 Sawtimber Volume: All Species | 3.2 % |
| 1968 Sawtimber Volume: Hardwoods | 6.3 % |
| Share in Sawtimber Production: | |
| 1915-1969 All Species | 0 %; Hardwood 0 % |
| 1970-1973 All Species | .7 %; Hardwood 1.8 % |
| 1974-1975 | Percentages greater than 1970-73 |

During 1970-1973 an estimated 1.3 % of the employment and payroll in the timber-using industries in the Market Area may be associated with the Beidler tract's harvest. This amounted to 91 jobs and an annual payroll of $623,000. For 1974-1975 the figures are probably higher, because the pace of harvesting of the tract has quickened.

3. If the Beidler tract were preserved, the wood-using industries in the nine county Congaree Swamp Timber Market Area could find alternative sources of supply for the tract's volume of sawtimber. The inventory and production data conclusively show that the Beidler tract has a very small percentage of the timber inventory and its recent harvests have been a very small share of the Market Area's sawtimber volumes. No losses of production are projected as the result of the loss of the Beidler tract's volume of sawtimber.

4. Beidler tract cutting in the last few years has supplied the veneer log market--a market within the overall market for sawtimber. Because of the limitations of the data, the tract's share of the Market Area's inventory and output of veneer logs could not be estimated. Those shares may be higher than those for sawtimber volumes because of the high proportion of large trees on the Beidler tract.

It is also not possible to project whether present inventories of large diameter trees in the Market Area will be adequate in the next few years. If shortages of veneer logs were to develop, timber buyers in the Market Area in the short run would have to pay higher prices, bring logs from more distant sites, or curtail usage. The last of these responses would cause contractions in production, income, and jobs. In the long run,

the Market Area could adjust to increase its production of veneer logs.

It is therefore difficult to project whether the preservation of the Beidler tract would cause a production decline in the veneer log-using industries in the Market Area in the next few years. It can only be identified as a possibility. The magnitude of such a decline is also difficult to estimate but it would be limited at most to the effect of the loss of the present inventory of veneer logs on the tract. In the time that the Beidler tract could grow more trees, other sites could as well. If the demand for veneer logs were present and if the Beidler tract were preserved, the incentive for other owners of hardwood forests in the Market Area to increase their growth of large diameter trees would exist.

II. RICHLAND COUNTY PROPERTY TAX RECEIPTS

One of the economic impacts of the Beidler tract's preservation would be its effect on Richland County property tax receipts. If the tract were preserved through its acquisition by a public body, such as the State of South Carolina or the United States government, Richland County would lose the property tax revenue on the publicly acquired acres. This section of the report estimates that tax loss and briefly discusses the broader question of fiscal impact on Richland County.

In 1974 the Beidler family paid $6,907.55 of property taxes on its 14,686.43 acres of Congaree Swamp in Richland County, South Carolina. Table 11 gives the property taxes paid for each of the 12 parcels.

Property taxes in Richland County are computed using the following formulas:

(1) (Appraised Value) (Assessment Value) = Assessed Valuation

(2) (Assessed Valuation) (Millage) = Tax Amount Due

The 1974 millage applicable in the Congaree Swamp part of the county was $141.00 per $1,000 of Assessed Valuation. For example, for the first parcel listed in Table 11 the Assessed Valuation of $640 was multiplied by the Millage of $141.00 per $1,000 of Assessed Valuation to compute the tax bill of $90.24.

In 1974 the Richland County assessment rate applicable to this timber land was 8.3%. Using this rate the appraised value of the Beidler land may be derived:

Beidler Property (Appraised Value) (Assessment Rate) = Beidler Property Assessed Valuation

(Beidler Property Appraised Value) (8.3%) = $48,950

Beidler Property Appraised Value = $589,759

The Beidler tract's 1974 Richland County tax information may be summarized as follows:

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TABLE 13

BEIDLER TRACT:
SUMMARY 1974 RICHLAND COUNTY PROPERTY TAX DATA

| | TOTAL | PER ACRE |
|---|---|---|
| 1974 Acres Owned | 14,686.43 acres | |
| 1974 Appraised Value* | $589,759 | $40.16 |
| 1974 Assessed Valuation | $ 48,950 | $ 3.33 |
| 1974 Taxes Due | $ 6,907 | $ .47 |

*Computed as described in the text
Sources: As noted, and Table 11

TABLE 14

1974 RICHLAND COUNTY, S. C. PROPERTY
ASSESSMENT AND TAX LIABILITY
OF SELECTED BUSINESSES

| NAME AND ADDRESS | ASSESSED VALUATION | | | MILLAGE | TAX LIABILITY |
|---|---|---|---|---|---|
| | Land | Buildings | Total | | |
| Kentucky Fried Chicken 3011 Two Notch Road | $ 3,610 | $ 2,280 | $ 5,890 | 141 | $ 830.49 |
| McDonald's 4801 Garners Ferry Rd. | 4,480 | 3,070 | 4,550 | 134 | 1,011.70 |
| Shoney's 402 Beltline Blvd. | 6,540 | 10,310 | 16,850 | 141 | 2,375.85 |
| Dreamland Motel 7441 Two Notch Road | 18,090 | 3,030 | 21,120 | 173 | 3,653.76 |
| Forest Motel & Restaurant 3111 Two Notch Rd. | 10,720 | 21,550 | 32,270 | 141 | 4,550.07 |

Source: Richland County, S. C., Assessor's Office

Thus, if at the beginning of 1974 ownership of the Beidler parcels in the Congaree Swamp had been acquired by a public body, Richland County would have lost $6,907.55 of property tax revenue from that source.

The Beidler tract's tax liability was .006% of the $115,470,070 of real property taxes due in Richland County in 1974.

Future contributions of the Congaree Swamp, assuming a continuation of present patterns of land ownership and use, will depend upon changes in appraised values, in assessment rates, and in millage. Changes in appraised values and millage will reflect a larger number of factors. Inflation alone may cause increases in appraised value or millage, or both. Assessment rates in the future must be in conformity with the recently enacted State Law to provide uniform statewide assessment ratios. (29) The new statewide rates vary from a low of 4% for owner-occupied residences and for privately-owned agricultural property to 10½% for real and personal property of manufacturers and utilities. Under this Act, Congaree Swamp land used for timber production would be classified as agricultural land. If privately-owned, it would be assessed at 4% of market value. If owned by a corporation (except for certain closely-held corporations), it would be assessed at 6%.(30)

The property tax loss to Richland County in the event of public ownership of the Beidler tract is only one element of the fiscal impact of the proposed change in the Swamp's land use. In any discussion of property tax loss due to the possible public ownership of the Swamp, it should be noted that there are other fiscal impacts on Richland County.

A growth of tourist-related businesses would generate additional property tax revenue for Richland County. Congaree Swamp could be promoted as a tourist attraction for the State. It is easily accessible by car and located within 30 miles of three Interstate Highways, I-20, I-26, and I-95. There presently exist good paved roads to the edge of the Congaree Swamp. Especially to the extent that out-of-state visitors were attracted, the State and the County's economy would benefit. Substantial tourist visitation would create a demand, for example, for motels and restaurants. These businesses would pay taxes to Richland County on their land and its improvements. The property taxes of a sample of Richland County motels and restaurants are given in Table 13. In 1974 the tax bills of the three restaurants ranged from $830 to $2,375; the two motels were $1,012 and $4,550. For purposes of comparison, however, note that these businesses are located in the urbanized portion of the County where property values are generally higher than in the rural portions, such as the rural corner of the County where Congaree Swamp is located. Under the Statewide Property Equalization Program these businesses in the future will be assessed at 6% of appraised value, instead of the current 8.3%. It would take only a few new tourist-related businesses to generate revenues for Richland County comparable to those that would be lost from the Beidler tract itself.

Preservation of the Beidler tract would also affect the expenditure side of Richland County's budget. For example, the changes in land use from a predominant commercial timber use to a recreational and educational use would alter the demands upon the immediate area's County-maintained roads. There would be fewer logging trucks and more cars and buses.

Before the full fiscal impact of the change in the use of Congaree Swamp could be estimated, detailed plans, including land use, would have to be made for the swamp. Projections could be made of the various types of swamp usage and visitation. Finally, the secondary economic effects, including fiscal impacts, could be estimated. At present the alternative land use plan for the swamp is still a matter of public discussion and study. Clearly, the alternative must achieve its primary objective of protecting the virgin forest habitat. The proposed uses of the swamp must be consistent with that goal and be consistent with each other.

CONCLUSIONS

1. The Beidler tract yielded Richland County $6,907.55 of property tax revenue in 1974. This was a negligible contribution to the County's revenues.

2. While public ownership of the Beidler tract would eliminate the property tax revenues now received from the swamp's owners, there would be other fiscal impacts on Richland County. The new use of the swamp would alter the demand for some County services; new sources of property tax might be the result of a growth in tourist-related businesses.

3. Before the fiscal impact of an alternative land use can be projected, more detailed information is needed on the proposed new land use.

## FOOTNOTES

The footnotes reference sources numbered in the bibliography on the next page.

1. 19, p. 2
2. 19, p. 19 and map of Proposed Congaree Swamp National Monument
3. 19, p. 3; 9, p. 74
4. 1
5. 9, p. 74
6. 14
7. 16, Tables 4 and 5
8. 18, p. 276
9. 18, p. 278
10. 18, pp. 25 and 27
11. 5, p. 6
12. 18, 281
13. 5, p. 36
14. 5, p. 44
15. 5, p. 17
16. 5, p. 16
17. 5, pp. 14, 16, and 20
18. 5, p. 19
19. 5, p. 19
20. 5, p. 43
21. 1; 9, p. 67
22. 7
23. 7, p. 78
24. 9, p. 67
25. 9, pp. 72 and 74
26. 15, pp. P-49 and 50
27. 10, p. 1
28. 14, pp. 10, 19, 41, 43, 47, 59, and 60
29. 13
30. 13, Section 2, (d)

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## Appendix II

Additional Statements and Communications Submitted for the Record

STATEMENT OF W. CARLYLE BLAKENEY, JR., SOUTHEAST REGIONAL REPRESENTATIVE, NATIONAL AUDUBON SOCIETY, CHARLESTON, S.C.

Mr. Chairman and Members of the subcommittee, I am W. Carlyle Blakeney, Jr., southeast regional representative for the National Audubon Society, a national citizens conservation organization. I am here to speak to you on behalf of the Society and its over 350,000 members and 368 chapters. As a native South Carolinian of some 30 plus years it gives me particular pleasure to be able to address the subject of preservation of the Congaree Swamp in South Carolina.

As I am sure others have testified, the Congaree Swamp is ecologically unique in that it is perhaps the last major remnant of old growth bottomland hardwoods in the southeastern United States. It contains a rich variety of plant and animal life, including a number of national as well as state champion trees. In my travels and investigations of natural and unique areas of the southeastern United States, I can easily say that it is unique in every sense of the word. It is only fitting that such an area be set aside for present as well as future generations to enjoy. The area most noted for its uniqueness is commonly known, and identified in the legislation before you, as the "Beidler Tract".

