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APPROVED  
OCT 1 - 1974

ACTION

THE WHITE HOUSE  
WASHINGTON

Last Day - October 1

September 27, 1974

Posted 10/1

To ARCHIVES  
10/2

MEMORANDUM FOR: THE PRESIDENT

FROM: KEN COLE

SUBJECT: Enrolled Bill H. R. 6395

Attached is the House bill, H. R. 6395, Okefenokee Wilderness, which establishes the Okefenokee Wilderness in Georgia comprising an area of approximately 343,850 acres.

Under the Wilderness Act, Agriculture and Interior are required to make recommendations to the President for additions to the National Wilderness Preservation System, and the President is required to submit these, along with his own recommendations, to the Congress.

The Counsel's office, Bill Timmons, and OMB concur.

RECOMMENDATION

That you sign the attached bill.



APPROVED  
OCT 1 - 1974

EXECUTIVE OFFICE OF THE PRESIDENT  
OFFICE OF MANAGEMENT AND BUDGET  
WASHINGTON, D.C. 20503

SEP 25 1974

MEMORANDUM FOR THE PRESIDENT

Subject: Enrolled Bill H.R. 6395 - Okefenokee Wilderness,  
Georgia  
Sponsor - Rep. Stuckey (D) Georgia and Rep. Ginn (D)  
Georgia

Last Day for Action

October 1, 1974 - Tuesday

Purpose

Establishes the Okefenokee Wilderness in Georgia comprising an area of approximately 343,850 acres.

Agency Recommendations

Office of Management and Budget	Approval
Department of the Interior	Approval
Department of Agriculture	Approval (Informally)
Department of the Army	Approval
Federal Energy Administration	Approval
Council on Environmental Quality	No objection
Department of Commerce	Approval
Federal Power Commission	No objection

Discussion

Under the Wilderness Act, Agriculture and Interior are required to make recommendations to the President for additions to the National Wilderness Preservation System, and the President is required to submit these, along with his own recommendations, to the Congress. To qualify for wilderness designation, an area must generally be undeveloped Federal land retaining its

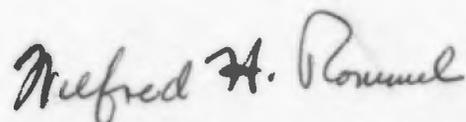


primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions.

This bill would establish the Okefenokee Wilderness comprising an area of about 343,850 acres within the Okefenokee National Wildlife Refuge, located in extreme southeast Georgia. The refuge is a vast and primitive swamp with forests of gum, bay, and cypress covering 80 percent of the area. It also provides habitat for over 225 species of birds, 41 species of mammals, 54 reptile species, 32 species of amphibians, and 37 fish species -- included are one of the largest concentrations of alligators in the country and the endangered Florida sandhill crane.

The enrolled bill would require that the Okefenokee be administered under the provisions of the Wilderness Act which means its primitive, natural state would be retained. To insure that the public can continue to safely use the Okefenokee Wilderness, H.R. 6395 would depart from traditional wilderness criteria to authorize (1) the use of low power boats and (2) the maintenance of canoe trails within the area.

This wilderness proposal was recommended and transmitted to Congress under the Johnson Administration and subsequently amended by the Nixon Administration -- the enactment is substantially in the form recommended by the Administration.



Assistant Director for  
Legislative Reference

Enclosures



# United States Department of the Interior

OFFICE OF THE SECRETARY  
WASHINGTON, D.C. 20240

Dear Mr. Ash:

SEP 23 1974

This responds to your request for the views of this Department on the enrolled bill H.R. 6395, "To designate certain lands in the Okefenokee National Wildlife Refuge, Georgia, as wilderness."

We strongly recommend that the bill be approved by the President.

H.R. 6395 designates certain lands in the Okefenokee National Wildlife Refuge, Georgia, comprising about 343,850 acres, as wilderness, to be administered by the Secretary of the Interior in accordance with the provisions of the Wilderness Act. The bill provides for the maintenance of watercraft trails and the use of limited motorized watercraft, and the permission for fishing in certain designated zones and established periods.

Okefenokee Swamp is world famous as one of the largest and most primitive swamps in America. The Okefenokee National Wildlife Refuge, comprising about 370,000 acres, includes about 80 percent of the total swamp area. Over 60 lakes dot the swamp forests and prairies of Okefenokee, including many popular with fishermen. Nearly 25,000 people engaged in this activity in the refuge in 1973. Some 225 species of birds have been observed in the swamp, including the endangered Florida sandhill crane. At least 41 species of mammals abound in the swamp, along with 54 reptile species, 32 species of amphibians and 37 species of fish. The swamp also is home for one of the largest concentrations of alligators remaining in the country.

We believe that designation of part of this unique area as wilderness would serve to preserve and protect its value as one of the nation's foremost primitive natural resources.

Sincerely yours,

Acting Assistant Secretary of the Interior

Honorable Roy L. Ash  
Director  
Office of Management and Budget  
Washington, D. C. 20503



Save Energy and You Serve America!

RECEIVED  
OCT 11 11 34 AM '74  
OFFICE OF  
MANAGEMENT AND BUDGET



DEPARTMENT OF AGRICULTURE  
OFFICE OF THE SECRETARY  
WASHINGTON, D. C. 20250

Honorable Roy L. Ash  
Director, Office of  
Management and Budget

September 26, 1974

Dear Mr. Ash:

In reply to the request of your office, the following report is submitted on the enrolled enactment H.R. 6395, "To designate certain lands in the Okefenokee National Wildlife Refuge, Georgia, as wilderness."

The enactment would designate 343,850 acres of the Okefenokee National Wildlife Refuge in Georgia as wilderness. It would authorize use of powered watercraft and maintenance of watercraft trails. Fishing would be permitted in accordance with applicable State and Federal regulations, provided that the Secretary of the Interior could designate zones and establish periods when fishing would not be permitted. The enactment would provide that the wilderness be administered by the Secretary of the Interior in accordance with the provisions of the Wilderness Act.

The Department of Agriculture recommends that the President approve the enactment.

The proposal for an Okefenokee Wilderness originated from the review by the Secretary of the Interior of the roadless area within the Wildlife Refuge in accordance with subsection 3(c) of the Wilderness Act. This Department had the opportunity to review the proposal before its submission to the Congress. We did not object to the Department of the Interior's recommendation that the area be designated as wilderness. The President's recommendation to the Congress was made on March 29, 1968. The area to be designated as wilderness in the enactment is similar to that contained in the President's recommendation.

The Department of the Interior in their report of March 28, 1973, reaffirmed their support for the designation of the Okefenokee Wilderness. At that time they requested inclusion of a proviso to allow use of powered watercraft and maintenance of watercraft trails. This proviso is contained in section 2 of the enactment. We understand that the uses proposed are similar to those permitted in wilderness administered by the Secretary of Agriculture under subsection 4(d)(1) of the Wilderness Act. In our administration of National Forest wildernesses we have generally sought to eliminate use of powered watercraft as not being compatible with wilderness management. We would expect that this authorization, as contained in the enactment, would be used sparingly. Section 2 of the enactment also contains a reference to access points outside the wilderness. We view this proviso as unnecessary and undesirable.

