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{ REPORT
105-68

MARJORY STONEMAN DOUGLAS WILDERNESS AND ERNEST F. COE VISITOR CENTER DESIGNATION ACT

SEPTEMBER 2, 1997.—Ordered to be printed

Mr. MURKOWSKI, from the Committee on Energy and Natural Resources, submitted the following

REPORT

[To accompany S. 931]

The Committee on Energy and Natural Resources, to which was referred the bill (S. 931) to designate the Marjory Stoneman Douglas Wilderness and the Ernest F. Coe Visitor Center, having considered the same, reports favorably thereon without amendment and recommends that the bill do pass.

PURPOSE OF THE MEASURE

The purpose of S. 931 is to designate the “Marjory Stoneman Douglas” Wilderness and the “Ernest F. Coe” Visitor Center in Everglades National Park.

BACKGROUND AND NEED

This measure would designate wilderness that currently exists in Everglades National Park as the Marjory Stoneman Douglas Wilderness and would name a visitor center in Everglades City after Mrs. Douglas as well as name a new visitor center at the Everglades headquarters, the Ernest F. Coe Visitor Center.

Everglades National Park was dedicated in 1947 after President Franklin Roosevelt signed legislation in 1934, authorizing the Secretary of the Interior permission to select an area for the site of the park. Everglades National Park consists of 1.5 million acres. The park is known for its diverse wildlife and the unusual wetland habitat that sustains the various wildlife populations. The park is populated by crocodiles, alligators, rare manatees, eagles and a variety of fish species. It provides habitat for 13 species of endan-

gered birds. Much of this habitat is the result of the park's 1.3 million acres of wilderness, including prairies, salt marshes, mangroves and bays. Everglades' wilderness is the largest subtropical wilderness in the continental United States.

The two individuals commemorated in this measure figured importantly in the events leading up to the establishment of the park. In the years following creation of the park, Mrs. Douglas and Mr. Coe continued to contribute significantly to the protection of the Everglades.

Marjory Stoneman Douglas was born April 7, 1890 in Minnesota and graduated with honors from Wellesley College. She relocated to southern Florida and started working for her father's newspaper, the *Miami Herald*, in 1915. During her tenure with the paper, she became a writer of note and a social activist.

In 1947, Douglas published her book, *The Everglades: River of Grass* which increased notoriety for the Everglades and resulted in marshaling citizen support for the park. In the 1950's as the Corps of Engineers began building a system of canals, levees, dams and pump systems, Douglas recognized that the health of the Everglades was linked to the flow of water from Lake Okeechobee and the Kissimee River, which feeds the lake. She went on to make the public, politicians and government agencies aware that without provision for the naturally recurring flooding, the health of the Everglades would remain at risk. In 1970, at 80 years of age, she organized the Friends of the Everglades to increase political potency on behalf of the Everglades.

Mrs. Douglas, who is 107 years old this year, received the Medal of Freedom (America's highest civilian honor) in 1992 in recognition of her career-long commitment to the cause of Everglades preservation. A revised edition of *Everglades: River of Grass* was published in 1987 to continue to draw attention to the preservation needs of the Everglades resource.

This measure would name the park's wilderness after Mrs. Douglas to commemorate her contribution over several decades to the creation and welfare of the park.

Ernset F. Coe, a landscape architect, moved to Miami in 1925, about the time Senator Trammel of Florida was introducing legislation calling for a study of the Everglades to determine if a portion would qualify as a national park. According to historians, Coe was overwhelmed with the beauty of the south Florida environment and became interested in finding a way to protect the wildlife, bird rookeries and hammocks from development or destruction.

In 1928 Coe organized the Tropical Everglades National Park Association, an organization dedicated entirely to the creation of a south Florida national park and became its first executive secretary. Congress authorized the investigation of a specific area for the park in 1929—in 1930 a Park service study team visited the area. Their report went to Congress in 1930 and in 1934 the Congress approved boundaries for the new national park, containing approximately 2 million acres of land. Coe continued to work for over two decades, making speeches, locating supporters, raised funding and contacted local and natural organizations to support the park. His original proposal for protection includes lands now

within Everglades National Park, Big Cypress National Preserve and the Florida Keys National Marine Sanctuary.

Coe died in 1951, known as the “Father of the Everglades”.

S. 931 directs that upon completion of the main park visitor center at Everglades headquarters, the Secretary of the Interior shall designate the facility, the “Ernest F. Coe Visitor Center.”