In speaking specifically of the legislation involving the establishment of the Congaree National Preserve, we feel that S. 3497, rather than S. 3498 would be the more appropriate legislation for preserving this great national treasure. There are several obvious reasons for our conclusion: (1) While it may not be necessary, S. 3497 contains a provision for legislation taking. We think it only wise that such a provision be included. (2) Further, it provides for the inclusion of additional lands besides the "Beidler Tract" if additional area is found necessary to preserve the integrity of the area. This is certainly a wisely included protective measure. (3) In addition, there is a provision for declaration of a moratorium on logging activities which have altered the area at a current rate of approximately 500 acres per year. We think it only wise that the aforementioned provisions be included in any legislation concerning preservation of the Congaree Swamp. Such provisions insure that the area: (1) can be saved in a most expeditious manner, (2) that it be spared further alteration by logging activity, and (3) that additional areas deemed necessary for preservation of the integrity of the area be purchased.

There are two areas included in S. 3497 which concerns us, however, and we strongly recommend their deletion: First, S. 3497 contains a provision which would apparently authorize the federal government to turn responsibility for development, operation, and management of the area over to the State of South Carolina. We strongly urge deletion of such authorization from this legislation, i.e. deletion of Section 5 (b) of S. 3497. We have long been opposed to the Federal Government's turning over management responsibilities for lands which were set aside in the national public interest to state governments or other political entities. Secondly, we feel that the specific sum of $31 million as a spending ceiling should be deleted from Section 7 of S. 3497, and that language be substituted which would allow Interior to negotiate the price with the landowner.

We appreciate the opportunity to comment on this important piece of legislation and hope the Subcommittee will promptly report S. 3497 with the suggested amendments.

STATEMENT OF CHUCK WILLIAMS, NATIONAL PARKS REPRESENTATIVE, FRIENDS OF THE EARTH

My name is Chuck Williams and I am the National Parks Representative of Friends of the Earth. Friends of the Earth is an international environmental organization with 25,000 members in tihs country. We are pleased to have this opportunity to express our views on the future of the unique Congaree Swamp area.

We would like to emphasize the need to preserve representative samples of the Earth's amazingly varied ecosystems. When a species, plant or animal, is

exterminated, our children are robbed of an important part of their heritage and the world's miraculous genetic diversity is irreparably reduced. The Congaree Swamp, presently being logged, offers us our last opportunity to preserve a generally unspoiled portion of southern river bottom hardwood forest. All the other examples of this beautiful type of landform have been logged or otherwise seriously altered. Luckily the Congaree is a magnificent sample.

The forest along the Congaree River, containing many trees of record size, is often compared to the redwood forests of the West. In establishing the boundaries of this park, we hope that Congress will remember the compromises made during the establishment of Redwood National Park and keep in mind the price that the beleaguered park is now paying because of boundaries not based on ecological considerations.

A Congaree Swamp National Preserve would have the additional benefit of providing a wilderness park near a metropolitan area. This beautiful state and this type of landscape have been virtually ignored during the growth of the National Park System. Friends of the Earth strongly supports the maximum possible protection for the Congaree Swamp and we urge the Congress to take immediate action to prevent further legislation by chainsaw.

STATEMENT OF T. DESTRY JARVIS, ADMINISTRATIVE ASSISTANT, NATIONAL PARKS AND CONSERVATION ASSOCIATION

Mr. Chairman and other distinguished members of the Subcommittee: I am T. Destry Jarvis, Administrative Assistant for Parks and Conservation with the National Parks and Conservation Association located at 1701 18th Street, NW, Washington, D.C. 20009. Since the formation of the National Parks Association in 1919 by Stephen Mather, first Director of the National Park Service, NPCA has sought to preserve and protect the units of the national park system and to have worthy areas of national significance added to the system.

I am appearing today in full support of the addition of the Congaree Swamp in South Carolina to the national park system. Having visited the Congaree Swamp in the fall of 1975, I can say unequivocally that, in the view of NPCA, the Congaree Swamp is indeed qualified for inclusion in the national park system as a natural area with a designation of National Monument. The National Park Service's criteria for determining national significance of natural areas may be readily applied to the Congaree Swamp. It is certainly a significant ecological community and qualifies as a habitat supporting a uniquely outstanding, highly concentrated rare, endangered and relict flora and fauna. The other criteria for parklands, feasibility of administration and protection, and availability for public appreciation and use, are also well met by the Congaree Swamp.

The Congaree qualifies for inclusion in the national park system, deserves to be preserved for the enjoyment of the American people and for its inherent values as habitat for plants and animals and should be managed for the American people exclusively by the National Park Service.

The national parks of America include areas of the noblest and most diversified scenic quality easily accessible in the world—they are the completest expression of the earth's history, yet there is no Congaree Swamp for all the people in the national park system. There is nothing comparable in the national park system despite the 30 million acres and nearly 300 units in that system. People want and need national parks—as is evident by the yearly increase in park visits—and yet the total number of acres of park land per interested visitor (particularly in the east) is declining. When qualified areas are identified, the national park system should be expanded to include them. The Congaree Swamp has been identified as such an area. But an urgent need exists for Congress to preserve the Congaree for all the people—now.

In 1963, the National Park Service proposed the establishment of the Congaree Swamp National Monument to preserve the magnificent forest of specimen trees, then described as "rare" but now apparently is unique, but which at one time was typical of southern river bottomlands. While lumbering has elsewhere wiped out such lands, we now have an opportunity to include the last of the river bottom forest stands, a virgin area, in the national park system. The 1963 study identified approximately 21,000 acres of the Congaree Swamp which should be preserved. Noting that the swamp was privately owned and recognizing the need for just and full compensation to the private land owners, the report concludes that, "The cost of land acquisition and other inherent problems connected with obtaining so valuable an area do not dim the unique opportunity to preserve this magnificent forest for posterity, nor should they distract attention from the

necessity for action without delay." The area contemplated in the 1963 study and the core area recommended for inclusion in the national park system here today, is the 15,000 acre Beidler tract (along with a number of inholdings within the Beidler tract between the tract and the river). A suitable buffer strip along the south bank of the Congaree River of sufficient width to assure protection of the scenic integrity of the area and to preclude development of incompatible facilities within the view of the preserve, along with other lands around the Beidler tract should be studied for possible future inclusion by Congress.

In addition, NPCA recommends that the pending legislation, S. 3497, be amended to include a provision for legislative taking of the 15,000 acre tract. Such an amendment will facilitate the early inclusion of the area in the national park system, and will enable the present owner to avoid the necessity for continued sale of timber from the tract. Unless this provision is included, it seems highly likely that additional portions in the Congaree Swamp will be cut over—thus detracting from the wild, virgin character of the Swamp—before the funds are appropriated for purchase of the land. The Land and Water Conservation Fund contains a sufficient amount of as yet unappropriated funds to more than cover the acquisition costs for this most important addition to the national park system. These monies could be made available through a supplemental appropriation during FY 1977, or during the regular appropriation process for FY 1978.

I have attached to my statement an article from the October, 1972 issue of the National Parks and Conservation Magazine entitled, "Big Trees of the Congaree Swamp" by John V. Dennis, an ornithologist who has studied the Congaree Swamp for years. In attesting to the magnificence of the Congaree Swamp and urging its immediate inclusion in the national park system, Mr. Dennis states, that, "Surely the finest river bottom timber in the east ought not wait until the chain saws actually are at work." Unforunately, we have waited that long. Several thousand acres along the periphery of the swamp have been cut in recent years and the cutting continues. We cannot allow the Congaree Swamp to be destroyed. Its resources are too unique, a scientific and biological treasure which must be preserved for the American people for future generations by inclusion in the national park system.

In addition to the natural treasures of the Congaree, there is historic merit to the area as well. John Lawson, perhaps America's first great naturalist, undertook several exploratory expeditions into this area and his journals provide the earliest written description of the area.

The strong support of the people of South Carolina for the preservation of the Congaree Swamp is ample testimony to their desire for saving this area from the chain saw and bulldozer. The recent report of the South Carolina Wildlife and Marine Resources Department entitled, "A Vegetation Analysis of the Preservation Alternatives Involving the Beidler Tract of Congaree Swamp" provides additional testimony to the significance of the Beidler tract in its entirety and the desirability of preserving it intact. The report, prepared at the request of the Governor of South Carolina, states that, "The tract is unique in that it covers a diverse and well developed amalgam of old growth forest communities, supporting succeedingly large canopy trees. This significance is underscored by the presence of 17 state record sized trees, five of which are national records or nominees as well as several near record trees. This is an unusually high concentration of record trees. Such trees are more typically found as isolated specimens in second growth forests or as open growth trees in estates and fields. Thus, the tract appears to be the last major remnant of the mature bottomland hardwood eco system once common in the southeast." In underscoring the need for the preservation of the entire Beidler tract as a core area, the Report points out that, "There is no one portion that represents the diversity of canopy size and community types found on the tract."

Citizens and officials of South Carolina should welcome this opportunity to endorse the preservation of a unique biological resource within their state, not only to salvage its biological significance but for the national attention which will focus on South Carolina as a result of the inclusion of this area in the national park system and the opening of at least portions of the swamp to visitors for interpretation and understanding by the National Park Service.

NPCA urges immediate enactment of legislation to establish the Congaree Swamp National Monument as a unit of the national park system under sole management of the National Park Service. We appreciate the opportunity to present our views here today.

[From the National Parks and Conservation Magazine, October 1972]

Unnamed lakes and sloughs and the sinuous Congaree River were below me as the small plane flew over one of the last great wilderness areas of the Southeast. Day after day I had fought my way through the tangled growth below. Now I was doing it the easy way—watching for an ivory-billed woodpecker from a plane. Although I did not see this nearly extinct bird that day nor at any other time during the many trips I have made to this swamp, I did become closely acquainted with the big trees that are a feature of the Congaree bottomlands near Columbia, South Carolina.

Even from a plane four hundred feet above the forest floor the trees looked enormous. Along watercourses and oxbow lakes, gray and gaunt in winter, were cypresses and water tupelo. On slightly higher ground were oaks, hickories, and sweet gum. Although it was now late January, many of the oaks still held their leaves. Large islands or patches of darker green held my attention. I knew the dark green to be pines—loblolly pines, some of the oldest and largest to be found anywhere. How they came to be there is a mystery yet to be solved.

The loblolly is a pioneer species that takes over abandoned fields and openings. Eventually it is crowded out by slower growing but longer lived hardwoods. In the Congaree loblolly has been living with oaks, hickories, maples, and sweet gum longer than seems to have been possible anywhere else.