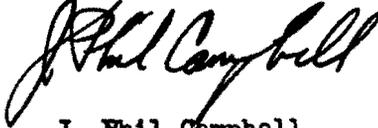
Honorable Roy L. Ash

2

Section 3 of the enactment pertains to fishing within the wilderness. The Department of the Interior, in testimony before the Senate, indicated that this section was not necessary since wilderness designation does not prevent fishing in accordance with applicable State and Federal laws. We concur that this provision is unnecessary and we prefer that wilderness be administered in accordance with the basic Act without special provisions or exceptions whenever possible.

Although, we question several of the provisions of the enactment, we support the designation of the area as wilderness and recommend that the President approve the enactment.

Sincerely,

A handwritten signature in cursive script that reads "J. Phil Campbell". The signature is written in dark ink and is positioned above the typed name.

J. Phil Campbell  
Acting Secretary



DEPARTMENT OF THE ARMY  
WASHINGTON, D.C. 20310

23 SEP 1974

Honorable Roy L. Ash  
Director  
Office of Management and Budget

Dear Mr. Ash:

This is in reply to your request for the views of the Department of the Army on enrolled enactment H.R. 6395, 93d Congress, "To designate certain lands in the Okefenokee National Wildlife Refuge, Georgia, as wilderness."

The Department of the Army recommends approval of the enrolled enactment.

This Act provides for the designation of 343,850 acres within the 370,000-acre Okefenokee National Wildlife Refuge, Georgia, located within the Georgia sector of the Okefenokee Swamp, approximately 12 miles from Waycross, Georgia. Pursuant to section 3(c) of the Wilderness Act of September 3, 1964 (78 Stat. 890, 892), the Department of the Interior reviewed the lands which make up the Okefenokee National Wildlife Refuge to determine their suitability for preservation as wilderness. The recommendation of the President, which followed the Department of the Interior study and which would designate a portion of the Refuge as wilderness, was submitted to Congress on March 29, 1968. This recommendation is contained in House Document 90-292, part 11.

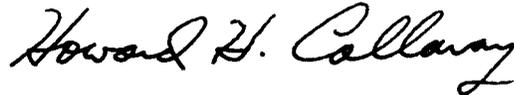
Under the Department of the Interior proposal for the designation of 343,850 acres of the Refuge as wilderness, areas of development and intensive use have been excluded, including the Stephen Foster State Park, Okefenokee Swamp Park, the Suwannee Recreation Area (Camp Cornelia) and Kingfisher Landing, which provide access into the swamp region. Upland areas where wildlife habitat management is practiced is also excluded from the wilderness proposal.

Notwithstanding the provisions of the Wilderness Act, the enrolled enactment would permit the Secretary of the Interior to maintain at least approximately 120 miles of watercraft trails in the swamp. Since the only access to this swamp area is through the use of watercraft, either canoes or other small craft with motors of 10 horsepower or less is found to be necessary, and the enrolled enactment would permit their utilization.

The enrolled enactment would also specifically designate four points of access to the existing watercraft trails in the wilderness area, and would permit fishing in the waters of the Okefenokee wilderness in accordance with applicable State and Federal regulations.

The Department of the Army finds that designation of these lands within the Okefenokee National Wildlife Refuge as wilderness would have no impact on any of the projects for the development and improvement of the navigable waters of the United States now under our responsibility.

Sincerely,

A handwritten signature in cursive script that reads "Howard H. Callaway". The signature is written in dark ink and is positioned above the typed name.

Howard H. Callaway  
Secretary of the Army

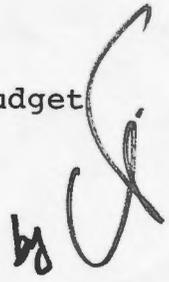
FEDERAL ENERGY ADMINISTRATION

WASHINGTON, D.C. 20461

September 23, 1974

MEMORANDUM FOR: Wilfred H. Rommel  
Assistant Director for  
Legislative Reference  
Office of Management and Budget

ATTN: William Skidmore

FROM: Robert E. Montgomery, Jr.   
General Counsel

SUBJECT: Enrolled Bill Report on H.R. 6395 -  
The Okefenokee Wildlife Refuge

The Federal Energy Administration supported passage of H.R. 6395 and recommends that the President sign the bill into law.

RECEIVED  
OCT 5 11 50 AM '74  
OFFICE OF  
LEGISLATIVE REFERENCE  
OFFICE OF MANAGEMENT AND BUDGET

EXECUTIVE OFFICE OF THE PRESIDENT  
COUNCIL ON ENVIRONMENTAL QUALITY

722 JACKSON PLACE, N. W.

WASHINGTON, D. C. 20006

SEP 23 1974

MEMORANDUM FOR W. H. ROMMEL  
OFFICE OF MANAGEMENT AND BUDGET

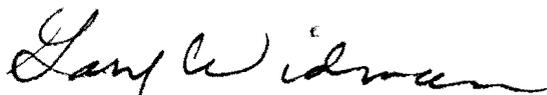
ATTN: Mrs. Garziglia

SUBJECT: Enrolled Bills:

- (a) H.R. 6395, To designate certain lands in the Okefenokee National Wildlife Refuge, Georgia, as wilderness.
- (b) S. 210, To authorize the establishment of the Boston National Historical Park in the Commonwealth of Massachusetts.

This is in response to your request of September 19, for our views on the two above-mentioned enrolled bills.

The Council has no objection to the approval and enactment of these bills.



Gary Widman  
General Counsel



**GENERAL COUNSEL OF THE  
DEPARTMENT OF COMMERCE**  
Washington, D.C. 20230

**SEP 24 1974**

Honorable Roy L. Ash  
Director, Office of Management  
and Budget  
Washington, D. C. 20503

Attention: Assistant Director for Legislative Reference

Dear Mr. Ash:

This is in reply to your request for the views of this Department concerning H. R. 6395, an enrolled enactment

"To designate certain lands in the Okefenokee National Wildlife Refuge, Georgia, as wilderness."

We have been advised by the Department of the Interior that the area to be designated by H.R. 6395 as wilderness has been surveyed for oil, gas, and mineral potential and has no economic deposits within its boundaries.

This Department, therefore, recommends approval of H.R. 6395 by the President so that the fragile and delicate natural beauty of this unique area may be better preserved.

Enactment of this legislation would not involve the expenditure of any funds by this Department.

Sincerely,

*Karl E. Bakke*

General Counsel

FEDERAL POWER COMMISSION  
WASHINGTON, D.C. 20426

SEP 2 1974

ENROLLED BILL  
H.R. 6395 - 93d Congress

Honorable Roy L. Ash  
Director, Office of Management and Budget  
Executive Office of the President  
Washington, D. C. 20503

Attention: Mrs. Louise Garziglia  
Legislative Reference Division  
Room 7201, New Executive Office Building

Dear Mr. Ash:

This is in response to Mr. Rommel's request of September 19, 1974, for views on H.R. 6395, an Enrolled Bill, To designate certain lands in the Okefenokee National Wildlife Refuge, Georgia, as wilderness.

By letter to the Secretary of the Interior, dated June 2, 1967, the Commission commented on Interior's proposal to include some 331,800 acres within the Okefenokee National Wildlife Refuge in the National Wilderness Preservation System. The letter noted that, while there was one potential hydroelectric project, McClenny, on the St. Marys River, that might back water into the proposed wilderness area, the project's benefit-cost ratio at that time was slightly less than unity. We are not aware of any recent proposals to restudy development of this project.

