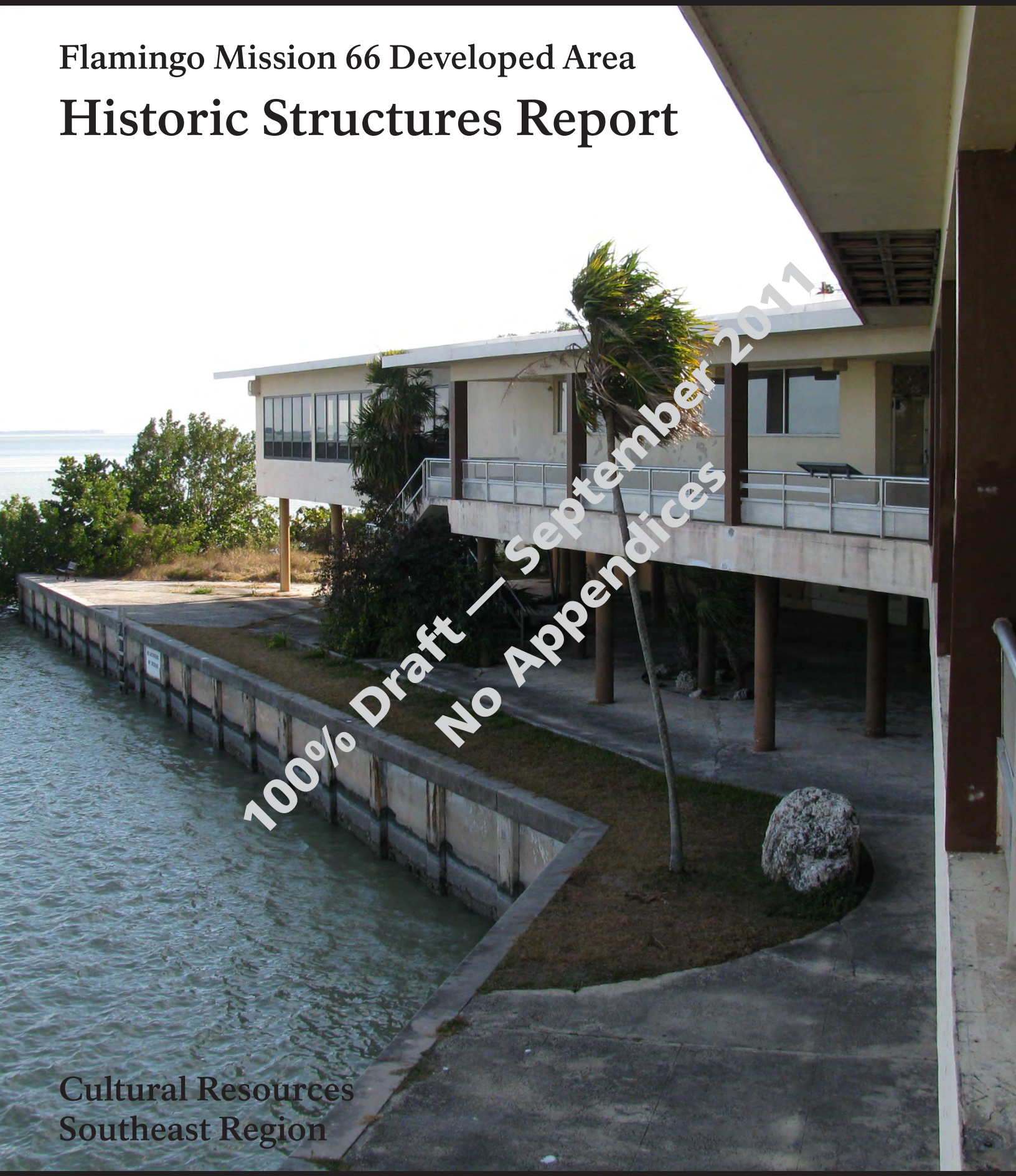
National Park Service
U.S. Department of the Interior

Everglades National Park
Florida

Flamingo Mission 66 Developed Area

Historic Structures Report



100% Draft — September 2011
No Appendices

Cultural Resources
Southeast Region

Flamingo Mission 66 Developed Area

Everglades National Park, Florida

Historic Structures Report

100% Draft Submittal

September 2011

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Southeast Regional Office
Atlanta, Georgia

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About the front cover: View of the Flamingo Visitor Center and Florida Bay beyond, February 17, 2009.