Recently a graduate student at the University of South Carolina tried to determine the age of the loblollies. Unable to obtain an increment-borer long enough to reach the heart of larger trees, he had to rely partly on mathematical estimates. He concluded that one of the largest trees was not less than 250 years old, possibly 300 years or older. It is considered extraordinary for the loblolly to live to an age of 200 years. A few years ago Dr. Wade T. Batson, professor of botany at the University of South Carolina, discovered the stump of a Congaree loblolly that had 320 annual rings. Many other of the trees are not so old, some being around 150 years and others between 180 and 190.

Many of the oldest pines appear outwardly vigorous and healthy. One giant with a breast-high diameter of about six feet looks sound enough to live another half century. Each year lightning kills a few, and others die of old age. Today there is no regeneration of loblolly in the densely shaded swamp. Thus for a hundred years there have been almost no new trees coming along as replacements. This fact does not necessarily mean that loblollies eventually will disappear from the swamp, however. As shown by the several age groups present today, these pines have held their own in the past by sending forth new generations.

How has this happened in the perpetual shade of a virgin forest? The answer probably lies in the not infrequent occurrence of hurricanes along the Atlantic coast. A hurricane, cutting vast swaths through the swamp, at the same time creates a storehouse of combustible material that might fuel a forest fire under conditions of severe drought. It seems probable that the dense canopy of virgin forest is periodically broken. Hurricanes, or hurricanes followed by forest fires, seem to have opened up the Congaree forestlands often enough in the past to permit establishment of several age groups of loblolly pine. It will be interesting to see if this happens again to validate the theory.

A stand of trees approximately ten miles long and three miles wide contains the loblollies and a host of other big trees. Lumbering, which ended in 1915, was in cypress growing along creeks and sloughs; while quite recently there has been some selection cutting here. Known as the Reidler tract, this block of nearly 20,000 acres has passed down in one ownership since the Civil War. From a botanical and wildlife standpoint there probably is no other piece of land of comparable size so deserving of preservation in the American Southeast. The tract contains not only an extraordinary number of big trees, but also the shrubs, vines, wildflowers, ferns, funguses, mosses, and liverworts typical of river swamps from Virginia to southeastern Texas. The rare serviceberry holly grows here. Among breeding birds are such rarities as the Mississippi kite and Swainson's warbler. The ivory-billed woodpecker, for which I have so far searched vainly in this swamp, may yet be found. Fishermen and hunters, many of whom are well versed in the differences between the ivory-billed and pileated woodpeckers, keep insisting that they see the bird. At least fifty species of birds breed in the swamp. The three most common of these are the red-eyed vireo, cardinal, and parula warbler. The chimney swift remains constant to its primitive habit in the Congaree and nests in hollow trees. Until recently

the swamp supported black bear, panther, and alligator. Whether any of these animals remain today is uncertain.

The National Park Service has long known of this outstanding swamp and, in a report published in 1963, recommended creation of a 21,000-acre national monument here. The monument would include the entire Beidler tract and a number of holdings within it.

First there must be a dream, then a plan, and finally implementation. If there is to be a Congaree Swamp National Monument, there must be some motion. Unfortunately, conservationists historically have waited until the eleventh hour before making their voices heard and mobilizing their strength. Surely the finest river-bottom timber in the East ought not wait until the chain saws actually are at work! Although the owners so far have seemed content to lease the tract to a hunting club, which has built a rather extensive system of jeep trails, no one knows how much longer the timber may be spared. Richard H. Pough, a widely know and highly respected American conservationist who knows the swamp intimately, calls the Congaree "the number one preservation goal east of the redwoods." The swamp can be saved, but there must be an immediate awakening among conservationists and a loud protective voice raised across the land.

Not only ought this land be saved from possible cutting, but water, lifeblood of any swamp, must flow unimpeded over the low-lying banks of the Congaree when upland rains swell the river and send silt-laden waters along their tortuous course to the sea. The natural ebb and flow of this flooding must not be impeded by dams or altered by channel dredging. Through thousands of years nature has worked out a flood-containing system more effective than any man has devised. The winding Congaree, only sixty miles long and formed by the joining of the Broad and Saluda rivers at Columbia, loses it indentity after covering only thirty miles of coastal plain. Then it joins the Wateree to form the Santee.

Rivers in the South become sluggish when they search the coastal plain. No longer hemmed in by high banks, they spill over when swollen by rain; also they frequently change course. In time an old channel becomes a lake. Swamps along the Congaree are dotted with dozens of such "oxbow" lakes, each telling where the river flowed in times past. Too, the river swamp is a maze of small winding watercourses that are known as sloughs. Often choked with logs and seemingly leading nowhere, the slough is, nevertheless, the key to a natural flood-control system that man could scarcely duplicate if he wanted to. Like a safety valve each slough drains off flood waters and diverts them into the swamp's interior. Harmlessly the water rises inch by inch around the buttresses of great trees and spills into depressions that for a while will act as reservoirs. The trees themselves absorb some of the water, and so does the boggy ground. When the river drops the sloughs reverse their flow and conduct water out of the swamp and back into the river. Such a natural system has been working perfectly in the Congaree for ages and will continue to do so unless man, as so often happens, stops the process with ill-advised schemes.

There are two slightly different levels in the Congaree Swamp. A lower level remains wet through the driest weather and supports such water-loving trees as cypress, water tupelo, water elm, Carolina ash, and swamp cottonwood. A second level, only a foot to three or four feet higher than the lowest level, supports an almost entirely different flora. The difference in elevation is great enough. however, to mean that plants at the higher level are in standing water for only a few days or a few weeks at a time. The Congaree Swamp contains some ten species of woody plants that grow and thrive in standing water, and about a hundred that live on slightly higher ground where flooding is a temporary condition. Where man has artificially raised elevations still higher, a number of plants that require well drained soil have put in an appearance. Flowering dogwood, for example, grows on old cattle mounts that go back to the days of slave labor. To provide a safe place for their cattle during times of flooding, plantation owners erected earthen mounds. After much searching, I located three of these in the Congaree Swamp in and around the Beidler tract. One of them was fifty feet wide, ninety feet long, and six to seven feet high. Trees growing on this mount were almost as large as those in surrounding virgin timber. Old works of man also can be seen in Indian mounds, earthen dikes, and dams constructed during an era of rice growing in the Congaree valley. Remains of a dam that once must have been a mile long can be seen at the western edge of the Beidler tract. The dam may never have been completed. This is indicated by large gaps where flood waters may have rushed through while the earth was still

soft. A tree recently cut on the dam showed approximately 125 rings, indicating that the dam was constructed no later than around 1842.

The early lumbering that intruded on the virgin conditions of the Beidler tract took place between 1900 and 1915. During those years vast numbers of cypress trees were cut and floated out of the swamp. Not all of the logs made it out. Today the bottoms of creeks and sloughs contain great numbers of these logs; others, choked in vegetation, lie stranded on higher ground. Only a seasoned log could be floated out of the swamp. To cure cypress enough so that it would float, trees were girdled and left standing for a few years. Apparently many of the trees were cut before they were dry enough to float.

The old stumps of former lumbering operations are still present, and sprouting from their tops are plants whose seed happened to lodge in the humus-filled rotting wood. No other tree takes hold in these "cypress gardens" like the red maple. This tree sends long roots down over the outside of a stump; and, after the stump has decayed completely, the maple, like a banyan tree, stands alone on stiltlike roots.

Fortunately the loggers overlooked many fine cypress trees. The largest tree I found was not in the Beidler tract but in a much-logged swamp farther downstream. While exploring this region, I quite unexpectedly came upon an enormous cypress tree that towered above all companions, with a trunk that was approximately ten feet in diameter above the basal bulge. One of the knees of the tree reached the unusual height of eight feet. This tree—the largest cypress I have seen anywhere—seemed to be solid.

Quite often cypresses are left uncut because they are hollow inside. While exploring a remote part of the swamp, I came upon a living cypress that was nothing more than a shell. Boosting myself up ten feet. I was able to look through a hole into the cavernous interior of the tree. As my eyes became accustomed to the dim light I could make out long rotting strands of wood that hung like stalactites all about me. I could barely see the bottom of the cavity. It was five or six feet below ground level and contained enough space to pitch a tent. I foolishly began poking around among the rotting stalactites. Would there be bats or nests of chimney swifts in the dark crevices? Suddenly a huge chunk of rotten wood came tumbling down hitting me squarely on the head. The wood was so soft and porous that it bounced off harmlessly, but I had had enough hollow-cypress exploring for that day.

As interesting and spectacular as are the cypress trees and other growth of the lower level, the slightly higher elevation offers a much greater variety of trees of outstanding proportions. One can walk for hours under an assortment of trees so huge that they close out the sky. The diameters of many exceed those of record trees elsewhere. An astonishing number of sweet gums have a diameter of five feet and more. No other tree is so abundant and so consistently reaches a large size. No less than eight kinds of oaks are to be found growing at the higher elevation. Many reach remarkable proportions. Willow, overcup, and swamp chestnut oak are abundant and reach or exceed diameters of six feet. One of the largest oaks I measured was *Quercus falcata*, variety *pagodaefolia*, sometimes known as the cherrybark oak and actually one of the red oaks. This is a tree that reaches its best development in our southern coastal plains and in the lower Mississippi valley. The huge specimen I measured had a breast-high diameter of 68.5 inches.

Many people have the impression that a swamp is gloomy and treacherous, a place to be avoided. Certainly the danger of getting lost in the Congaree is great. One should always carry a compass, and a Geological Survey map of the area is helpful. In the Congaree two kinds of snakes must be watched for—the water moccasin and the canebrake rattlesnake. The water moccasin is too sluggish to be particularly dangerous, and I have never encountered the canebrake rattler.

The effect of gloominess in the Congaree is heightened by the hooting of owls and the repetitious notes of Carolina wrens and tree frogs. Perpetual shade has a depressing effect upon many people. After camping for a week in one of the most remote parts of the swamp, I began to feel hemmed in and in need of the open sky. To be lost alone in the swamp for a night or two is enough to cause some people to go berserk. Harry Hampton, veteran woodsman of the Congaree and outdoors writer, tells of a man who had been lost for several days in the Congaree and who became so deranged by the experience that he ran screaming in the opposite direction when approached by rescuers.

But the swamp is both harsh and gentle. It is harsh when great trees suddenly topple over after centuries of life. One day I was with Harry Hampton, when, for no apparent reason, a large tree in our path fell crashing to the ground.

Stumps rot, leaving holes in the ground that may be filled with leaves or water. Such pitfalls are particularly dangerous at night. Water moccasins may sometimes drop into a boat from overhanging limbs. And if you believe in the supernatural, you may attribute an unearthly cry toward dusk to the ghost of a hermit who lived at the edge of the swamp and whose grave is unmarked and unknown.

For me the moments of gloom in this swamp are rare. The sun shining through the pines early in the morning; the dainty beauty of ladies' tresses in late spring; the cheerful notes of cardinals—these keep me in good spirits and vanquish the feeling of loneliness. It is cool in summer and warm in winter under the protective cover of the big trees. Many times I have left the open pine woods, where the shade temperature was ninety degrees, and found it six or seven degrees cooler in the swamp.