The subject bill provides for the establishment of a wilderness area of about 343,850 acres. Although we do not have a map showing the precise new boundaries, our current review indicates that there are no existing or planned hydroelectric or steam-electric generating facilities or transmission lines in the area proposed for wilderness designation.



Our staff review further discloses that there are no existing natural gas pipelines or other jurisdictional facilities within the proposed wilderness area, and based on information currently available to us, there is no active exploratory or development drilling or production, nor are there any known gas fields or significant reserves in or immediately adjacent to the refuge area and it does not lie within a structural basin.

This agency's budget will not be affected by the enactment of H.R. 6395.

The Commission offers no objection to approval of the Enrolled Bill.

Sincerely,



John N. Nassikas  
Chairman

To -  
Harris Handwritten  
9-25-74

EXECUTIVE OFFICE OF THE PRESIDENT  
OFFICE OF MANAGEMENT AND BUDGET  
WASHINGTON, D.C. 20503

SEP 25 1974

MEMORANDUM FOR THE PRESIDENT

Subject: Enrolled Bill H.R. 6395 - Okefenokee Wilderness,  
Georgia  
Sponsor - Rep. Stuckey (D) Georgia and Rep. Ginn (D)  
Georgia

Last Day for Action

October 1, 1974 - Tuesday

Purpose

Establishes the Okefenokee Wilderness in Georgia comprising an area of approximately 343,850 acres.

Agency Recommendations

Office of Management and Budget	Approval
Department of the Interior	Approval
Department of Agriculture	Approval (Informally)
Department of the Army	Approval
Federal Energy Administration	Approval
Council on Environmental Quality	No objection
Department of Commerce	Approval
Federal Power Commission	No objection

Discussion

Under the Wilderness Act, Agriculture and Interior are required to make recommendations to the President for additions to the National Wilderness Preservation System, and the President is required to submit these, along with his own recommendations, to the Congress. To qualify for wilderness designation, an area must generally be undeveloped Federal land retaining its

Last Day - October 1

September 27, 1974

MEMORANDUM FOR: THE PRESIDENT  
FROM: KEN COLE  
SUBJECT: Enrolled Bill H. R. 6395

Attached is the House bill, H. R. 6395, Okefenokee Wilderness, which establishes the Okefenokee Wilderness in Georgia comprising an area of approximately 343,850 acres.

Under the Wilderness Act, Agriculture and Interior are required to make recommendations to the President for additions to the National Wilderness Preservation System, and the President is required to submit these, along with his own recommendations, to the Congress.

The Counsel's office, Bill Timmons, and OMB concur.

RECOMMENDATION

That you sign the attached bill.

Last Day - October 1

September 27, 1974

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FROM: KEN COLE  
SUBJECT: Enrolled Bill H. R. 6395

Attached is the House bill, H. R. 6395, Okefenokee Wilderness, which establishes the Okefenokee Wilderness in Georgia comprising an area of approximately 343,850 acres.

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RECOMMENDATION

That you sign the attached bill.

Last Day - October 1

September 27, 1974

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FROM: KEN COLE  
SUBJECT: Enrolled Bill H. R. 6395

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The Counsel's office, Bill Timmons, and OMB concur.

RECOMMENDATION

That you sign the attached bill.

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.: 602

Date: September 26, 1974

Time: 10:30 a. m.

FOR ACTION: ~~Michael Duval~~  
✓ Phil Buchen  
✓ Bill Timmons

cc (for information): Warren K. Hendriks  
Jerry Jones  
Paul Theis

FROM THE STAFF SECRETARY

DUE: Date: Friday, September 27, 1974 Time: 2:00 p. m.

SUBJECT: Enrolled Bill H. R. 6395 - Okefenokee Wilderness, Georgia

ACTION REQUESTED:

- For Necessary Action
- For Your Recommendations
- Prepare Agenda and Brief
- Draft Reply
- For Your Comments
- Draft Remarks

REMARKS:

Please return to Kathy Tindle - West Wing

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

K. R. COLE, JR.  
For the President

THE WHITE HOUSE  
WASHINGTON

9/25/74

TO: WARREN HENDRIKS

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*R D L sr.*  
Robert D. Linder

Date: September 26, 1974

Time: 10:30 a. m.

FOR ACTION: ~~Michael Duval~~  
 ✓ Phil Buchen  
 Bill Timmons

cc (for information): Warren K. Hendriks  
 Jerry Jones  
 Paul Theis

FROM THE STAFF SECRETARY

DUE: Date: Friday, September 27, 1974      Tim2]      2:00 p. m.

SUBJECT: Enrolled Bill H. R. 6395 - Okefenokee Wilderness, Georgia

## ACTION REQUESTED:

 For Necessary Action For Your Recommendations Prepare Agenda and Brief Draft Reply For Your Comments Draft Remarks

## REMARKS:

Please return to Kathy Tindle - West Wing

*No objection*  
*R.C.*

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Warren K. Hendriks  
 For the President

THE WHITE HOUSE

WASHINGTON  
September 26, 1974

MEMORANDUM FOR: MR. WARREN HENDRIKS  
FROM: WILLIAM E. TIMMONS *Be*  
SUBJECT: Action Memorandum - Log No. 602  
Enrolled Bill H.R. 6395 - Okefenokee  
Wilderness, Georgia

The Office of Legislative Affairs concurs in the attached proposal and has no additional recommendations.

Attachment

Date: September 26, 1974

Time: 10:30 a. m.

FOR ACTION: Michael Duval  
 Phil Buchen  
 ✓Bill Timmons

cc (for information): Warren K. Hendriks  
 Jerry Jones  
 Paul Theis

FROM THE STAFF SECRETARY

DUE: Date: Friday, September 27, 1974      Time: 2:00 p. m.

SUBJECT: Enrolled Bill H. R. 6395 - Okefenokee Wilderness, Georgia

## ACTION REQUESTED:

 For Necessary Action For Your Recommendations Prepare Agenda and Brief Draft Reply For Your Comments Draft Remarks

## REMARKS:

Please return to Kathy Tindle - West Wing

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Warren K. Hendriks  
 For the President

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.: 602

Date: September 26, 1974

Time: 10:30 a. m.

FOR ACTION: Michael Duval  
Phil Buchen  
Bill Timmons

cc (for information): Warren K. Hendriks  
Jerry Jones  
Paul Theis

FROM THE STAFF SECRETARY

DUE: Date: Friday, September 27, 1974

Time: 2:00 p. m.

SUBJECT: Enrolled Bill H. R. 6395 - Okefenokee Wilderness, Georgia

ACTION REQUESTED:

For Necessary Action

For Your Recommendations

Prepare Agenda and Brief

Draft Reply

For Your Comments

Draft Remarks

REMARKS:

OK

Please return to Kathy Tindle - West Wing

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Warren K. Hendriks  
For the President

October 1, 1974

Office of the White House Press Secretary

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NOTICE TO THE PRESS

The President has signed H. R. 6395 - Okefenokee Wilderness, Georgia, which establishes the Okefenokee Wilderness in Georgia comprising an area of approximately 343,850 acres.

Under the Wilderness Act, Agriculture and Interior are required to make recommendations to the President for additions to the National Wilderness Preservation System, and the President is required to submit these, along with his own recommendations, to the Congress. To qualify for wilderness designation, an area must generally be undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions.