LEGISLATIVE HISTORY

S. 931 was introduced by Senators Graham and Mack on June 17, 1997 and was referred to the Committee on Energy and Natural Resources. The Subcommittee on National Parks, Historic Preservation and Recreation held a hearing on S. 931 on June 26, 1997.

COMMITTEE RECOMMENDATIONS AND TABULATION OF VOTES

The Committee on Energy and Natural Resources, in open business session on July 30, 1997, by a unanimous vote of a quorum present, recommends that the Senate pass S. 931 without amendment.

The roll call vote on reporting the measure was 20 yeas, 0 nays, as follows:

YEAS	NAYS
Mr. Murkowski	
Mr. Domenici	
Mr. Nickles	
Mr. Craig	
Mr. Campbell*	
Mr. Thomas	
Mr. Kyl	
Mr. Grams	
Mr. Smith	
Mr. Gorton	
Mr. Burns*	
Mr. Bumpers	
Mr. Ford	
Mr. Bingaman*	
Mr. Akaka	
Mr. Dorgan	
Mr. Graham	
Mr. Wyden	
Mr. Johnson	
Ms. Landrieu*	

* Indicates voted by proxy.

SECTION-BY-SECTION ANALYSIS

Section 1 entitles the bill, the “Marjory Stoneman Douglas Wilderness and Ernest F. Coe Visitor Center Designation Act.”

Section 2 contains several Congressional findings and states that the purpose of the Act is to commemorate the vision, leadership and contributions made by Mrs. Douglas and Mr. Coe in the protection of the Everglades and establishment of Everglades National Park.

Section 3(a) amends section 401(3) of Public Law 95–625 to rename the Everglades Wilderness to the new designation, Marjory Stoneman Douglas Wilderness.

Section (b) directs the Secretary of the Interior to provide notice of the redesignation established in Section 3(a) on appropriate signs, materials, maps, markers, interpretive programs and by other means.

Section (c) directs that any reference in law, regulation, document, record, map or other paper of the United States to the Everglades Wilderness shall be legally deemed a reference to the Marjory Stoneman Douglas Wilderness.

Section 4 amends section 103 of the Everglades National Park Protection and Expansion Act of 1989 (the 1989 Act) by adding a new subsection, which provides that upon completion of a new headquarters visitor center at Everglades National Park, the Secretary of the Interior shall designate that facility as the Ernest F. Coe Visitor Center.

Section 5 amends section of the 1989 Act to make technical and clarifying corrections.

COST AND BUDGETARY CONSIDERATIONS

The following estimate of costs of this measure has been provided by the Congressional Budget Office.

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, August 5, 1997.

Hon. FRANK H. MURKOWSKI,
Chairman, Committee on Energy and Natural Resources, United States Senate, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for S. 931, the Marjory Stoneman Douglas Wilderness and Ernest F. Coe Visitor Center Designation Act.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Deborah Reis.

Sincerely,

JUNE E. O'NEILL, *Director.*

Enclosure.

S. 931—Marjory Stoneman Douglas Wilderness and Ernest F. Coe Visitor Center Designation Act

S. 931 would redesignate the Everglades Wilderness in Florida as the Marjory Stoneman Douglas Wilderness. The Secretary of the Interior would be required to notify the public of the change by creating or modifying signs, maps, and other materials. The bill also would name the new visitor facility at the Everglades National Park the Ernest F. Coe Visitor Center.

CBO estimates that the cost to the federal government of implementing S. 931—primarily by revising existing signs and other materials—would be negligible. The bill would not affect direct spending or receipts; therefore, pay-as-you-go procedures would not apply. S. 931 contains no private-sector or intergovernmental man-

dates as defined in the Unfunded Mandates Reform Act of 1995 and would not affect the budgets of state, local, or tribal governments.

The CBO staff contact for this estimate is Deborah Reis, who can be reached at 226-2860. The estimate was approved by Robert A. Sunshine, Deputy Assistant Director for Budget Analysis.

REGULATORY IMPACT EVALUATION

In compliance with paragraph 11(b) of Rule XXVI of the Standing Rules of the Senate, the Committee makes the following evaluation of the regulatory impact which would be incurred in carrying out S. 931. The bill is not a regulatory measure in the sense of imposing Government-established standards or significant economic responsibilities on private individuals and businesses.

No personal information would be collected in administering the program. Therefore, there would be no impact on personal privacy.

Little, if any, additional paperwork would result from the enactment of S. 931, as ordered reported.