I never tire of the swamp, for with every trip there are new discoveries and new adventures. As I walk under the big trees I half expect to see passenger pigeons or Carolina paroquets perched high above me. I know that in the unchanging fastness of the swamp many plants and animals that have disappeared elsewhere still linger. Only a few of the swamp's treasures are gone forever. Hopefully the great swamp itself will not go.

STATEMENT OF ANN T. SNYDER, CHAIRMAN, LECONTE CHAPTER, SIERRA CLUB, GREENVILLE, S.C.

The LeConte Chapter of the Sierra Club has 3000 members in North and South Carolina and has promoted natural area preservation in these two states since its organization in 1968. Since its beginning, the Chapter has recognized the significance of the Congaree forest, so it is our great privilege to urge the inclusion of Congaree Swamp, "Redwoods of the East," in the National Park System.

I served as the first chairman of the Congaree Swamp Committee in 1969. With the permission of the landowner, we began to explore the forest and to sponsor outings to acquaint our members with the area. When the Beidlers, the Chicago family who has owned 15,000 acres of Congaree since the turn of the century, agreed to sell Four Holes Swamp to the National Audubon Society in the early 70's, we became hopeful that someday Congaree might also be preserved and opened to the public. We were soon shocked to discover that the Beidlers had begun to cut the virgin forest.

In January, 1973, my husband and I flew to Chicago to meet with the Beidlers and to ask if the family would name a fair selling price for Congaree. The family refused and, in addition, stated that Four Holes had been sold only because its blackwater cypress swamp was considered unique. The Beidlers did not then admit Congaree's uniqueness—the last significant remnant of the vast bottomland forests which once covered the South.

Congaree is unique. We know so instinctively after experiencing the forest, walking up to each big tree and "hugging it" to discover by touch its girth . . . looking up through binoculars at the canopy over 100 feet above us. This conclusion has been enforced by numerous scientific studies. The Park Service's own report in 1963 concluded Congaree to be geologically and biologically the most significant bottomland forest in the Southeast. And during our own limited explorations, Club members have identified 6 national champion trees and 24 state records. Congaree cannot be measured in terms of record trees, however; it is a record forest!

To walk in Congaree is to experience the primeval forest most of us can only imagine. This is the forest the Spaniards met on their conquests West, the forest our pioneer forefathers cleared and settled, the forest in which the Swamp Fox eluded the British . . ., the kind of forest that in most every other place was drained for rich bottomland crops or was built upon or was flooded beneath vast reservoirs. Only in Congaree do we have this last opportunity to preserve for all generations a forest of giants of many different species. I have seen the virgin forests of the West—the Cascade firs, the Coast Redwoods, the Sierra Sequoias—and Congaree is their equal. And Congaree contains a diversity unequalled except perhaps in the Smokies, a diversity that changes with each season.

In 1972 Conservationists realized that Congaree would be cut unless public sentiment intervened. Members of the Sierra Club and other citizens formed the Congaree Swamp Preserve Association which printed a simple brochure and assembled a basic slide show. We were no longer permitted to sponsor outings or further explorations in the swamp, but fortunately we already had slides which conveyed, as well as pictures can, the majesty of the forest. This was not a slick,

multi-media show; we didn't have the funds, nor were gimmicks necessary. Congaree sold itself. The slides went everywhere. Rolled inside a script and stuffed in an old milk carton, they were mailed or bussed all over the state, to schools, libraries, civic and garden clubs, churches, scouts. . . . to anyone who requested the show. The response was enthusiastic. South Carolinians were surprised that such a forest could exist in their state; they were proud; they wanted to vist the forest, and they wrote letters asking that Congaree be publicly acquired and preserved for them and for their children.

In the fall of 1975, the Beidler family stated its willingness to enter into negotiations on a fair selling price for Congaree. In December, the S.C. Wildlife & Marine Resources Department issued its study which concluded that "the preserve alternative that provides the greatest certainty in terms of diversity and viability over time would encompass the entire Beidler tract including cut and uncut areas." In January, 1976, Governor Edwards endorsed public acquisition of the Beidler tract, and in February, the S.C. House of Representatives urged Congress to "expeditiously legislate the establishment of a natural area in Congaree Swamp to preserve these historically significant and national champion trees." On February 16th, Representative Floyd Spence, in whose district Congaree is located, introduced H.R. 11891 to designate a 15,000 acre Congaree National Preserve; the remaining House Delegation co-sponsored an identical bill, H.R. 12111, the following day. And on May 25th, Senators Thurmond and Hollings introduced Congaree bills.

Both bills are adequate and acceptable to the Sierra Club, with one revision—that the final legislation should require that the Secretary designate all of the Beidler tract to be established as a National Preserve. If this is not done, we fear that undue pressures, after passage of the bill, might result in less than an adequate portion of this magnificant forest being protected (as has happened elsewhere). A 15,000 acre preserve is a minimum. The 1963 Park Service report has recommended a 21,000 acre park, and we have supported this general concept. We would prefer that the legislation be sufficiently lenient to enable the Secretary to propose boundaries for the Preserve which are logical and manageable, and which may require even the acquisition of additional adjacent acreage. The 90 day, delayed, legislative taking of the Beidler tract, provided for in S. 3497, is an innovative and reasonable approach toward acquisition which seems advantageous to all parties. Both bills name the Land & Water Conservation fund as the appropriate funding source.

We appreciate the fine stewardship which the Beidlers have extended to Congaree for over 50 years—until cutting began in the 70's. We do not apologize for advocating public acquisition of their land; our advocacy means that we believe this land to be among the most valuable in the nation—worthy of designation as a national park. We urge that every consideration be given the family in the negotiations on a fair price for the forest, and we believe that prompt action is the best assurance of fairness. We are disappointed, however, that the Beidlers have chosen to continue cutting. We urge that every effort be made to obtain a moratorium while legislation to authorize a Congaree Preserve is before Congress.

We wish to commend Senator Thurmond and Senator Hollings for their Congaree Preserve bills and to thank the chairman of the Interior Parks and Recreation Subcommittee, Senator Bennett Johnston, for holding a hearing on the Congaree proposal which is so urgent at this time. The citizens of South Carolina have overwhelmingly responded in favor of preserving this forest. We are honored to offer Congaree as our gift to the nation's treasury of natural gems, the National Park System. The people of these United States, through Congress, must now decide Congaree's fate; if action is delayed past 1976, Congaree will be gone. But if Congaree is saved, future generations realizing what a great treasure Congaree is will view it not just as a monument to nature, but also as a monument to the wisdom of leaders who saved Congaree for all time.

I respectfully request that this statement be made a part of the hearing record.

STATEMENT OF BUBBLES PIERCE, REPRESENTING THE WILDERNESS SOCIETY

Mr. Chairman, I am Bubbles Pierce representing The Wilderness Society, a national organization committed to the conservation and protection of our country's lands and waters for all our people.

We commend the conservationists in South Carolina and their Congressmen for their commitment to preserving Congaree Swamp. The Wilderness Society fully supports protection of Congaree by federal action. Designation as a national

monument which the House is now considering is preferable to preserve status. The Society considers that Senator Thurmond's bill, S. 3497, contains provisions such as legislative taking, which are more realistic for Congaree.

The Congaree is magnificent forest swamp located along the north bank of the Congaree River, approximately twenty miles southeast of Columbia, South Carolina and within one day's drive of 1.5 million people. Few people have ever set foot within a forest swamp as untouched as Congaree. Hundreds of hidden lakes, narrow waterways and dark dense vegetation prevail in the forest. The paramount feature of the forest is the giant trees that exist in a near virgin state. Among these giant trees are state and national champion trees; many reaching 160 feet in height and measuring up to twenty-one feet in circumference. This remarkable forest contains vegetation and animal species that consist of unusual rarities such as the service-berry holly, flatwoods plum, swallow tailed kite, Mississippi kite and Swainson's warbler. Congaree's ancient, periodically flooded, swamp is a biological community of rare quality and scientific value found nowhere else. Therefore, it is vital that this rare remnant of what was once typical of southern bottom lands[1] should be granted immediate and lasting protection.

Along with the 15,000 acres of the Beidler Tract The Wilderness Society supports the recommendations of the National Park Service and the people of South Carolina for expanded acreage to be added to the area on the south bank of the Congaree River which is important for complete preservation of the swamp. We recommend too, that other private properties not being acquired by this bill be procured whenever available and that they be incorporated into the National Park System for just protection.

The Wilderness Society is pleased that both S. 3497 and S. 3498 mandate wilderness review by the Secretary of the Interior within two years of enactment in accordance with provisions of the 1964 Wilderness Act.

Due to the unmatched rarity of this particular swamp, the Society feels the Congaree should be managed by the National Park Service rather than cooperative or mixed management by the state. Federal lands belong to all the people of our country and therefore, deserve to be managed by a federal agency for reasons of sound administration, public use, and protection of resources.

Two hundred years ago we the people started a nation, and with it, a heritage to preserve for future generations. At that time, virgin forests disappeared from our lands. Today, the magnificent forest of Congaree Swamp exists in a near virgin state as it did two hundred years ago. The Wilderness Society strongly supports the preservation of Congaree Swamp as a gift of unique heritage for future Americans.

Delay will cause further diminution of Congaree's resources. Therefore, we urge immediate action by Congress.

Thank you.

### Statement by the South Carolina Forestry Association

The South Carolina Forestry Association is a private conservation organization of over 750 members representing business, professional and educational forest interests. Members include woodland owners, forest products companies and related businesses, foresters, educators and conservationists.

On January 22, 1975, the SCFA Board of Directors issued a statement calling for a comprehensive, independent study of the economic, social environmental effects of creating a 70,000 acre Congaree Swamp National Preserve. This action was taken in order that a rational decision could be made in regard to the future ownership and use of the swamp.

Preserve proponents had launched an intensive statewide communication program designed to enrage the public about timber harvesting in the swamp. The thrust of their message was total "destruction" of Congaree Swamp unless immediate steps were taken to halt the timber cutting.

SCFA began a pubic communication program designed to counter some of the claims by the preservationists. A brochure was distributed which described some major points that, heretofore, had not be explained. The prime considerations being private property rights, economy and modern forest management practices.

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[1] Specific Area Report—Proposed Congaree Swamp National Monument, South Carolina, U.S. Department of the Interior, National Park Service, April 1963.

It has never been the position of SCFA to oppose the establishment of an area of the unique over mature portion of the swamp for public and scientific use. We approached the matter, however, in a calm manner with the greatest attention given to two fundamental points: 1) Minimum acreage required and 2) Method to be set-aside. Our strong defense of these principles has been misinterpreted by some, with the deliberate aid of the preserve proponents, that we are totally against the concept, even to the extent of casting landowners, foresters, forest industries, sportsmen and others in the role of villians.

The Forestry Association's official position adopted March 22, 1975 is as follows: "To oppose federal condemnation of private property for the purpose of creating a national preserve, but to support setting aside a portion of the unique natural area if a landowner is willing to sell such property".