The bill will establish the Okefenokee Wilderness comprising an area of about 343,850 acres within the Okefenokee National Wildlife Refuge, located in extreme southeast Georgia. The refuge is a vast and primitive swamp with forests of gum, bay, and cypress covering 80 percent of the area. It also provides habitat for over 225 species of birds, 41 species of mammals, 54 reptiles species, 32 species of amphibians, and 37 fish species -- included are one of the largest concentrations of alligators in the country and the endangered Florida sandhill crane.

The enrolled bill will require that the Okefenokee be administered under the provisions of the Wilderness Act which means its primitive natural state will be retained. To insure that the public can continue to safely use the Okefenokee Wilderness, H. R. 6395 will depart from traditional wilderness criteria to authorize (1) the use of low power boats and (2) the maintenance of canoe trails within the area.

# # #

EXECUTIVE OFFICE OF THE PRESIDENT  
OFFICE OF MANAGEMENT AND BUDGET  
WASHINGTON, D.C. 20503

SEP 25 1974

~~MEMORANDUM FOR THE PRESIDENT~~

*has signed*

~~Subject: Enrolled Bill H.R. 6395 - Okefenokee Wilderness,  
Georgia  
Sponsor - Rep. Stuckey (D) Georgia and Rep. Ginn (D)  
Georgia~~

Last Day for Action

October 1, 1974 - Tuesday

Purpose

*which* establishes the Okefenokee Wilderness in Georgia comprising an area of approximately 343,850 acres.

Agency Recommendations

Office of Management and Budget

Approval

Department of the Interior

Approval

Department of Agriculture

Approval (Informally)

Department of the Army

Approval

Federal Energy Administration

Approval

Council on Environmental Quality

No objection

Department of Commerce

Approval

Federal Power Commission

No objection

Discussion

Under the Wilderness Act, Agriculture and Interior are required to make recommendations to the President for additions to the National Wilderness Preservation System, and the President is required to submit these, along with his own recommendations, to the Congress. To qualify for wilderness designation, an area must generally be undeveloped Federal land retaining its

primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions.

This bill ~~would~~<sup>will</sup> establish the Okefenokee Wilderness comprising an area of about 343,850 acres within the Okefenokee National Wildlife Refuge, located in extreme southeast Georgia. The refuge is a vast and primitive swamp with forests of gum, bay, and cypress covering 80 percent of the area. It also provides habitat for over 225 species of birds, 41 species of mammals, 54 reptile species, 32 species of amphibians, and 37 fish species -- included are one of the largest concentrations of alligators in the country and the endangered Florida sandhill crane.

The enrolled bill ~~would~~<sup>will</sup> require that the Okefenokee be administered under the provisions of ~~the~~<sup>of</sup> the Wilderness Act which means its primitive, natural state ~~would~~ be retained. To insure that the public ~~can~~<sup>can</sup> continue to safely use the Okefenokee Wilderness, H.R. 6395 ~~would~~ depart from traditional wilderness criteria to authorize (1) the use of low power boats and (2) the maintenance of canoe trails within the area.

This wilderness proposal was recommended and transmitted to Congress under the Johnson Administration and subsequently amended by the Nixon Administration -- the enactment is substantially in the form recommended by the Administration.

*Frederic H. Rowland*

Assistant Director for  
Legislative Reference

Enclosures

## DESIGNATING CERTAIN LANDS IN THE OKEFENOKEE NATIONAL WILDLIFE REFUGE, GA., AS WILDERNESS

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MARCH 4, 1974.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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MR. HALEY, from the Committee on Interior and Insular Affairs,  
submitted the following

### REPORT

[To accompany H.R. 6395]

The Committee on Interior and Insular Affairs, to whom was referred the bill (H.R. 6395), to designate certain lands in the Okefenokee National Wildlife Refuge, Georgia, as wilderness, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

The amendments are as follows: Page 2, line 7, strike the word "outboard". Page 2, line 8, strike the words "consisting of" and insert in lieu thereof the word "including".

#### PURPOSE

The purpose of H.R. 6395, as amended, is to designate certain lands located within the Okefenokee National Wildlife Refuge, Georgia, as wilderness.

H.R. 6395 was introduced by Mr. Stuckey (for himself and Mr. Ginn). A similar but not identical proposal is also contained in H.R. 5422 and H.R. 5474, omnibus wilderness bills introduced by Mr. Melcher and Mr. Saylor.

#### EXPLANATION AND NEED

The Wilderness Act of September 3, 1964, (78 Stat. 890), directed the Secretary of Agriculture to review, within ten years, areas within the National Forest System to determine their suitability for preservation as wilderness. The Secretary of the Interior was similarly directed to review areas within national parks, national monuments, wildlife refuges and game ranges for the same purpose. Upon a finding favorable to wilderness designation, the respective Departments

were directed to submit their recommendations to the President in order that he might advise the Congress of his recommendations regarding these areas. Any such recommendation of the President for designation of an area as wilderness becomes effective only if so provided by an act of Congress.

The above outlined procedure was followed in the case of the Okefenokee proposal. The Presidential recommendation is dated March 29, 1968 and it, together with the accompanying explanation and justification, is contained in House Document 90-292, Part 11.

Okefenokee Swamp is world famous as one of the largest and most primitive swamps in America. The Okefenokee National Wildlife Refuge, comprising about 370,000 acres, includes about 80 percent of the total swamp area. The refuge, established by Executive Order No. 7593 of March 30, 1937, is located in Ware, Charlton, and Clinch Counties in extreme southeast Georgia. The south boundary of the national wildlife refuge lies generally along the Georgia-Florida boundary line but the refuge extends slightly into Baker County, Florida. Waycross, Georgia is located twelve miles north of the refuge. Two major north-south tourist routes, U.S. Highways 1 and 301, join together at Folkston, Georgia, seven miles east of the refuge. Jacksonville, Florida, the nearest metropolitan center, is located forty miles southeast of the refuge.

In the past, the Okefenokee area has been threatened by drainage attempts, scarred by three decades of timber removal, and periodically blackened by fire. Yet a visitor to the swamp today finds little evidence of these "disasters" within the refuge portion of the swamp that temporarily marred the natural beauty of this vast wetland wilderness.

The establishment of Okefenokee National Wildlife Refuge marked the culmination of a movement initiated at least twenty-five years earlier by a group of scientists from Cornell University who recognized the educational, scientific, and recreational values of this unique area. The Okefenokee Preservation Society, formed in 1918, promoted nationwide interest in the swamp. With the support of State and local interests and numerous conservation and scientific organizations, the Federal Government acquired most of the swamp for refuge purposes in 1936.

Okefenokee Swamp is actually a vast peat bog filling a huge saucer-shaped sandy depression that was once part of the ocean floor. The upper margin of the swamp, or the "swamp line," ranges in elevation from 128 feet above sea level on the northeast side to 103 feet on the southwest side. The shallow, dark-stained waters of Okefenokee flow slowly but continuously across the swamp toward the two outlets—the famed Suwannee River on the southwest and the historic St. Marys River on the southeast.

Swamp forests of cypress, gum, and bay cover about eighty percent of Okefenokee. A rich variety of swamp shrubs, vines, and trees are interspersed with the principal dominants. In sharp contrast to the swamp forests, the prairies form vast expanses of marsh and water located primarily on the east side of the swamp. Scattered throughout the prairies are various sized islands of trees and shrubs known locally as "houses".

Over sixty lakes, large enough to have names, dot the swamp forests and prairies of Okefenokee. The largest and best known are Billys and Minnies Lakes, which are favorite fishing waters.