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Flamingo Mission 66 Developed Area

Everglades National Park, Florida

Historic Structures Report

Recommended: _____ Date: _____

Superintendent, Everglades and Dry Tortugas National Park

Concurred: _____ Date: _____

Associate Regional Director, Cultural Resources, Southeast Region

Approved: _____ Date: _____

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Foreword

[to be added by NPS Southeast Regional Office]

Management Summary

At the request of the National Park Service (NPS), Wiss, Janney, Elstner Associates, Inc. (WJE), with sub consultants John Milner Associates, Inc. (JMA), and EE&G Environmental Consulting, LLC (EE&G), have developed this Historic Structures Report (HSR) for the visitor center, the service station, boat shelter, and administrative housing buildings 416, 439, and 440 at the Flamingo Mission 66 Developed Area in Everglades National Park, Florida. Figure 1 is a regional map showing the location of the Flamingo Mission 66 Developed Area. Figure 2 is an overall site plan of the Flamingo Mission 66 Developed Area. Figures 3 through 7 are detail plans of the housing area, maintenance area, marina area, visitor center area, and lodge area, showing existing and demolished buildings.

The visitor center at Flamingo was constructed as part of the pilot program for the National Park Service Mission 66 effort. It was during the Mission 66 era that the "visitor center" as a building type was defined. The Flamingo visitor center exemplifies the type, and accommodated NPS offices, a museum, a public lobby and restroom facilities, and a concessionaire restaurant, store, and cafe. These varying functions were arranged in a modernist-style building that responded to the setting and afforded views across Florida Bay. The visitor center was just one building among the NPS Mission 66 facilities developed at Flamingo; the service station, maintenance area boat shelter, and three housing buildings also survive from the Mission 66 era and serve as examples of the supporting structures needed for the contemporary functioning of the park.

Historical Data

Several decades of private efforts to conserve the natural resources of south Florida culminated in the dedication of Everglades National Park on December 6, 1947. Over several years following the dedication, the National Park Service gradually acquired properties within the Flamingo area.

As a new park, Everglades lacked many visitor facilities, and in the 1950s, the park was included as one of the national pilot projects at the start of the NPS Mission 66 effort. Preparation of the Flamingo site began in 1955 with the dredging of the marina basins and the construction of concrete bulkheads and piers. Construction of the visitor center, as well as the service station and marina store, began in early 1957. These buildings were followed by a five- building hotel complex, a picnic area and campground with comfort stations. The initial period of construction also included utility infrastructure and support buildings: a power house, waterworks, one employee housing building, a warehouse, the maintenance office, boat shop, and boat shelter. The building sites and parking areas were graded and filled, and a variety of tropical plantings were placed around the completed buildings. The site was severely affected by Hurricane Donna in September 1960, requiring repairs to, or reconstruction of, a number of the buildings as well as changes to the visitor center. Many trees and plantings were destroyed by the hurricane and had to be replaced.

A second period of Mission 66 era construction at the Flamingo site began in 1963, with the expansion of the campground, expansion of the lodge with two new buildings, and construction of a complex of rental duplexes and a total of seven

new housing buildings for NPS and concessionaire staff.

In the following decades, maintenance and remodeling of the buildings at Flamingo was ongoing, including repainting, roof replacement, and the addition and modification of porches on many of the buildings. Some modifications were made to the visitor center to meet visitor needs, such as renovation of the restrooms and the addition of an exterior elevator wheelchair lift. Major new construction was confined to the housing area, where new buildings were gradually added. Hurricane Andrew affected the site in 1992, after which a sloped roof was added to the marina store. Starting in the late 1990s, the comfort stations of the picnic area and campground were gradually demolished and replaced by new buildings.