We are concerned about the national preserve concept—a relatively new and untested method. The most recent example, the Big Thicket in Texas, certainly warrants such misgivings. There are many gray areas such as a lack of specific rules and regulations to govern its use. The additional cost of development, operation and maintenance. Is it permanent or will it eventually be absorbed into the Wilderness system to be governed by a somewhat different set of guidelines? In other words, we cannot be assured how the area under consideration today will be utilized or managed in the future.

Another factor appears to be a lack of funds to compensate property owners for the lands. I'm sure you are aware of current problems encountered with the Big Thicket landowners in this regard.

Experience has shown that once a national park is established, there is the constant push by some groups to acquire additional acres, not necessarily contiguous, to enlarge the existing park area. An example of this is the Redwood Park in California where legislation to more than double the present size has been introduced.

The legislative process in Congress provides no assurance the Park Service' recommendation would be the final authority. Pressure from preservation lobbyists increased acreage in the Big Thicket from 68,000 acres (Service recommendation) to 84,550 acres.

Legislation to create a Congaree Swamp National Preserve established the boundaries of such a preserve to all or part of the Beidler tract, and the sponsors of the bill are quite insistent on this point. However, there already appears to be an effort to expand the boundaries to include at least four other properties, the owners of which have not expressed a desire to sell.

If indeed this is fact, we would then urge the S.C. Congressional Delegation to withdraw its support from the legislation until there can be absolute assurance of a fixed boundary to the Beidler tract. If such assurance cannot be guaranteed, the Delegation should not push for passage of S. 3497 and S. 3498 but strongly oppose attempts by others outside South Carolina to establish such a preserve.

STATEMENT OF PHILIP L. EDWARDS, GENERAL MANAGER, WILLIAMS FURNITURE DIVISION OF GEORGIA-PACIFIC CORPORATION, SUMTER, S.C.

I am Philip L. Edwards, General Manager of Williams Furniture Division of Georgia-Pacific Corporation located in Sumter, South Carolina.

Sumter is the center of the furniture industry in South Carolina with three major manufacturers which employ in excess of 1,800 employees in these plants, plus others who are engaged in logging and other related activities. This industry has been the economic backbone of the Sumter community for the last forty-five years.

Our furniture is made from hardwood lumber and plywood, and this industry is located here because of the hardwood timber that was in this area. Our plywood plant that produces our plywood furniture parts must have a local supply of hardwood veneer logs. Although Georgia-Pacific is a large timberland owner in South Carolina, the scarcity of veneer grade timber on Georgia-Pacific lands makes us completely dependent on buying veneer timber on the open market. This scarcity has been produced by timber cutting, by flooding of vast acreage of hardwood lands for power reservoirs and because hardwood regeneration is slow.

It is estimated that the Beidler tract contains 25 to 30 percent of all the current existing hardwood veneer timber in this local nine county area. We have anticipated that the timber on this tract, as it is put up for sale, would be our major source of supply to run our plant both currently and in the future. The taking of this timber off the market will be a severe blow to our business and others in this area. Suggestions that timber can be brought in from other areas or growth of

hardwood timber increased are obviously made by those who are not familiar enough with the industry to realize their impracticality.

Proponents of this project and Senators Hollings and Thurmond, who have sponsored the legislation, have said that there is a minimum economic impact, since the Beidler tract represents .7 percent of the bottomland hardwood and .1 percent of the commercial forest land available in South Carolina. While these statistics may be technically true, they are certainly irrelevant and completely misleading in regard to the economic impact on our local plywood and furniture industry.

Since I feel that this project will be a threat to jobs in our company and others in this area, I would like to point out that we work over 1,000 black employees here in Sumter. While most are satisfactory workers, they generally have little education and skills and fall into the category that makes up a high percentage of our country's unemployed. Because I am a member of the Santee Wateree Manpower Planning Board of this area, I realize the importance of these jobs since we are spending well over a million dollars a year of federal money in this area alone in an effort to try to get some of these people employed.

With all the environmental and political power behind this project, it is apparent that some legislation will be forthcoming. I would like to appeal to the committee and others involved to recognize that this project does have an adverse economic effect and some people will pay the price for it. For this reason, as well as many others, it is imperative that the Congaree Swamp project be limited to its original purpose of preserving a specimen of virgin hardwood timber and not be allowed to be expanded to include every other possibility imaginable. I hope that you will see the justitce and wisdom of confining the taking of this important asset of our area to only that which is essential for its specific purpose.

STATEMENT OF DR. ROSS C. CLARK, DEPARTMENT OF BIOLOGY, ERSKINE COLLEGE, DUE WEST, S.C.

1. There was a time when it was not at all unique, but the Congaree Swamp, and particularly the Beidler Tract, is now unique in the world, and should be preserved as part of our national heritage.

2. The Congaree Swamp, particularly the Beidler Tract, contains genetic resources which are likely to be a valuable asset to our country in the future. This resource is presently being destroyed by logging.

3. The area contains a largely undisturbed, very complex ecosystem about which relatively little is known. If preserved, it should be of great future scientific value in helping us learn more about such areas by providing "baseline" data.

4. Most of the Congaree Swamp, including the Beidler Tract, would qualify as wilderness under provisions of the Wilderness Act.

5. In order to insure the future integrity of the preserved portion of this ecologically complex entity, as large a portion of it as possible should be set aside, and suitable buffer areas should be included in the original preserve.

6. Opposition voiced by some foresters to preserving a portion of the Congaree Swamp is ill-founded and inappropriate to that profession.

7. To assure this area's effective preservation, a comprehensive management plan should be formulated as soon as possible during the acquisition process.

COMPLETE STATEMENT

*Background information*

Ross C. Clark is chairman of the biology department at Erskine College, Due West, S.C. His principle expertise is in the classification, distribution and ecology of eastern North American woody plants. His research and teaching interests have involved experience in many areas of the southeast, including a number of river swamps similar to Congaree. He has visited the Congaree Swamp a number of times in different seasons over the past 8 years.

For several reasons, I urge you to take speedy, affirmative action on legislation to establish the Congaree Swamp National Preserve.

The Congaree Swamp, and particularly the Beidler Tract, is the last area of its size, condition and extent left in the world. Forests very similar to this once were common throughout the southeastern coastal plain of the United States, but now, all other extensive examples of this type of ecosystem have been thoroughly logged and modified by man's activities. Consequently, this area in South Carolina is the last place of significant size left of its type in the world. It

represents a unique opportunity, and our last opportunity ever to preserve such an area. Not to give the Congaree Swamp the protection it must have to survive in its present condition would be like being a party to the harpooning of the last blue whale.

For the sake of genetic diversity, the Congaree Swamp should be preserved. The genetic resources contained in the swamp system are very considerable and irreplaceable. Preservation of the Congaree Swamp ecosystem will assure the survival and continued reproduction of a variety of record-sized trees which will not survive if cutting is allowed to continue, to say nothing of the offspring of these trees which will be tomorrow's record trees. Even if the largest trees were not cut outright during logging, alteration of their environment would threaten them with a greatly reduced life span, especially through increased probability of windthrow. Preserving this ecosystem as it is would save a genetic resource that cannot be saved by any other method. In an era when we are increasingly concerned about accelerating worldwide loss of genetic resources and about the increasing genetic homogeneity of many crops, including trees, an argument to preserve such an area for the sake of its genetic diversity and genetic superiority should be taken very seriously. Even after this area is preserved, its genetic resource could still be harvested without damaging the resource itself. And the large trees in this area are not the only significant genetic resource. There are uncommon plants which never are cited for their size and even, perhaps, such things as the last ivorybill woodpeckers in the world.

For the sake of ecological knowledge, the Congaree Swamp should be preserved. Swamp forests of this type are among the most complex ecosystems in North America. Interrelationships there among the organisms and an exceedingly complex physical environment are so intricate that we have very little "hard" ecological knowledge of these systems. Preserving this area will give us the future opportunity to answer questions that we do not even know enough to ask today. If we do not set this area aside, we will lose our access to the ecological questions it could help us answer. Contrary to some opinions that have been expressed, except for areas recently logged, the Beidler Tract is in essentially pristine condition and shows only extremely localized evidence of disturbance. Most of this area is still occupied by "virgin" forest.

Because the ecosystem is so complex, it is also imperative that we set aside as large an area of this swamp as possible. Preserving a small piece of it would not be sufficient, because some significant habitats and species that are an integral part of the system would be excluded or would be eliminated by failure to reproduce in a small preserve. An area considerably larger than the Beidler Tract should be acquired to assure that the ecosystem is well-preserved, and provide a buffer region of sufficient extent to protect the preserve and provide space for ancillary services.

Since most of the Congaree Swamp qualifies as wilderness under provisions of the Wilderness Act, legislation to preserve it should specifically include provision to study it for designation as wilderness.

For several reasons, I have been disturbed by the opposition of some foresters toward the establishment of the Congaree Swamp National Preserve. In my opinion, their objections fall far short of validity on several grounds. First, they show no appreciation for the necessity of preserving the unique genetic resources of this forest. That is ironic, since accepted forest management practices are the cause of the elimination of all other such areas from the face of our country. They would have the public believe that those Congaree trees are worth more in the sawmill right now than they ever could be worth as producers of genetically superior offspring into the foreseeable future. To me, that sounds suspiciously as if they're placing short-term profit above long-term benefit. Second, in insisting that the area should be logged instead of preserved, they indicate that they recognize neither the long-term significance of this forest to their industry nor its value as an educational asset to help train future foresters. And third, their repeated contention that this forest must be carefully managed and cut in order to keep its trees healthy and growing is just hogwash. What are we supposed to believe kept forests going during millions of years before men were present to tend them? All foresters should be in the vanguard of those urging the preservation of the Congaree Swamp. It is hard to understand why some of them are not.

Congress should insist that a comprehensive management plan for the Congaree Swamp National Preserve be drafted with all deliberate speed following the designation of this area as protected. It would be unfortunate indeed if the lack of such a plan were to subvert the acquisition process and the overwhelming

public sentiment for the preserve, as it apparently has in the case of the Big Thicket. The development of a management plan should be accomplished at the earliest possible time.

I urge you to expedite favorable action on legislation before you to establish the Congaree Swamp National Preserve.

STATEMENT OF JOHN V. DENNIS, PRINCESS ANNE, MD.