Of the more than 370,000 acres in the refuge 343,850 acres are recommended for wilderness designation. Certain intensive use areas of the refuge have been excluded and in these areas are the man-made facilities and structures necessary for public use and comfort. The area designated for wilderness is an undeveloped, primitive expanse of swamp.

There is a special situation which pertains to the matter of wilderness designation for the Okefenokee Refuge. That is the matter of the use of motor boats on designated "watercraft trails" within the proposed wilderness area. Due to the density of the swamp vegetation, "watercraft trails" have been established within the swamp. These trails are established and maintained by use of motorized equipment that cuts vegetation below the water surface and thus established a clear trail through the dense swamp vegetation. Certain of these trails are designated for use by canoes or hand powered boats only while others have been designated for use by small power boats. At the present time, there are approximately 120 miles of such trails within the proposed wilderness area.

The Committee carefully considered the advisability of prohibiting use of powered watercraft and the maintenance of "watercraft trails" within the area. However, such a prohibition would, for all practical purposes, eliminate public use and enjoyment of the entire wilderness. In addition, the Committee recognized that this is a long established and continuing use within the area and that such a use, if properly controlled and regulated, would not materially detract from wilderness values. It was therefore the Committee's position that powered watercraft, propelled by motors of ten horsepower or less, should be permitted to continue to operate within the area. It was also the Committee's position that the "watercraft trails", including those now designated, should be maintained. However, by authorizing the maintenance of these existing trails and also recognizing that certain relocations or modest additions may be desirable and necessary, the Committee wants it clearly understood that it does not favor any major expansion of the trails system beyond the approximately 120 miles now in existence. This area is, first and foremost, a wilderness and must remain as such except for these minor accommodations that are necessary for the reasonable use and enjoyment of its primitive and wilderness values.

During the extensive hearings on the Okefenokee wilderness proposal, there was strong support for its designation as wilderness. The Committee endorses this position and urges favorable action on H.R. 6395, as amended.

#### COMMITTEE AMENDMENTS

The Committee adopted two minor amendments to H.R. 6395 that were proposed by Departmental witnesses and were accepted by the authors of the bill.

The first amendment, which appears on page 2, line 7, would strike the word "outboard". The purpose of this amendment is to permit the

use of any type of motor, of ten horsepower or less, whether it be outboard, inboard, electric or otherwise. The second amendment, page 2, line 8, strikes the words "consisting of" and inserts "including". This amendment permits the relocation of watercraft trails, if required and also allows for expansion of existing trails. However, as previously indicated, the Committee again stresses its position that only modest additions to the existing trail system are contemplated in order to preserve the overall wilderness character of the area.

#### COST

No additional Federal expenditures are involved in the enactment of H.R. 6395, as amended.

#### COMMITTEE RECOMMENDATION

The Committee on Interior and Insular Affairs recommends enactment of H.R. 6395, as amended. The bill was unanimously ordered reported by voice vote.

#### DEPARTMENTAL REPORTS

The favorable reports of the Department of the Interior on bills essentially similar to H.R. 6395 follow:

U.S. DEPARTMENT OF THE INTERIOR,  
OFFICE OF THE SECRETARY,  
Washington, D.C., March 28, 1973.

HON. JAMES A. HALEY,  
Chairman, Committee on Interior and Insular Affairs,  
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request for the views of this Department on H.R. 5422, H.R. 5474 and H.R. 4687, bills "To designate certain lands as wilderness". In accordance with your request, we will confine our comments in this report to H.R. 5422 and the provisions included in section 1 (e), (f), (g), (h), (i), (j), (k), (l), (m), (o), (p), (q), and (t). H.R. 5474 has identical provisions to those reported in H.R. 5422, and regarding H.R. 4687, our comments will incorporate section 1 (l), (m), (n), (o), and (p) which are covered in identical provisions of H.R. 5422.

We strongly recommend that these thirteen areas be enacted into the National Wilderness Preservation System, if amended as suggested herein.

H.R. 5422 would designate as wilderness, in accordance with section 3(c) of the Wilderness Act of 1964, thirteen areas of federally owned land administered by the Bureau of Sport Fisheries and Wildlife of this Department. These lands are among those recommended by the President to the Congress for inclusion in the National Wilderness Preservation System in Messages on April 28, 1971, February 8, 1972 and September 21, 1972, following study and favorable recommendations by this Department. The addition of these lands in eight states would add approximately 440,000 acres, almost all of which are located east of the 100° meridian, to the wilderness system.

We recommend that section 1(i) be amended in order to facilitate the regulation of power watercraft within the proposed Okefenokee Wilderness area. This can be accomplished by changing on page 4, line 17, the semi-colon to a colon and inserting the following language:

"*Provided*, That within the wilderness designated by this Act, subject to such restrictions as the Secretary of the Interior deems necessary for public safety and to protect flora and fauna of the wilderness, (1) the use of powered watercraft, propelled by outboard motors of ten or less horsepower, will be permitted, (2) watercraft trails consisting of approximately one hundred twenty miles as delineated on the attached map will be maintained. Access to watercraft trails in the wilderness area will be provided from the Suwannee River Sill, Steven Foster State Park, Kings Landing, and Suwannee Recreation Area (Camp Cornelia)."

We also recommend that section 1(j) be amended to add fifty acres to the proposed Wolf Island Wilderness resulting from a recalculation of the Administration's proposal. This can be done by deleting on page 4, line 20, the words "one hundred and sixty-eight" and inserting in lieu thereof "two hundred and eighteen".

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,

NATHANIEL REED,  
Assistant Secretary of the Interior.

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DESIGNATING AS WILDERNESS CERTAIN LANDS IN  
THE OKEFENOKEE NATIONAL WILDLIFE REFUGE  
IN THE STATE OF GEORGIA

---

August 21, 1794.—Ordered to be printed

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Mr. HASKEEL, from the Committee on Interior and Insular Affairs,  
submitted the following

## REPORT

[To accompany H.R. 6395]

The Committee on Interior and Insular Affairs, to which was referred the act (H.R. 6395) having considered the same, reports favorably thereon with an amendment and recommends that the act, as amended, do pass.

The amendment is as follows:

Strike all after the enacting clause and insert in lieu thereof the following language:

That, in accordance with section 3(c) of the Wilderness Act (78 Stat. 890), certain lands in the Okefenokee National Wildlife Refuge, Georgia, which comprise about three hundred forty-three thousand eight hundred and fifty acres and which are depicted on a map entitled "Okefenokee Wilderness Proposal", dated October 1967, revised March 1971, are hereby designated as wilderness. The map shall be on file and available for public inspection in the office of the Director of the United States Fish and Wildlife Service, Department of the Interior.

SEC. 2. In accordance with section 4(d) (1) of the Wilderness Act and subject to such restrictions as the Secretary of the Interior deems necessary for public safety and to protect the flora and fauna of the wilderness, within the wilderness designated by this Act:

(1) watercraft trails, insofar as possible in conformance with those depicted on the map referred to in section 1, shall be maintained by appropriate means, including the use of motorized equipment: *Provided*, That neither the total mileage of the trail system designated for exclusive use by nonmotorized watercraft nor the total mileage of the trail system designated for use by motorized watercraft, as depicted on such map, shall be increased; and

(2) on the trails designated for use by motorized watercraft, watercraft propelled by motors of ten or less horsepower may be permitted.