The Flamingo Developed Area was severely affected by Hurricanes Katrina and Wilma in 2005. These storms completely destroyed a number of structures, including the rental duplexes and several employee housing buildings. (The camptender's residence had been demolished prior to the hurricanes due to its deteriorated condition.) The seven-building lodge complex was severely damaged by the 2005 storms and was ultimately demolished in 2009. Following these storms, the concessionaire component of the visitor center has been vacant and unused.

Treatment and Use

The primary buildings of the Flamingo Mission 66 Developed Area, including the visitor center, service station, boat shelter, and three administrative housing units, are all important components of Mission 66 planning and development of the site and retain a significant degree of integrity. As part of the master plan currently in development by the NPS and Everglades National Park, rehabilitation of the subject buildings is planned. With rehabilitation, these key buildings of the Mission 66 era can readily continue to provide visitor and staff services for the park.

Because of the architectural significance of the buildings and their generally intact condition, rehabilitation should include retention and repair of exterior character-defining features and a similar approach for interior primary spaces and features of significance. Secondary interior spaces and non-character defining features can be repaired and modified as necessary to meet user and visitor needs. Design development should address preservation and repair of character-defining features, removal of non-contributing modifications, and measures to code-related issues such as accessibility for the disabled while preserving the historic character of the buildings.

Administrative Data

Locational Data

Building Name: Flamingo Mission 66 Developed Area, including the visitor center, service station, boat shelter, and administrative housing buildings 416, 439, and 440

Location: Flamingo Mission 66 Developed Area near Homestead, Florida

LCS Number: The buildings that are the subject of this study are not presently listed in the LCS. The only structure at the Flamingo Mission 66 Developed Area that is currently listed in the LCS is the Guy Bradley Marker, M-02, LCS ID 091857.

Related Studies

Allaback, Sarah, Ph.D. *Mission 66 Visitor Centers: The History of a Building Type*. Washington, D.C.: U.S. Department of the Interior, National Park Service, Cultural Resources Stewardship and Partnerships, Park Historic Structures and Cultural Landscapes Program, 2000.

Appleman, Roy E. *A History of the National Park Service Mission 66 Program.* Washington, D.C.: Department of the Interior, National Park Service, 1958.

Carr, Ethan. Mission 66: *Modernism and the National Park Dilemma.* Amherst: University of Massachusetts, 2007.

National Park Service. *Flamingo draft significance assessment.* Atlanta, Georgia: National Park Service, Southeast Regional Office, 2009.

———. *Everglades National Park General Management Plan.* Homestead, Florida: National Park Service, draft scheduled for release in 2010.

———. *Everglades National Park Statement for Management.* Homestead, Florida: National Park Service, 1977, revised October 1982.

———. *Flamingo Commercial Services Plan/Environmental Assessment: Finding of No Significant Impact.* Homestead, Florida: Everglades National Park, 2008.

———. *Flamingo Mission 66 Developed Area Master Plan and Design Program.* Homestead, Florida: Everglades National Park, 2010.

Wiss, Janney, Elstner Associates, Inc., and John Milner Associates, Inc. *Flamingo Mission 66 Developed Area Cultural Landscape Inventory.* Atlanta, Georgia: National Park Service, Southeast Regional Office, 2011.

Cultural Resource Data

The Flamingo Mission 66 Developed Area is not currently listed in the National Register of Historic Places. A preliminary draft assessment of significance has been prepared by the National Park Service, Southeast Regional Office (2009).

Period of Significance: 1954–1967

Proposed Treatment: Rehabilitation

Project Scope and Methodology

The goal of the HSR is to develop planning information for use in the repair, maintenance, and preservation of these historically significant buildings of the national park. First developed by the National Park Service in the 1930s, HSRs are documents prepared for a building, structure, or group of buildings and structures of recognized significance to record and analyze the property's initial construction and subsequent alterations through historical, physical, and pictorial evidence; document the performance and condition of the structure's materials and overall physical stability; identify an appropriate course of treatment; and, following implementation of the recommended work, document alterations made through that treatment.