EXECUTIVE COMMUNICATIONS

On August 1, 1997, the Committee on Energy and Natural Resources requested legislative reports from the Department of the Interior and the Office of Management and Budget setting forth Executive agency recommendations on S. 931. These reports had not been received at the time the report on S. 931 was filed. When these reports become available, the Chairman will request that they be printed in the Congressional Record for the advice of the Senate. The testimony of the Department of the Interior at the Subcommittee hearing follows:

STATEMENT OF KATHERINE H. STEVENSON, ASSOCIATE DIRECTOR FOR CULTURAL RESOURCES, STEWARDSHIP AND PARTNERSHIPS, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR

Thank you for the opportunity to offer the Department of the Interior's views on S. 931, a bill to amend the National Parks and Recreation Act of 1978 to designate the Marjory Stoneman Douglas Wilderness and to amend the Everglades National Park Protection and Expansion Act of 1989 to designate the Ernest F. Coe Visitor Center.

We support this effort by Congress to recognize the two mightiest protagonists of South Florida's river of grass. Ms. Douglas and Mr. Coe led the charge to establish Everglades National Park and raise public awareness to restore its vitality.

Everglades National Park, dedicated in 1947, preserves the subtropical region at the southern tip of Florida. Everglades National Park, consisting of 1.5 million acres, has been nominated by the United States and accepted by the world community as a World Heritage Site, a Wetland of International Significance, and a Biosphere Reserve in recognition of its international significance. It is the only site in the United States that has received all three designa-

tions which, while not supplanting United States jurisdiction or management, do serve to underscore the superlative qualities of the park on a global scale. The park is well-known for its diverse and unique wildlife, including wading birds, eagles, manatees, turtles, and various fish species. It is the only place in the world where alligators and crocodiles exist side by side. The park has 13 species of endangered birds. It has open prairies and extensive saltwater areas with sawgrass marshes, mangroves, and shallow bays. Its 1.3-million acres of wilderness make it the largest subtropical wilderness in the continental United States.

In 1926 and again in 1928, Senator Park Trammel of Florida introduced legislation calling for an investigation of the Everglades to determine if a portion could qualify as a national park. The National Park Service had made some preliminary inquiries into the matter when Ernest Francis Coe, a landscape architect, came forward to champion the idea of creating a national park in southern Florida. Coe came to Coconut Grove from New England in 1925 and was overwhelmed with the natural beauty and wildlife of the Cape Sable and Ten Thousands Islands area. He wanted to find some way to protect the bird rookeries and hammocks from hunters and developers, and the establishment of a national park seemed like an ideal solution.

On May 31, 1928, Doe met with Arno B. Cammerer, Assistant Director of the National Park Service, to discuss his project. Cammerer only agreed to have the National Park Service study the area if Congress appropriated funds for such an undertaking. Doe promised to contact Senator Trammel and said he would prepare articles for submittal to popular magazines to publicize the area.

In December 1928, Senator Fletcher of Florida introduced a bill in Congress to designate the Tropic Everglades National Park. Soon after, in Miami, Ernest Coe formed an organization which later became known as the Tropic Everglades National Park Association. Coe was elected Secretary and continued supporting efforts to make the area a national park. President Roosevelt signed legislation on May 30, 1934, that granted the Secretary of the Interior permission to select an area for a national park in certain counties of southern Florida.

On December 6, 1996, which marked the beginning of the 50th year celebration of the park's establishment, the National Park Service administratively dedicated the Ernest F. Coe Visitor Center in recognition of his pivotal role as "The Father of Everglades National Park."

The 1947 Marjory Stoneman Douglas published her landmark book, *The Everglades: River of Grass*, which greatly increased interest in and concern for the Everglades. Ms. Douglas, who celebrated her 107th birthday on April 6, symbolizes the struggle to save the Everglades. In

1994 President Clinton awarded her the Medal of Freedom, the Nation's highest civilian award.

Ms. Douglas has long, often, and publicly stated her wish to have Coe's efforts suitably commemorated at the park. She has expressed, through her associate Dr. Sharon T. Richardson, her support for and delight with the idea of both designations. Dr. Richardson has added her opinion that, "Nothing could mark her life more suitably than to give her name to this resplendent wilderness."

Mr. Chairman, we could only wish to echo this sentiment and add that, in our view, nothing could be more appropriate during this 50th anniversary year of Everglades National Park, than the commemoration of these two legends as proposed in S. 931.