SEC. 3. As soon as practicable after this Act takes effect, a map and a legal description of the wilderness area shall be filed with the Interior and Insular

Affairs Committees of the United States Senate and the House of Representatives, and such description and map shall have the same force and effect as if included in this Act: *Provided, however,* That correction of clerical and typographical errors in such description and map may be made.

SEC. 4. The area designated by this Act as wilderness shall be known as the Okefenokee Wilderness and shall be administered by the Secretary of the Interior in accordance with the provisions of the Wilderness Act.

### I. PURPOSE

The purpose of H.R. 6395, as amended, is to designate certain lands located within the Okefenokee Wildlife Refuge in the State of Georgia as wilderness.

### II. BACKGROUND

Subsection 3(c) of the Wilderness Act of September 3, 1964 (78 Stat. 890, 892) directed the Secretary of the Interior to review, within 10 years, roadless areas within the National Park System and the National Wildlife Refuge System to determine their suitability for preservation as wilderness. Upon completion of the study of each area, which must include a hearing at a site convenient to the area, the study results are to be submitted by the Secretary of the Interior to the President who, in turn, advises the Congress of his recommendations. Any recommendation of the President for designation of an area as wilderness becomes effective only if so provided by an act of Congress.

This procedure was followed in the case of the Okefenokee Wildlife Refuge. The recommendation of the President to designate a portion of the Refuge as wilderness was submitted to the Congress on March 29, 1968. This recommendation, together with the accompanying explanation and justification, is contained in House Document 90-292, part 11.

Okefenokee Swamp is world famous as one of the largest and most primitive swamps in America. The Okefenokee National Wildlife Refuge, comprising about 370,000 acres, includes about 80 percent of the total swamp area. The refuge, established by Executive Order No. 7593 of March 30, 1937, is located in Ware, Charlton, and Clinch Counties in extreme southeast Georgia. The south boundary of the national wildlife refuge lies generally along the Georgia-Florida boundary line but the refuge extends slightly into Baker County, Florida. Waycross, Georgia is located 12 miles north of the refuge. Two major north-south tourist routes, U.S. Highways 1 and 301, join together at Folkston, Georgia, 7 miles east of the refuge. Jacksonville, Florida, the nearest metropolitan center, is located 40 miles southeast of the refuge.

In the past, the Okefenokee area has been threatened by drainage attempts, scarred by three decades of timber removal, and periodically blackened by fire. Yet a visitor to the swamp today finds little evidence of these "disasters" within the refuge portion of the swamp.

The establishment of Okefenokee National Wildlife Refuge marked the culmination of a movement initiated at least 25 years earlier by a group of scientists from Cornell University who recognized the educational, scientific, and recreational values of this unique area. The Okefenokee Preservation Society, formed in 1918, promoted

nationwide interest in the swamp. With the support of State and local interests and numerous conservation and scientific organizations, the Federal Government acquired most of the swamp for refuge purposes in 1936.

Okefenokee Swamp is actually a vast peat bog filling a huge saucer-shaped sandy depression that was once part of the ocean floor. The upper margin of the swamp, or the "swamp line," ranges in elevation from 128 feet above sea level on the northeast side to 103 feet on the southwest side. The shallow, dark-stained waters of Okefenokee flow slowly but continuously across the swamp toward the two outlets—the famed Suwannee River on the southwest and the historic St. Marys River on the southeast.

Swamp forests of cypress, gum, and bay cover about 80 percent of Okefenokee. A rich variety of swamp shrubs, vines, and trees are interspersed with the principal dominants. In sharp contrast to the swamp forests, the prairies form vast expanses of marsh and water located primarily on the east side of the swamp. Scattered throughout the prairies are various sized islands of trees and shrubs known locally as "houses".

Over 60 lakes, large enough to have names, dot the swamp forests and prairies of Okefenokee. The largest and best known are Billys and Minnies Lakes, which are favorite fishing waters.

Some 225 species of birds have been observed in the refuge, including the endangered Florida sandhill crane. At least 41 species of mammals are found there along with 54 reptile species, 32 species of amphibians, and 37 fish species. The refuge is home for one of the largest concentrations of alligators remaining in the country and they are probably the most characteristic animal in Okefenokee.

Of the more than 370,000 acres in the refuge 343,850 acres are recommended for wilderness designation. All of the wilderness to be designated by H.R. 6395 lies in Georgia. Areas of development and intensive use have been excluded from the proposed wilderness, including the Stephen Foster State Park, Okefenokee Swamp Park, Camp Cornelia and Kingfisher Landing, all of which provide access into the vast swamp. In addition, upland areas where habitat management is practiced have also been excluded from the wilderness proposal.

### III. COMMITTEE AMENDMENTS

The Committee amendments made three major substantive changes in H.R. 6395. There follows a discussion of each of these changes:

#### 1. WATERGATE TRAILS

A principal reason for the survival of the Okefenokee Wildlife Refuge as a wilderness is the difficulty involved in obtaining access to it. A watercraft trail system is the primary means of gaining access to the wilderness. Because of the dense swamp foliage, the system must be maintained by use of motorized equipment. Rotary cutters, by cutting the vegetation below the water surface, provide clear, navigable trails. Certain of these trails are designated for use by canoes or hand powered boats only, while others have been designated for use by power

boats with 10 or less horsepower engines. At the present time, there are approximately 120 miles of such trails within the proposed wilderness area, of which approximately 50 miles are dedicated to the exclusive use by non-motorized watercraft and approximately another 70 miles are open to motorized watercraft.

H.R. 6395, as passed the House of Representatives, provides for continued maintenance of the trails by motorized equipment and use of them by motorized watercraft.

The report of the Committee on Interior and Insular Affairs of the House of Representatives on H.R. 6395 contained the following discussion of the bill's provisions concerning motorized trails:

The Committee carefully considered the advisability of prohibiting use of powered watercraft and the maintenance of "watercraft trails" within the area. However, such a prohibition would, for all practical purposes, eliminate public use and enjoyment of the entire wilderness. In addition, the Committee recognized that this is a long established and continuing use within the area and that such a use, if properly controlled and regulated, would not materially detract from wilderness values. It was therefore the Committee's position that powered watercraft, propelled by motors of ten horsepower or less, should be permitted to continue to operate within the area. It was also the Committee's position that the "watercraft trails", including those now designated, should be maintained. However, by authorizing the maintenance of these existing trails and also recognizing that certain relocations or modest additions may be desirable and necessary, the Committee wants it clearly understood that it does not favor any major expansion of the trails system beyond the approximately 120 miles now in existence. This area is, first and foremost, a wilderness and must remain as such except for these minor accommodations that are necessary for the reasonable use and enjoyment of its primitive and wilderness values. (Report No. 93-872, p. 3.)

This Committee concurs in the House Committee's judgment. This Committee believes that continued use and maintenance of the watercraft trails is permitted by clause 4(d)(1) of the original Wilderness Act (78 Stat. 890, 894). That clause reads, in part, "Within wilderness areas designated by this Act the use of aircraft and motorboats, when these uses have already become established, may be permitted to continue subject to such restrictions as the Secretary of Agriculture deems desirable." Although a literal interpretation of the provision would limit its effect to national forest wilderness areas by virtue of the specific mention of the Secretary of Agriculture, the Committee believes its purpose is equally applicable to wildlife refuge wilderness areas under the jurisdiction of the Secretary of the Interior.