The HSR addresses key issues specific to the visitor center, service station, boat shelter, and housing buildings 416, 439, and 440, including the history and construction chronology of each building; the existing physical condition of the exterior envelope, structural systems, and primary interior spaces and features; and the historic significance and integrity of each structure. The project team concurrently prepared a Cultural Landscape Inventory for the Flamingo Mission 66 Developed Area.

Firm responsibilities were as follows:

- WJE: project historians, architects, structural engineers, and architectural conservators
- JMA: project landscape architects
- EE&G: project hazardous materials assessment consultants

The following project methodology was used for this study.

Research and Document Review. Archival research was performed to gather information about the original construction and past modifications and repairs for use in assessing existing conditions and developing treatment recommendations for the buildings. Documents reviewed included maps, drawings, specifications,

historic photographs, and other written and illustrative documentation about history, construction, evolution, and repairs to the buildings. The research for this study built upon prior historical and archival research by the National Park Service and others, as outlined in the bibliography provided with this report. Primary reference material for this study was obtained at the Park Archives at the Daniel Beard Center and from the National Park Service Technical Information Center (TIC) in Denver. Copies of selected archival drawings are provided in Appendix A.

Condition Assessment and Documentation. Concurrent with the historical research, a condition survey of the visitor center and its immediate environs, and the service station, boat shelter, and housing buildings 416, 439, and 440 was performed and observations documented with digital photographs, field notes, and annotation on baseline drawings. For purposes of the field survey, copies of architectural drawings from original construction and later alterations were provided to the project team by the NPS Denver Service Center, Technical Information Center. The condition assessment addressed the exterior and primary interior spaces and features of the buildings, as well as visible primary portions of the building structural systems.

As part of the field investigation, selected cores were extracted from the visitor center and boat shelter for laboratory study. Contractor support for these tasks was provided by Ardaman & Associates, Inc. In addition, WJE conservators removed exterior coatings samples from the visitor center for color analysis.

In conjunction with the Historic Structures Report study, EE&G performed a limited hazardous materials assessment of the visitor center to determine whether existing exterior coatings contained lead or other heavy metals. The EE&G report on this survey is provided in Appendix D.

The other structures and built features of the Flamingo Developed Area, which range in age from the 1950s to newly constructed, are mentioned where relevant as part of the historical context of the site, but were not surveyed in detail as part of this study. Landscape and site features beyond the immediate surroundings of the Visitor Center were also not surveyed as part of this study, but are addressed in the concurrent Cultural Landscape Inventory.

Materials Studies. As part of the Historic Structures Report, materials studies of concrete were performed by the WJE in-house petrographic laboratory to assist in understanding material characteristics and observed deterioration and to provide guidance in recommending repairs. Findings are discussed in the body of this report, and the complete concrete laboratory studies report is provided in Appendix B.

In addition, finishes analysis of coatings samples was performed to determine the original color scheme of the visitor center. Findings are presented in the body of this report and the complete finishes analysis is included in Appendix C.

Development of History, Chronology of Construction, and Evaluation of Significance. Based on historical documentation and physical evidence gathered during the study, a context history and a chronology of design and construction were developed. An evaluation of the significance was also prepared, taking into consideration previous studies of Mission 66 era construction in the national parks as well as guidelines provided by *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation.*[1] This evaluation of history and significance provided the basis for the development of recommended treatment alternatives.

Guidelines for Preservation. Based on the evaluation of historical and architectural significance of the structure, guidelines were

1. *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: National Park Service, National Register of Historic Places, 1990, revised 1995).

prepared to assist in the selection and implementation of preservation treatments.