A NATURALIST LOOKS AT THE CONGAREE SWAMP

The preservation of the Congaree Swamp is so important for so many reasons that I am intentionally limiting myself to only one area of discussion. Looking at this largest tract of climax swamp forest left in North American solely from the standpoint of nature preservation, I see the following reasons for the establishment of a Congaree Swamp National Park:

1. To safeguard known record trees and others yet to be discovered.
2. To safeguard the eleven plant communities that have been carefully identified and documented.
3. To safeguard the largest bottomland stands of loblolly pine in existence and which contain the oldest trees (these range in age from about 150 to 320 years). These pines occur in a plan community rare in South Carolina and unknown elsewhere.
4. To safeguard a number of rare plants. Serviceberry holly (*Hex amelanchier*) and climbing fern (*Lygodium palmatum*) are several that have been identified.
5. To safeguard large stands of water tupelo and baldcypress that have been little altered by cutting, and, along with these trees, numerous water elms (*Planera aquatica*), a small waterloving tree, which is much more expected in the Mississippi valley.
6. To safeguard endangered fauna of the swamp. Several nearly extinct species have been reported but their presence not confirmed. These include ivory-billed woodpecker and cougar (*Felis concolor*).
7. To safeguard species that appear to be more or less dependent upon existing uncut habitat. In this group are such birds as swallow-tailed kite, Mississippi kite, barred owl, pileated woodpecker, red-headed woodpecker, and Swainson's warbler.
8. To safeguard the "type" location of numerous previous studies of the Swamp in the field of natural history.
9. To safeguard the swamp in its natural state for future studies that will take place here. The swamp is an ideal research area for students at the nearby University of South Carolina. There will be no basis for comparison if the unique conditions here are drastically altered through cutting.
10. To safeguard this swamp as a rightful part of the heritage of all of the people of the United States.

I speak as a writer, ornithologist, and naturalist who has published no less than five papers and popular articles on the Congaree Swamp. I began my studies in the Congaree Swamp in 1965, a time when the swamp was virtually unknown, and have continued my interests and efforts toward preservation down until the present time.

LEAGUE OF WOMEN VOTERS OF THE CLEMSON AREA,
*Clemson, S.C., August 1, 1976.*

Senator BENNETT JOHNSTON,
*Chairman of the Senate Subcommittee on Parks and Recreation, U.S. Senate, Washington, D.C.*

DEAR SENATOR JOHNSTON: The members of our League here in Clemson, South Carolina were delighted to hear that you have scheduled hearings on the proposals to establish the Congaree Swamp National Preserve.

The claims that the swamp is unique are not exaggerated. The swamp continues to be under daily threat, because logging continues. Since the owners continue to cut timber, it is important that the Senate act as soon as possible. Since the Beidlers are willing to sell the tract and the National Park Service has emphasized that immediate action is needed, we urge you to endorse the legislation proposed by Senators Strom Thurmond and Ernest Hollings.

Please include this letter as part of the testimony of your August 6th hearing. Thank you!

Sincerely,

LINDA GAHAN,
*First Vice President.*

NATIONAL WILDLIFE FEDERATION,
*Washington, D.C., August 6, 1976.*

Hon. BENNETT JOHNSTON,
*Chairman, Subcommittee on Parks and Recreation, Senate Committee on Interior and Insular Affairs, Dirksen Senate Office Building, Washington, D.C.*

DEAR MR. CHAIRMAN: The National Wildlife Federation joins its affiliate, the South Carolina Wildlife Federation, in expressing hope that the Congaree Swamp can be protected. Consequently, we appreciate the invitation to comment on the proposal currently before the Subcommittee.

Meeting in Louisville, Kentucky, earlier this year, our organization adopted a resolution which deals specifically with this unique area and a copy is attached. This resolution explains the basic reasons why the National Wildlife Federation hopes the Swamp can be preserved.

We ask permission that this letter and the attached resolution be made a part of the hearing record.

Sincerely,

K. R. HAMPTON,
(For Louis S. Clapper,
Conservation Director).

Attachment.

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RESOLUTION No. 19

CONGAREE SWAMP

Whereas approximately 10,000 acres of the Congaree Swamp constitutes a major remaining uncut mature southern hardwood swamp; and

Whereas the Congaree Swamp is a unique biotic area containing many outstanding trees of record-establishing size and provides excellent habitat for numerous species of wildlife, including at least five classed as rare or endangered; and

Whereas the Congaree Swamp is associated with historic events of great national significance and importance; and

Whereas there is strong public support for preserving a portion of the swamp under appropriate governmental ownership; and

Whereas further delays in the establishment of a suitable area will result in a continuing uncontrolled cutting of virgin timber and destruction of the integrity of this outstanding riverbottom ecosystem; now, therefore, be it

*Resolved*, That the National Wildlife Federation, in annual meeting assembled March 19–21, 1976, in Louisville, Ky., hereby asks that a moratorium be invoked on additional cutting of timber in the so-called Beidler Tract and that efforts be undertaken to preserve a representative sample of the Congaree Swamp as a natural area because of its great aesthetic, recreational, and educational values.

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JULIAN T. BUXTON,
*Sumter, S.C., August 13, 1976.*

Subject: Statement in opposition to making Beidler Congaree tract a preserve.

Senator BENNETT JOHNSTON,
*Chairman, Senate Interior Parks and Recreation Committee,*
*Washington, D.C.*

DEAR SENATOR JOHNSTON: I am Julian T. Buxton, retired President of Williams Furniture Corporation of Sumter, South Carolina, and prior to my employment at Williams I was Superintendent of The Mengel Company Plant in Winston-Salem, North Carolina. I have had approximately fifty years experience in woodworking plants. The last twenty-seven years, much time was devoted to acquiring timber lands fir the Williams Furniture Corporation. I have had considerable experience in hardwood swamps as well as pinelands.

I am opposed to making the Congaree Beidler Tract a Preserve for the following reasons:

This is an over-mature tract with many dead and dying trees scattered through it. It would be a most wasteful thing to make a Preserve of this tract and condemn it to stagnation and continuing mortality. It should be harvested as soon as practicable in order to salvage the timber that is there now and provide for the utmost reproductive growth on this unusually fertile tract. The program that is now being followed by the Beidler management is to harvest 500 acres of timber per year. This timber supply is very important to the many furniture, plywood and woodworking plants in the surrounding area of South

Carolina. The supply of veneer timber is of particular importance to these plants. There are not adequate other sources of veneer timber. In my opinion, there are many more suitable areas to make into parks in South Carolina or elsewhere.

The economic impact of making this tract a Preserve is enormous. I have written letters to Governor Edwards, Senators Thurmond and Hollings and also to Congressman Spence, setting forth my views on this subject. I wish to file these letters with your committee as part of my statement for more detailed study.

The enormous cost of making this tract a Preserve, I have set forth in my most recent letter to Senator Thurmond. The loss in tax revenue to the State and the Federal Governments, the loss of the growth that could otherwise take place in this tract if properly harvested, plus the proposed purchase price, according to my calculations, which I consider conservative, amounts to 108 million dollars over the next twenty years. This leaves out of consideration the reduction in income to the several woodworking plants in this area if deprived of this source of supply. To the extent that this would either raise their cost or reduce their operations and reduce employment, the Income taxes of these businesses and of their employees would be to that extent reduced. However, I have not included anything in my summation for these possible losses. It will most definitely have an adverse effect on these businesses.

The Beidler tract is subject to fairly frequent floodings from freshets and is subject to unbearable mosquitoes in many periods during the year. It is a very unattractive place for the average person to visit.

### SCIENTIFIC STUDIES

During the twenty years while the cutting would take place under the present schedule, the scientists that claim that this is a great resource for their scientific studies could easily carry on their investigations and studies. There have been studies made in the past several months.

### SAVING RECORD TREES

If it is a matter of preserving record size trees, these could be preserved by leaving them in the centers of ten acre plots with the surrounding timber to protect them from wind damage and lightening strikes. This would require no more than 220 acres for the twenty-two State and National record trees.

In a time of huge Federal deficits, it is a most profligate idea to overlook the economic impact on our woodworking industries and the cost of this proposed project.

Below is a summation of my cost estimates for your convenience:

| | |
|---|---|
| Annual interest cost | $2,480,000 |
| Annual subsidies for property tax | 7,000 |
| Annual subsidies for management and expenses as a Preserve | 400,000 |
| Value of annual growth following harvesting 3 percent of stand (6,750,000 ft) at average sales value of last two sales ($110) | 742,500 |
| Loss of State and Federal tax revenue as compared with continuing to market at rate of 500 acres per year (7,7500,000 feet at $110) | 825,000 |
| Probable basis | [1] 165,000 |
| Capital gains income | 660,000 |
| State tax on 50 percent ($330,000 at 6 percent) | 19,800 |
| Federal tax | 660,000 |
| Less State tax | 19,800 |
| | 640,200 |
| 50,000 at 25 percent | 12,500 |
| 590,200 at 25 percent | 206,570 |
| Total Federal tax | 219,070 |
| Annual cost | 3,868,470 |
| 20 years | 77,369,400 |
| Add purchase price | 31,000,000 |
| Total | 108,369,400 |

[1] Basis may be higher due to estate appraisals.

The real evil in this thing is the source of the funds. In my statement to the House Sub-Committee, I said that there are no funds for a project of this kind that do not come from the pockets of taxpayers or fresh off the printing press. Congressman Seiberling of Ohio was acting Chairman at the time I made my statement. He called me down sharply and said that the funds did not come from the pockets of taxpayers but from oil lease money that Congress had passed a law that these funds must go into Parks and thinks of that kind. I can see why oil lease money possibly should not be used to pay operating expenses of the Government but should go into more permanent capital type projects, but to put it into a more or less slush fund to go into things of this kind is wrong. It has the effect of forcing Senators and Congressmen and the many State Governors to get a share of this money for its constituency or for a particular Governor's State, even though they may otherwise be fiscally sound conservative individuals.

In this case, this money would be better poured down the drain than to be put in this project because it will definitely be a detriment to the economy of the State and a waste with very little to commend it, in my opinion.

Since the oil lease money is, related to our energy crisis, this money, I should think, would be much better put into research to help meet the growing need for energy predicted to double every 10 years or so. Research and development funds to expedite the development of the breeder type nuclear plants, use of solar power, wind power, tide power, and other projects that I do not know anything about could contribute to meeting the future needs of energy and to keep us from being dependent on the near East oil.

If these funds are diverted into that kind of thing, it might prevent the development of slush fund that induces the kind of waste that this particular project represents.

Please try to repeal or amend a law that has this evil effect.

Respectfully submitted,

JULIAN T. BUXTON.

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AUGUST 17, 1976.

Senator BENNETT JOHNSTON,
*Chairman, Subcommittee on Parks and Recreation, Senate Interior Committee, Washington, D.C.*

DEAR SENATOR JOHNSTON: Please enter this letter in the official record of the Subcommittee's hearing held August 6, 1976 at Washington, D.C. on S. 3498 and other bills to establish the Congaree Swamp National Preserve.

I fully support the establishment of the Congaree Swamp National Preserve in South Carolina and urge this committee and the Senate to proceed with maximum expedition to effect the enactment of appropriate legislation which:

(a) Would establish the largest possible unit (conceivably as much as 70,000 acres) warranted by the natural conditions of the Congaree swamp, including as a minimum the approximately 15,135 acres commonly referred to as the Beidler tract;

(b) Would be administered by the National Park Service as a unit of the National Park System under the Act of August 25, 1916 (39 Stat. 535), as amended.