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, changes in existing law made by the bill S. 931, as ordered reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

TITLE IV—WILDERNESS

DESIGNATION OF AREAS

SEC. 401. The following lands are hereby designated as wilderness in accordance with section 3(c) of the Wilderness Act (78 Stat. 890; 16 U.S.C. 1132(c)), and shall be administered by the Secretary in accordance with the applicable provisions of the Wilderness Act:

(1) Buffalo National River, Arkansas, wilderness comprising approximately ten thousand five hundred and twenty-nine acres and potential wilderness additions comprising approximately twenty-five thousand four hundred and seventy-one acres depicted on a map entitled "Wilderness Plan, Buffalo National River, Arkansas", numbered 173-20,036-B and dated March 1975, to be known as the Buffalo National River Wilderness.

(2) Carlsbad Caverns National Park, New Mexico, wilderness comprising approximately thirty-three thousand one hundred and twenty-five acres and potential wilderness additions comprising approximately three hundred and twenty acres, depicted on a map entitled "Wilderness Plan, Carlsbad Caverns National Park, New Mexico," numbered 130-20,003-B and dated January 1978, to be known as the Carlsbad Caverns Wilderness. By January 1, 1980, the Secretary shall review the remainder of the park and shall report to the President, in accordance with section 3 (c) and (d) of the Wilderness Act (78 Stat. 891; 16 U.S.C. 1132 (c) and (d)), his recommendations as to the suitability or unsuitability of any additional areas within the park for preservation as wilderness, and any designations of such areas as wilderness shall be accomplished in accordance with said subsections of the Wilderness Act.

(3) Everglades National Park, Florida, wilderness comprising approximately one million two hundred and ninety-six thousand five hundred acres and potential wilderness additions comprising approximately eighty-one thousand nine hundred acres, depicted on a map entitled, "Wilderness Plan, Everglades National Park, Florida", numbered 160-20,022 and dated June 1974, [to be known as the Everglades Wilderness] *to be known as the Marjory Stoneman Douglas Wilderness, to commemorate the vision and leadership shown by Mrs. Douglas in the protection of the Everglades and the establishment of the Everglades National Park.*

TITLE I—EVERGLADES NATIONAL PARK EXPANSION

SEC. 101. FINDINGS, PURPOSES AND DEFINITION OF TERMS.

(a) FINDINGS.—The Congress makes the following findings:

- (1) The Everglades National Park is a nationally and * * *

SEC. 103. ADMINISTRATION.

(a) IN GENERAL.—The Secretary shall administer the areas within the addition in accordance with this Act and other provisions of law applicable to the Everglades National Park, and with the provisions of law generally applicable to units of the national park system, including the Act entitled "An Act to establish a National Park Service, and for other purposes", approved August 25, 1916 (39 Stat. 535; 16 U.S.C. 1-4). In order to further preserve and protect Everglades National Park, the Secretary shall utilize such other statutory authority as may be available to him for the preservation of wildlife and natural resources as he deems necessary to carry out the purposes of this Act.

(b) PROTECTION OF ECOSYSTEM.—The Secretary shall manage the park in order to maintain the natural abundance, diversity, and ecological integrity of native plants and animals, as well as the behavior of native animals, as a part of their ecosystem.

(c) PROTECTION OF FLORA AND FAUNA.—The park shall be closed to the operation of airboats—

- (1) except as provided in subsection (d); and
- (2) except that within a limited capacity and on designated routes within the addition, owners of record of registered airboats in use within the addition as of January 1, 1989, shall be issued nontransferable, nonrenewable permits, for their individual lifetimes, to operate ~~personally-owned~~ *personally-owned* airboats for non-commercial use in accordance with rules prescribed by the Secretary to determine ownership and registration, establish uses, permit conditions, and penalties, and to protect the biological resources in the area.

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* * * * *

(e) **[VISITOR CENTER] MARJORY STONEMAN DOULGAS VISITOR CENTER.**—

The Secretary is authorized and directed to expedite the construction of the visitor center facility at Everglades City, Florida, as described in the Development Concept Plan, Gulf Coast, dated February 1989, and upon construction shall designate the visitor center facility as “The Marjory Stoneman Douglas Visitor Center” in commemoration of the vision and leadership shown by Mrs. Douglas in the protection of the Everglades and Everglades National Park.

(f) **ERNEST F. COE VISITOR CENTER.**—*On completion of construction of the main visitor center facility at the headquarters of Everglades National Park, the Secretary shall designate the visitor center facility as the “Ernest F. Coe Visitor Center”, to commemorate the vision and leadership shown by Mr. Coe in the establishment and protection of Everglades National Park.*