Treatment Recommendations. The Secretary of the Interior's Standards for the Treatment of Historic Properties guided the development of treatment recommendations for the significant exterior and interior features of the buildings. Following the overall treatment approach of *rehabilitation*, the specific recommendations addressed observed existing distress conditions as well as long-term preservation objectives.[2]

Preparation of Historic Structure Report. Following completion of research, site work, and analysis, a narrative report was prepared summarizing the results of the research and inspection and presenting recommendations for treatment. The HSR was compiled following the organizational guidelines of NPS *Preservation Brief 43: The Preparation and Use of Historic Structure Reports*, with modifications to organizational structure for purposes of this project.[3]

2. Kay D. Weeks and Anne E. Grimmer, *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring & Reconstructing Historic Buildings* (Washington, D.C.: National Park Service, Historic Preservation Services, 1995).
3. Deborah Slaton, *Preservation Brief 43: The Preparation and Use of Historic Structure Reports* (Washington, D.C.: National Park Service, Technical Preservation Services, 2005).

FIGURE 1. Regional map showing the location of the Flamingo Mission 66 Developed Area.

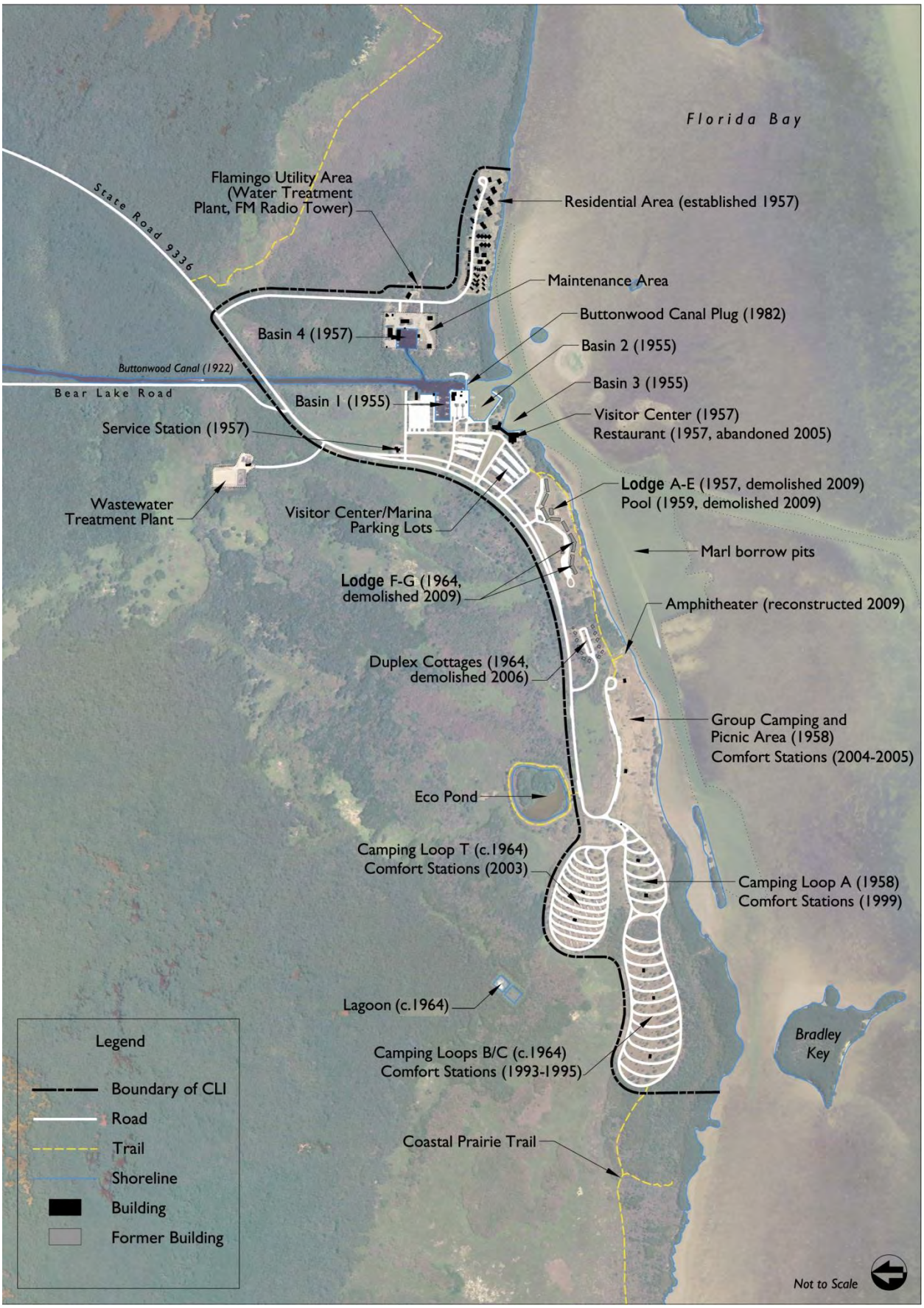

FIGURE 2. Site plan.

FIGURE 3. Detail site plan of the residential area.

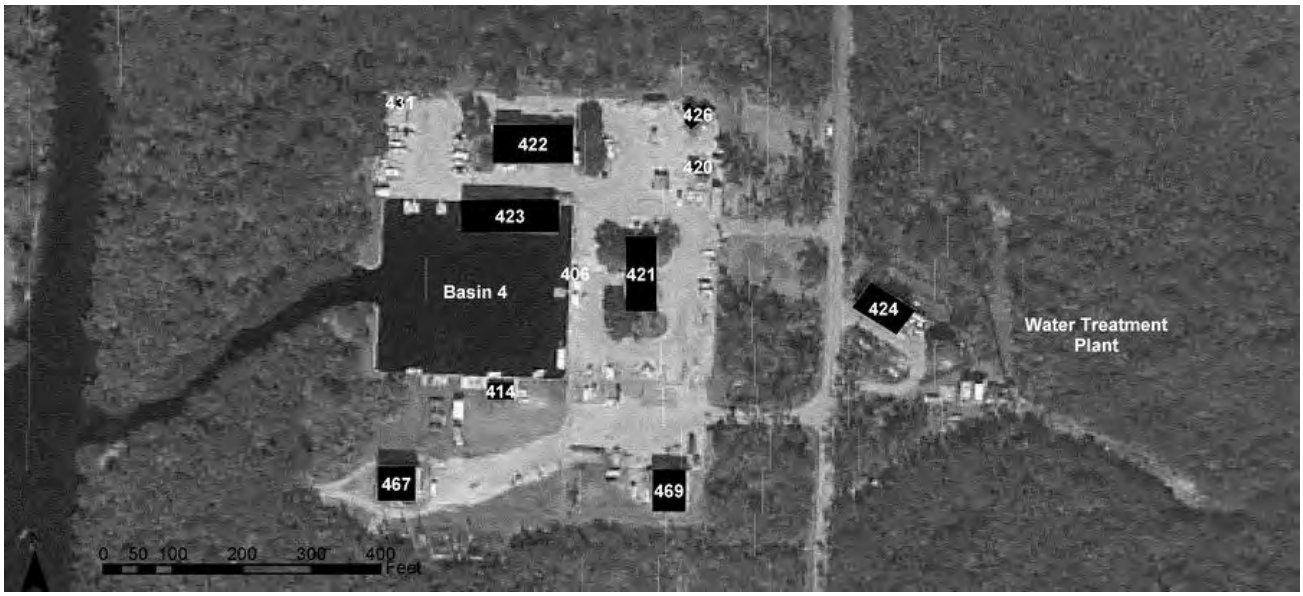

FIGURE 4. Detail site plan of the maintenance area.

FIGURE 5. Detail site plan of the marina area.

FIGURE 6. Detail site plan of the visitor center area.

FIGURE 7. Detail site plan of the lodge.

Developmental History

Historic Background and Context

Initial Development of Florida and the Everglades Region

Precolumbian Settlement. The first inhabitants of Florida arrived in the area approximately twelve thousand years ago.[4] These pre-historic Paleo-Indians followed Pleistocene megafauna such as mastodons that dominated the grass plains of the drier climate. Evidence of human occupation during the Pleistocene in South Florida has been documented at the Cutler Ridge Site, northeast of Everglades National Park. As the ice age ended and the climate changed, American Indians began to adapt to more localized environments. As what we know now as the Everglades developed, humans were also developing the Archaic and later Glades archaeological traditions. The earliest carbon date from the Park is 6,500 years ago, suggesting that humans were present as the Everglades ecosystem was developing.