The Committee also concurs in the judgment of the House Committee that the mileage of the trail system should not be expanded. Furthermore, the Committee believes that, within the overall mileage limitation, the total mileage of that portion of the trail system devoted to use by motorboats should not be increased at the expense of the mileage of that portion dedicated to nonmotorized watercraft. Although the language of the House report does express a Committee desire to at least limit the mileage of the entire trail system (no men-

tion is made of the total mileages of the two portions of the system), the language of the bill itself would not place a ceiling on the mileage.

The Committee believes statutorily-applied ceilings on both the total mileage of the entire system and the total mileages of the above-mentioned two portions of the system are appropriate and necessary. To do otherwise than to limit the mileages by law would be to permit the establishment of a wilderness in name only. Clearly, the authors of clause 4(d)(1) in the original Wilderness Act contemplated the continuation of existing uses only at either their present level or at a reduced level; significant expansion of such uses was not expected. The Committee believes strongly that existing uses, where permitted, should be limited to existing levels of use. Motorized equipment is incompatible with the wilderness concept and, although it may be necessary in the case of certain proposed wildernesses such as the proposed Okefenokee Wilderness, it should be sharply circumscribed by the legislation designating such wildernesses. If extensions of the trail system in the Okefenokee Wildlife Refuge are projected, then, the Committee believes, wilderness status for the refuge would be inappropriate. The Committee notes that the refuge already receives strong protection under the laws governing the management of national wildlife refuges and such protection, without benefit of wilderness protection, should be adequate for the refuge should such trail extensions be contemplated or allowed.

To provide the mileage ceilings, the Committee struck section 2 of H.R. 6395, as passed the House, and substituted a new subsection 2.

The stricken language is as follows:

SEC. 2. Within the wilderness designated by this Act, subject to such restrictions as the Secretary of the Interior deems necessary for public safety and to protect flora and fauna of the wilderness, (1) the use of powered watercraft, propelled by motors of ten or less horsepower, will be permitted, (2) watercraft trails including approximately one hundred twenty miles as delineated on the attached map will be maintained. Access to watercraft trails in the wilderness area will be provided from the Suwannee River Sill, Steven Foster State Park, Kings Landing, and Suwannee Recreation Area (Camp Cornelia).

The new language is as follows:

SEC. 2. In accordance with section 4(d)(1) of the Wilderness Act and subject to such restrictions as the Secretary of the Interior deems necessary for public safety and to protect the flora and fauna of the wilderness, within the wilderness designated by this Act:

(1) watercraft trails, insofar as possible in conformance with those depicted on the map referred to in section 1, shall be maintained by appropriate means, including the use of motorized equipment: *Provided*, That neither the total mileage of the trail system designated for exclusive use by non-motorized watercraft nor the total mileage of the trail system designated for use by motorized watercraft, as depicted on such map, shall be increased; and

(2) on the trails designated for use by motorized watercraft, watercraft propelled by motors of ten or less horsepower may be permitted.

## 2. FISHING

Fishing is a significant activity in the Okefenokee Wildlife Refuge. Nearly 25,000 people engaged in this activity in the refuge in 1973. Apparently to reassure those concerned with fishing that the activity would not be interfered with by wilderness designation, the House-passed bill contained a section 3 as follows:

SEC. 3. Fishing shall be permitted in the waters of the Okefenokee Wilderness, in accordance with applicable State and Federal regulations, except that the Secretary of the Interior may designate zones and establish periods when no fishing shall be permitted for reasons of public safety, administration, fish and wildlife management, or public use and enjoyment.

The Committee noted that designation of national wildlife refuge lands as wilderness does not prevent fishing in accordance with applicable State and Federal laws. Furthermore, a reading of section 3 in the House-passed bill might result in an interpretation which would provide the Secretary of the Interior with additional authority he does not now possess to limit or otherwise control fishing activities in the Refuge.

Therefore, the Committee struck section 3 of H.R. 6395, as passed the House.

## 3. ACCESS TO THE WILDERNESS

The final sentence of section 2, as deleted by the Committee, read as follows:

Access to watercraft trails in the wilderness area will be provided from the Suwannee River Sill, Steven Foster State Park, Kings Landing, and Suwannee Recreation Area (Camp Cornelia).

The Committee did not deem it desirable to address areas outside of the proposed wilderness in a bill the purpose of which is to designate wilderness. The Committee wished to limit the bill's focus to the wilderness area and not attempt to legislate management principles for the entire national wildlife refuge. The possibility of such a provision serving as precedent to require road access to other wildlife refuge wildernesses or to national forest or national park wilderness areas was raised. Concern was expressed that this provision might invite provisions in future wilderness bills limiting multiple-use management authority in adjacent national forest lands or the basic management authority for adjacent national park or wildlife refuge lands.

Therefore, the Committee deleted the last sentence in section 2 of H.R. 6395, as passed the House. The Committee does, however, take cognizance of the House-passed language and believes it serves as strong legislative history to the effect that the suggested access should be maintained. The Committee expects the Secretary of the Interior to honor this legislative history.

## IV. LEGISLATIVE BACKGROUND

H.R. 6395 was introduced by Mr. Stuckey (for himself and Mr. Ginn). A similar but not identical proposal is also contained in H.R. 5422 and H.R. 5474, omnibus wilderness bills introduced by Mr. Melcher and Mr. Saylor. H.R. 6395 was reported to the House by the

Committee on Interior and Insular Affairs on March 4, 1974. The House passed the measure on March 18, 1974.

In the Senate, H.R. 6395 was the subject of a hearing by the Subcommittee on Public Lands on June 24, 1974. In open mark-up session on July 29, 1974, by unanimous voice votes, the Subcommittee amended H.R. 6395 and ordered it reported to the full committee. The Committee on Interior and Insular Affairs ordered the bill, as amended, reported favorably to the Senate by a unanimous voice vote in open mark-up on August 12, 1974.

## V. TABULATION OF VOTES CAST

The votes on the orders to report, and amendments to, H.R. 6395 were taken by the Subcommittee and full Committee in open public sessions. As those votes were previously announced by the Committee in accord with the provisions of section 133(b) of the Legislative Reorganization Act of 1946, as amended, tabulation of the votes in this Committee Report is unnecessary.

## VI. COMMITTEE RECOMMENDATION

The Committee on Interior and Insular Affairs, in open mark-up session on August 12, 1974, by voice vote, unanimously recommended that H.R. 6395, as amended, be enacted.

## VII. COST

In accordance with subsection (a) of section 255 of the Legislative Reorganization Act, the Committee notes that enactment of H.R. 6395 would not result in any additional expenditures of Federal funds.

## VIII. EXECUTIVE COMMUNICATIONS

The reports of Federal agencies to the Committee concerning H.R. 6395 are set forth in full, as follows:

[No formal reports on the legislation were submitted to the Committee; however, the following testimony on H.R. 6395 was presented to the Subcommittee on Public Lands.]

Statement of E. U. Curtis Bohlen, Deputy Assistant Secretary for Fish, Wildlife, and Parks

Mr. Chairman, I am E. U. Curtis Bohlen, Deputy Assistant Secretary for Fish and Wildlife and Parks.

Mr. Chairman, it is a pleasure to be here to testify on these bills.