In general S. 3498, jointly sponsored by the two Senators from South Carolina, appears to be a sound bill for the purpose—except as it specifically limits purchase of land to the Beidler tract.

Particularly to be commended is Sec. 6(b) of S. 3498 providing for wilderness review of the Preserve under the provisions of the Wilderness Act (78 Stat. 890). This provision is consistent with what has become the common practice of the Congress in establishing any predominantly natural area as a unit of the National Park System.

I have had the privilege of visiting the Congaree swamp on two separate occasions, one of which was a four-day camping trip. Both trips were made for the purpose of assessing the national park qualities of the area. In my opinion there is no question of the full qualifications of the Congaree for national park status. It qualifies both in terms of its superlative physical characteristics and the unique place it would fill in the National Park System as a wild, extensive, freshwater swamp.

Sincerely,

ERNEST M. DICKERMAN.

AUGUST 3, 1976.

SUBCOMMITTEE ON PARKS AND RECREATION,
*U.S. Senate,*
*Washington, D.C.*

GENTLEMEN: May I identify myself as a past chairman of the American Museum of Natural History's (N.Y.) Department of Conservation and General Ecology. Back in the '50s I was asked to redo the Hall on the Forests of North America and develop a series of dioramas showing outstanding examples of the various types of forests to be found in North America.

This led me to a continent-wide search for forests that had reached near climax stages in their development on various sites, soils and climates that could be portrayed in the dioramas of the hall.

Unfortunately, the Congaree Swamp Forest did not come to my attention in time to include it in the hall. Word of my search, however, had gotten around over the years and my attention was eventually directed to the Congaree.

Several visits revealed to me that nothing I had seen previously could compare with the maturity of this forest and the size that the rich site had enabled many species of North American trees to reach.

I at once urged that a detailed study be made of the area, which the National Park Service undertook to do in 1961. They reached the same conclusion that I had, namely that the Congaree represented a unique remnant of the once extensive forests that occupied the rich floodplain bottomlands of our Southern rivers.

As a result of that study, their scientists recommended it as a possible national nature monument. The recommendation was endorsed by the National Park Advisory Board. Since that time it has been possible for many scientists and laymen to study the forest more leisurely and in greater detail. I am sure their findings will be well brought out in their testimony at your August 6th hearing. I urge speed in approving the addition of this unique forest to fill a glaring gap in the National Park Service's series of samples of North American forests.

The West is rich in excellently preserved samples of its outstanding forests. The East is exceedingly poor. The permanent preservation of the Congaree would be an excellent step in the direction of rectifying that imbalance. It would give us a national park we would all be proud of.

Please include this letter in the record of the Congaree Swamp hearing on Friday, August 6, 1976.

Yours sincerely,

RICHARD H. POUGH.

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TAMASSEE, S.C., *August 3, 1976.*

HON. BENNETT JOHNSTON,
*Chairman, Subcommittee on Parks and Recreation,*
*U.S. Senate, Washington, D.C.*

As an American and South Carolinian I urge the Senate Subcommittee on Parks and Recreation to support Senate bill 3498 as proposed by Senators Hollings and Thurmond on Wednesday, May 26, 1976.

Furthermore, I ask that the subcommittee see fit to support funding of this project. Please recommend that the National Park Service be allowed to purchase the entire 15,135-acre Beidler tract even against the opposition of the Ford administration and the Office of Management and Budget. I support a waiver of the new budget rules in both the House of Representatives and the Senate to facilitate availability of purchase funds in the 1977 fiscal year, if necessary. Although, I prefer the use of funds already contained in the land and water conservation fund administered by the National Park Service so that purchase can be completed in the 1977 fiscal year.

Again, I repeat, I humbly urge that the subcommittee support Senate bill 3498, also referred to as the Congaree Swamp National Preserve Act of 1976. As a South Carolinian I ask your support in preserving some of this state for the citizens of this state and nation.

MICHAEL RAY SWAFFORD.

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CORNELL UNIVERSITY,
DIVISION OF BIOLOGICAL SCIENCES,
*Ithaca, N.Y., August 13, 1976.*

SUBCOMMITTEE ON PARKS AND RECREATION,
*U.S. Senate,*
*Washington, D.C.*

GENTLEMEN: This is in support of the proposal for the Congaree Swamp National Preserve.

We had recently, as visitors to Cornell University, a distinguished group of plant ecologists from abroad who were touring the northeastern United States. Among the major points they made to us was one: how fortunate we Americans were to have at least some stands of virgin forest vegetation on which to do research. In all of Europe, there survives only one stand of undisturbed lowland forest, in Poland, where it is unavailable to most of them. Some kinds of research that we Americans carry out are, for them, impossible.

The importance of truly undisturbed forest for research is a matter of science, not idealism. Only in forests in which the populations of plants and animals have had a very long time to come into balance with one another, are some kinds of research possible. Only when that balance exists are complicating factors of successional change in communities reduced so that some kinds of scientific questions can be asked. Much of my own research—on organization of species into communities, on species diversity, and on productivity—has depended on use of virgin forests preserved in the Great Smoky Mountains and western National Forests. Much of the current research of our graduate students on forest structure, function, and management also depends on the use of undisturbed forests. Even for management problems, such as the work of my student Susan Bratton on wild boar effects in the Great Smoky Mountains National Park, undisturbed forests may be essential as standards of comparison, if the research is to be effective and the understanding gained really useful. Forest preserves need also to be large enough to preserve their integrity as communities and to represent a range of types—as the Beidler Tract does.

The Beidler track of the Congaree Swamp is a treasure; it is a superb stand and one of the very few lowland virgin forests that it is still possible to preserve. Scientific questions can and will be asked here that cannot be answered in mountain forests or any forests that have been logged. There are reasons other than scientific ones for preserving this as a precious national heritage; but may I speak as a scientist, at least, in urging its preservation. Future generations will applaud our wisdom in preserving, from destruction for short-term purposes, some samples of the splendid forests that once covered most of the eastern states. They will value the preservation of the now unique lowland and swamp forest of the Congaree Swamp.

Yours sincerely,

R. H. WHITTAKER, *Professor, Biology.*

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GEORGIA-PACIFIC CORPORATION,
WILLIAMS FURNITURE DIVISION,
*Sumter, S.C., May 6, 1976.*

HON. STROM THURMOND,
*U.S. Senate Office Building,*
*Washington, D.C.*

DEAR STROM: I would like to express my views to you on the Congaree Swamp issue.

I have listened to the committee hearings at the State Senate in Columbia and also five hours of hearings last week in Washington before the U.S. House Interior and Insular Affairs Sub-Committee on National Parks & Recreation. I made a statement in opposition to Floyd Spence's bill at this hearing.

As brought out in these hearings, reasons for the U.S. Government acquiring vast acreage in the Congaree Swamp are:

1. This is the last tract of virgin river bottom hardwood timber left in the country with many record size hardwood trees growing here.
2. That this area should be preserved to serve the interested public and also as a laboratory for biological and forestry research and study.
3. That this area can become a large tourist attraction bringing in thousands of visitors a year and that it can provide recreation for large numbers of people.
4. That removing this valuable tract of hardwood timber will have a negligible affect on the lumbering and woodworking industry in the area and that job losses would be offset by increased tourist business.

I would like to comment on each one of these points, and I strongly feel that my observations are accurate and not just casual opinions:

1. I agree completely that the Beidler Tract in the Congaree Swamp is unique and could well be the last such tract left of its kind. If the Beidler family is vol-

untarily willing to sell part of this tract, I believe that it is wise to preserve a limited area for posterity. Proponents have asked for up to 70,000 acres. They retrenched to the 15,000 acre Beidler Tract which contains most of the big trees, but at every opportunity they keep trying to enlarge this acreage. I believe that a maximum of 500 acres would be entirely adequate for this project.

2. To preserve 500 acres of this timber would provide an adequate area for research and study by biologists and foresters and the interested public.

3. Proponents point out that some 60,000 visitors a year come to the Santee-Cooper area and much larger numbers to the Okefenokee Swamp. I believe that any sensible, objective person will agree that the Congaree Swamp has no similarity to these recreation areas in any way, shape or form. The National Parks and Recreation Department readily admits that they would recommend no hunting and fishing, and they have not come up with a plan for developing it into a recreation area. The swamp would have one use and one use only. It would preserve a specimen area of the best hardwood growing river bottom swamp and the large trees that are growing there. The proponents have played up the recreational potential in an attempt to get as much land as possible and far more than could be justified just for the purpose of preserving specimens of the large trees. Biologists, foresters, and other special interest groups would be mainly interested in this swamp. It is absolutely unreasonable to believe that this area has potential for attracting large numbers of people for recreation. We are fortunate in our state to be blessed with many hundreds of thousands of acres of Federal and State Forests, and we are continuing to acquire more tracts such as Capers Island, the Francis Beidler Forest in the Four Holes Swamp, Santee Gun Club lands and others. There is no shortage of land for recreation. There may be a shortage of money to develop these lands, but there is no shortage of public lands for outdoor recreation in our state.

I do not see how it can be justified to the taxpayer, who is finally coming to realize that every dime the government spends is coming out of his pocket in one way or the other, that the government should buy thousands of acres of this valuable timberland for recreational purposes.

4. I can speak with more authority on the local economic impact of the government buying this tract of timber and, therefore, removing it as a source of supply to my company and others in this area.

The Sierra Club has paid Dr. T. Dwight Bunce to prepare an economic impact study, and I am sure you are familiar with it. I think Dr. Bunce did a good job of compiling certain information, but his conclusions, that his clients paid him to come up with, grossly understate the economic impact on my company, other industries in Sumter and in this entire area.

As I stated in my presentation to the House Sub-Committee, and Dr. Bunce's study agreed, the Beidler Tract consists of an unusually high percentage of veneer grade hardwood logs. We must have veneer grade hardwood logs to run our plywood plant in Sumter. Last year 30% of the logs that we cut came from the Beidler tract. Our plywood plant makes plywood parts for our furniture operation and is absolutely essential to it. We employ 200 people in our plywood plant and over 1,200 in our entire furniture operation in Sumter. Although Georgia-Pacific has large holdings of timberland in South Carolina, they have practically no veneer grade hardwood left, since it has already been cut. Therefore, we must depend on buying veneer grade timber, which is very scarce, as it is put on the market. Dr. Bunce's simple solution to this is that if removing the Beidler timber from the market causes a shortage then the price of veneer logs will go even higher, and then it will be practical to haul them in from other areas. The small veneer mills operating in this area are making little or no profit at the present time, and should there be a major increase in their log prices in addition to the labor increases and other cost increases, then I can assure you that a large number of them will be forced to close up.

The point that I am trying to make is that only one side of this story has been told. The entire impact on business and employment has been grossly understated, and I urge you to look into this further before you make any decision. All too often we do not see the hidden or indirect costs of these projects.

I appreciate the opportunity to express my views to you on this subject.