This Department defers to the views of the Department of Agriculture as to whether two of the bills before you this morning should be enacted. These are S. 601, section 6, which would designate part of the Mission Mountains Primitive Area as wilderness, and S. 1943, which would establish the Cascade Head Scenic-Research Area in Oregon. Both of these areas are administered by the Department of Agriculture and would continue under its jurisdiction if the bills were enacted. We note, however, that 197 acres of the land which would become the Cascade Head area are administered by the Bureau of Land Manage-

ment. We have no objection to the transfer of this acreage to the jurisdiction of the Forest Service for purposes of the Cascade Head area if S. 1943 is enacted.

I am extremely pleased to recommend enactment of H.R. 6395, to designate certain lands in the Okefenokee National Wildlife Refuge as wilderness.

The many wilderness virtues of the Okefenokee Swamp have already been described in the brochure provided to the Committee and in House Document 90-292, part 2. Rather than proceed with a detailed description of the swamp, I would like to briefly describe the area and then discuss the major issues of the wilderness proposal as we see them.

The Okefenokee Swamp is located in southeast Georgia and represents one of the largest and most primitive swamps in the United States. It is also the largest Bureau of Sport Fisheries and Wildlife wilderness proposal east of the Mississippi River. Okefenokee National Wildlife Refuge, comprising about 371,000 acres, includes 86% of the total swamp area and while about 2,510 acres of the refuge lies in Florida, all of the 343,850 acres suitable for wilderness designation lies in Georgia. Swamp forests of cypress, gum and bay cover about 80% of the Okefenokee.

In sharp contrast to the swamp forests, prairies form vast expanses of marsh and water which are located primarily on the east side of the marsh. Also found within the swamp are upland islands which support longleaf and slash pines.

Some 225 species of birds have been observed in the swamp, including the endangered Florida sandhill crane. At least 41 species of mammals are found there along with 54 reptile species, 32 species of amphibians and 37 fish species. The swamp is home for one of the largest concentrations of alligators remaining in the country and they are probably the most characteristic animal in Okefenokee.

Areas of development and intensive use have been excluded from the wilderness proposal including the Stephen Foster State Park, Okefenokee Swamp Park, Camp Cornelia and Kingfisher Landing, all of which provide access into the vast swamp. In addition, upland areas where habitat management is practiced have also been excluded from the wilderness proposal.

The swamp itself is essentially undeveloped; however, a network of watercraft trails are maintained through the swamp to permit people to visit the interior portions of the area. The trails are maintained by the refuge with a rotary cutter which cuts vegetation off below the water surface and thereby permits boat use.

Certain trails are designated for exclusive use of non-motorized boats (shown in yellow on the map) and others are utilized by power boats with a 10 or less horsepower engine (shown in red and yellow). In 1973, some 59,000 people utilized non-motorized means to enjoy this swamp and nearly 57,000 used motorized equipment. In addition, concession operated tours, using motor boats, serviced nearly 25,000 visitors.

Fishing, also a significant activity on the refuge, was enjoyed by nearly 25,000 people and most of this required the use of motorized equipment.

My point in this rather detailed discussion of the use of motor boats within the swamp is two-fold. First, the maintained trails are essential to permit people to visit areas that are otherwise inaccessible. By their nature these trails confine the public to a rather well defined route through the otherwise trackless swamp and thereby contribute significantly to the visiting public's health and safety. Further, the trails can be permitted to grow closed in certain areas or relocated when necessary to protect and preserve the wilderness resource. Second, the use of motor boats within the swamp is a long established and compatible use. Section 4(c) of the Wilderness Act states "... except as necessary to meet minimum requirements for the administration of the area for purposes of this Act . . . , there shall be no use of . . . motorized equipment or motorboats . . . within any such area." However, Section 4(d) (1) provides provisions whereby use of motorboats can continue. It reads "within wilderness areas designated by this Act the use of aircraft and motorboats, when these uses have already become established, may be permitted to continue subject to such restrictions as the Secretary of Agriculture deems desirable."

While we advocate that wilderness areas should not be subjected to use by motorized equipment, we feel that the Okefenokee is an exception. Further, it is our feeling that the Wilderness Act recognizes and provides for this type of regulated use. However, we recommend that more flexible language should govern the use of trails and motorized equipment. We recommend that clause 2 of Section 2 of the bill be stricken and that the following be substituted in its place:

(2) watercraft trails, insofar as possible in conformance with those depicted on the attached map, shall be maintained by appropriate means, including the use of motorized equipment.

In addition, Mr. Chairman, I would like to point out that Section 3 of H.R. 6395 is not really necessary. Although we have no objection to the language, we feel it should be pointed out that wilderness designation does not prevent fishing in accordance with applicable State and Federal laws.

Thank you, Mr. Chairman, I will be glad to answer any questions you might have.

#### IX. CHANGES IN EXISTING LAW

In compliance with subsection (4) of Rule XXIX of the Standing Rules of the Senate, the Committee notes that no changes in existing law would be made by H.R. 6395, as ordered reported.

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# Ninety-third Congress of the United States of America

AT THE SECOND SESSION

*Begun and held at the City of Washington on Monday, the twenty-first day of January,  
one thousand nine hundred and seventy-four*

## An Act

To designate certain lands in the Okefenokee National Wildlife Refuge, Georgia,  
as wilderness.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in accordance with section 3(c) of the Wilderness Act (78 Stat. 890, 892), certain lands in the Okefenokee National Wildlife Refuge, Georgia, which comprise about three hundred forty-three thousand eight hundred and fifty acres and which are depicted on a map entitled "Okefenokee Wilderness Proposal" dated October 1967, revised March 1971, are hereby designated as wilderness. The map shall be on file and available for public inspection in the offices of United States Fish and Wildlife Service, Department of the Interior.*

SEC. 2. Within the wilderness designated by this Act, subject to such restrictions as the Secretary of the Interior deems necessary for public safety and to protect flora and fauna of the wilderness, (1) the use of powered watercraft, propelled by motors of ten or less horsepower, will be permitted, (2) watercraft trails including approximately one hundred twenty miles as delineated on such map will be maintained. Access to watercraft trails in the wilderness area will be provided from the Suwannee River Sill, Steven Foster State Park, Kings Landing, and Suwannee Recreation Area (Camp Cornelia).

SEC. 3. Fishing shall be permitted in the waters of the Okefenokee Wilderness, in accordance with applicable State and Federal regulations, except that the Secretary of the Interior may designate zones and establish periods when no fishing shall be permitted for reasons of public safety, administration, fish and wildlife management, or public use and enjoyment.

SEC. 4. As soon as practicable after the Act takes effect, a map and a legal description of the wilderness area shall be filed with the Interior and Insular Affairs Committees of the United States Senate and the House of Representatives, and such description and map shall have the same force and effect as if included in this Act: *Provided, however,* That correction of clerical and typographical errors in such description and map may be made.

SEC. 5. The area designated by this Act as wilderness shall be known as the Okefenokee Wilderness and shall be administered by the Secretary of the Interior in accordance with the provisions of the Wilderness Act.

*Speaker of the House of Representatives.*

*Vice President of the United States and  
President of the Senate.*

September 19, 1974

Dear Mr. Director:

The following bills were received at the White House on September 19th:

H.R. 6395 ✓  
H.R. 12000 ✓  
H.R. 13595 ✓  
S. 210 ✓  
S. 3301 ✓

Please let the President have reports and recommendations as to the approval of these bills as soon as possible.

Sincerely,

Robert D. Linder  
Chief Executive Clerk

The Honorable Roy L. Ash  
Director  
Office of Management and Budget  
Washington, D. C.