Very truly yours,

PHILIP L. EDWARDS,
*General Manager.*

GEORGIA-PACIFIC CORPORATION,
WILLIAMS FURNITURE DIVISION,
*Sumter, S.C., July 26, 1976.*

HON. STROM THURMOND,
*U.S. Senate Office Building,*
*Washington, D.C.*

DEAR STROM: It is my understanding that legislative action on the Congaree Swamp Preserve will be taking place soon. Since the positive aspects of this project are intangible, no one can say that they do not outweigh the negative. My concern is that it seems to be to everyone's advantage to quote statistics that deliberately misrepresent the economic impact.

I would like to give you figures that show a different picture, even though no one seems interested in them. The timber inventory of the Beidler tract is not available at this time, but using generally agreed on estimates it can be shown that this tract contains approximately 30% of all the hardwood veneer timber at present available in the nine county market area referred to in the economic impact study made by T. Dwight Bunce. He estimates that the Beidler tract could contain as much as 7.9% of all hardwood in this nine county area. Our company foresters estimate that 60% of the Beidler timber is veneer grade and specie. Since the average hardwood timber in this area has a low percentage of veneer grade trees estimated to be 15%, we see that the Beidler tract is estimated to contain 30% of all veneer timber available in this nine county area. Bunce admits in his report on page #9, "Without data which are not more current it is not possible to project the adequacy of veneer log supply in the market area. If the counties in the market area cannot supply the demand, buyers may have to pay higher prices to induce a greater supply, bring logs in from more distant sites, or curtail usage with related losses in production, income, and jobs." The suggestion that industry can pay substantially higher prices and bring logs in from other areas is impractical and economically impossible. His suggestion that the supply of hardwood veneer timber can be increased through better growing methods is currently impractical and uneconomical.

I realize that the Congaree Swamp Preserve is imminent. I realize that the proponents are putting on pressure for as much land as possible.

To remove 30% of the current supply of veneer timber in this area will be a serious factor to the future economic health and growth of our business and this local industry. I can only appeal to you to take no more land than is necessary. One of the active proponents Dr. Robert L. Janiskee of the University of South Carolina in his paper The Proposed Congaree Swamp National Preserve on page #9 says, "However, it has been established that the entire range of canopy and community diversity present in the Beider tract could be represented in a 5,000 to 7,000 acre preserve including areas in both eastern and western portions of the tract."

I do not understand what the criteria are for determining how much land is necessary. We have had some proponents demanding 70,000 acres. Dr. Janiskee says 5,000 to 7,000 acres will be adequate. Others say much less. It appears that the decision is an intangible one. We know that environmentalists and bureaucrats have no concern about the cost to the taxpayers or effect on industry. I can only urge you to bring this project into a realistic prospective with a definite and specific purpose and prevent the decision on its size and scope from being made by those who have no concern for the cost and effect on business.

I appreciate the opportunity to express my views to you on this matter, which is important to our business, our employees, and our community.

With best wishes,

Very truly yours,

PHILIP L. EDWARDS,
*General Manager.*

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SUMTER CHAMBER OF COMMERCE,
*Sumter, S.C., June 1, 1976.*

HON. STROM THURMOND,
*Senate Office Building,*
*Washington, D.C.*

DEAR SENATOR THURMOND: The Greater Sumter Chamber of Commerce Board of Directors is very concerned over recent proposed legislation for the public acquisition of the Congaree Swamp for preservation or for use as a public park.

Our Directors feel that a complete environmental and economic study should be made to fully determine the impact that such an acquisition would have on South Carolina and particularly on the Sumter area. The loss of tax revenues, loss of the resources for use of hardwood industries with its resulting unemployment as well as the benefits to the public in spending the amount of money needed to acquire and develop this property for public use, should be carefully evaluated.

Our Board feels that the actual need for more public lands in that area should be studied carefully, to justify beyond doubt that utilization of this entire area as compared to setting aside select, smaller areas with special features. Our Board feels that the study should look carefully at conservation rules and regulations that could eliminate indiscriminate use of the natural resources and still allow humanity to benefit from their use, without permanent loss of the resources.

Pending such environmental and economic impact studies as outlined above, the Great Sumter Chamber of Commerce Board of Directors is in strong opposition to recent state and national resolution and bills calling for the acquisition of the Congaree Swamp for use as a Park.

Sincerely,

W. C. BOCHMAN, *President.*

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AIKEN, S.C., *June 29, 1976.*

Hon. J. STROM THURMOND,
*Senate Office Building,*
*Washington, D.C.*

DEAR STROM: I have read S3497 carefully and I am somewhat disturbed by the provisions for acquiring the Beidler Tract by exchange, and for a declaration of taking procedure as set forth in Section 3.

The wording in Section 3, as I understand it, would allow the Secretary of Interior to select lands of the Sandhills National Wildlife Refuge or the Sumter or Francis Marian National Forests to pay (through exchange) for the Beidler (or other) lands selected for the "Congaree Swamp National Preserve".

My strong belief is that if this land is to be preserved the acquisition should stand on its own feet, and be paid for by L&WC funds or other moneys appropriated for this specific purpose; not lands dedicated for National Forest or Wildlife Refuge purposes and in which the people of South Carolina have a strong financial and recreational interest. I am strongly opposed to the exchange provision which allows the Secretary of Interior to select such lands for preserve purposes.

Personally I would prefer that the big tree—virgin portion of the Beidler Tract—large enough to be self-perpetuating—be set aside; if possible under the Heritage Trust Fund. I feel sure a trustworthy and reliable answer to "large enough" could be readily provided by a small committee of knowledgable foresters, botanists and biologists such as Davis McGregor, Sid McKnight and a few others. A portion of the Tract might be easier to fund, serve the preserve purposes and still allow a considerable area to be managed.

I first went into this area with Harry Hampton in the 50's. It is so unique it should be preserved—but not turned into a recreational area by the National Park Service. This area is not well suited to heavy recreational use, but it certainly should allow limited and controlled access to preserve it for scientific study and an example of our heritage.

Sincerely,

JOHN B. HATCHER,
*Consulting Forester.*

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COLLEGE OF FOREST AND RECREATION RESOURCES,
*April 28, 1976.*

Hon. ROY A. TAYLOR,
*Chairman, Subcommittee on National Parks and Recreation, House Committee on Interior and Insular Affairs, Longworth Office Building, Washington, D.C.*

DEAR CONGRESSMAN TAYLOR: I understand that a hearing is scheduled on Thursday, April 29 by the Subcommittee on National Parks and Recreation, House Interior and Insular Affairs Committee, relative to H.R. 11891 and H.R. 12111, "Proposal to Authorize the Establishment of the Congaree Swamp Na-

tional Preserve". I regret that I cannot attend the hearing. However, I have some views on the issue which I request be made a matter of record.

Considerable emphasis has been placed on a report entitled "A Vegetative Analysis of Preserve Alternatives Involving the Beidler Tract of the Congaree Swamp", prepared by the Division of Natural Area Acquisition and Resource Planning of the South Carolina Wildlife and Marine Resources Department. I served on the Steering Committee advising the Wildlife and Marine Resources Department concerning the report.

That survey was never intended as an in-depth study, and it certainly was not. It was primarily a compilation of existing information about the area, with some additional vegetational data. The Wildlife and Marine Resources Department had been asked by Governor James B. Edwards to study the Congaree Swamp situation and to gather impartial information upon which any decision made in the future could be based. It was carried out as a stop-gap measure because funds for an adequate in-depth study were not available.

I do not feel that the report fulfilled even its limited charge, because it speaks only of preserve alternatives. No other alternatives are considered. My dissatisfaction with the report is apparent from my review of it contained in the attached letter to Dr. Eugene A. Laurent, Director of the South Carolina Wildlife and Marine Resources Department. I have underlined certain passages in my letter for your particular attention. Although the page references in my letter refer to a review copy of the report, and not to the final version, the comments still apply because my suggested revisions were not substantially incorporated in the final version.

Perhaps the most significant but overlooked finding of the entire report is contained in one sentence on page 1 of the report, "The eleven community types and related plant and animal species found in the Beidler Tract are, for the most part, common to bottomlands of the Southeast".

In reply to my attached letter to Dr. Laurent, he replies, "This study was not designed to be a comprehensive analysis of the biological, economic, and social consequences of establishing a preserve in the Congaree Swamp. Given the study's time and funding limitations, all that was possible was the generation of some basic data on which decisions concerning the size and location of a preserve could be based, if a decision was made to establish a preserve in the area" (underlining mine). It should be clear that using the report as a justification for a preserve is either misuse or misrepresentation.

My point in all of this is that there is not an adequate information base at present to be considering a bill to "Authorize the Establishment of the Congaree Swamp National Preserve".

My own concern over the push by vocal preservationist groups to place the Congaree Swamp in a museum status is based on several points.

1. The area in question is perhaps the richest and most productive land in South Carolina. It's optimum service to South Carolina and the nation lies in using this productive potential for the optimum combination of all goods and services which multiple use—sustained yield forest management can produce—wood, water, wildlife, recreation, and aesthetics. The national preserve or national park proposals would restrict it to a single, limited "museum" status.

2. Because of the frequent and extensive flooding (the area is a flood plain, not a swamp), the Congaree bottoms are not suitable for residential, commercial, or industrial development or for agriculture. It will likely remain in forest, and local land use planning should designate it as such. Thus, there is little likelihood that the area will not remain as a forest. The question, then, is will it be a managed forest producing maximum goods and services or a preserve producing no goods and very limited services.

3. The frequent flooding reduces the recreation potential of the bottoms, limits the types of visitor facilities that could be provided, and would cause maintenance and upkeep to be quite costly. I question the credibility of proposing it as a national park or preserve.

4. Because it does not have national significance, the federal government should leave to the landowners and the state decisions about the future of the area. The state Senate has stated its opposition to government acquisition of the area by condemnation or intimidation. If it is for sale, let those who want to preserve it bid for it in the market against other legitimate users.

5. The point has been made frequently that it is only a small portion of the forest area of South Carolina. However, combined with other recent substantial withdrawals of forest land (urban and suburban expansion, highways, utility

rights of way, state parks, Lake Hartwell, Lake Jocassee, Lake Keowee, Russell Dam) the total becomes substantial. Worse yet, many of the withdrawals, including all of the lakes and most of the urban expansion and highway construction involve prime agricultural and forest land. Now the Congaree proposal would withdraw some of the most productive forest land remaining. At some point, in South Carolina and nationally, we must decide how much prime land we can afford to withdraw permanently from the production of food and fiber for people's needs, to be set aside just to be looked at and admired by the relatively few individuals who can afford the time or money to admire it. Wilderness or preserve status is the only use completely incompatible with all other uses. I believe we have reached the point where we need to seriously question any new wilderness preserve proposals and consider only those of urgent national significance. The Congaree bottoms are not, in my opinion, such a place. I recommend that the bills die in committee.

Sincerely yours,

WM. H. DAVIS MCGREGOR,
*Dean.*

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