At the time of Spanish arrival, two American Indian groups occupied the area near the Everglades, the Calusa and the Tequesta.[5] Of the groups inhabiting the area between present day Charlotte Harbor and Cape Sable, the Calusa were the most powerful.[6]

The Tequesta occupied land extending from present day Pompano Beach to Cape Sable. The Everglades served as a buffer between the powerful Calusa tribe and the Tequesta, as the American Indian peoples occupied tree islands within the interior of the park as well as complex shell works in the Ten Thousand Islands region and other sites throughout the Park.[7] North of Flamingo is the National Register Listed Bear Lake Archeological District and associated Mud Lake Canal National Historic Landmark. This mound complex and engineered prehistoric canoe trail are testament to the architectural and engineering environmental adaptations of these pre-Columbian inhabitants.[8] Additionally, aboriginal archeological sites have also been documented along the shoreline on Cape Sable and on many of the islands in Florida Bay. However, no prehistoric sites have been found within the Flamingo Mission 66 Developed Area, likely due the extensive filling and ground disturbance that were witnessed during development.[9]

By the late sixteenth century, when the first contact occurred between European settlers and the American Indians of south Florida, it is estimated that the American Indian tribes of south Florida constituted a population of nearly 20,000.[10]

European Settlement. Juan Ponce de León is generally credited as being the first European to discover Florida. In 1513, Ponce de León led a three-ship expedition from Puerto Rico in search

4. Charlton W. Tebeau, *A History of Florida* (Coral Gables: University of Miami Press, 1971), 3.
5. Charlton W. Tebeau, *Man in the Everglades: 2000 Years of Human History in Everglades National Park*, (Coral Gables: University of Miami Press, 1968), 37.
6. Marjory Stoneman Douglas, *Florida: The Long Frontier* (New York: Harper and Row, 1967), 37.
7. Tebeau, *A History of Florida*, 17.
8. Ryan J. Wheeler, *Mud Lake Canal National Historic Landmark Nomination*, 2006.
9. National Park Service ASMIS Database
10. Thomas E. Lodge, *The Everglades Handbook: Understanding the Eco-System* (Boca Raton: CRC Press, 2005), 220.

of the legendary fountain of youth. One month later, the expedition landed on what Ponce de León thought was a large island, which he named La Florida.[11] In 1521 he returned to the southwestern coast of Florida to establish a farming colony with "two hundred men, priests, fifty horses, seed for planting crops, and livestock, including cows, sheep and goats." However, his return was not welcomed by the Calusa and a major battle ensued, during which Ponce de León was shot in the leg with an arrow. The expedition retreated to Cuba, where Ponce de León died from the wounds suffered in this attack.[12]

Throughout the sixteenth century, six expeditions were made to Florida, five by the Spanish and one by the French. The last expedition of the sixteenth century, made by the Spanish and led by Pedro Menéndez de Avilés, resulted in the founding of St. Augustine in 1565 as the first permanent settlement by Europeans in the continental United States.[13] One year later, in 1566, Menéndez de Avilés met with leaders of the Calusa tribe in south Florida, marking the first known gathering between the American Indian tribes of south Florida and the new European settlers.[14]

In 1697, a Franciscan mission was sent by the Spanish government to convert the Calusa to Catholicism. The Calusa resisted the conversion and the missionaries left within a month.[15]

The advent of the European settlers in Florida proved to have a negative effect on the once strong tribes in south Florida. The introduction of diseases, as well as slave raids led by British colonists that began to occur in the eighteenth century, resulted in a sharp population decline among the Calusa and the Tequesta tribes. In 1763, the last few hundred people associated with these tribes fled with the Spanish to Cuba in order to escape the British occupation of Florida.[16] It is believed that some members of the Calusa tribe remained or returned to south Florida from Cuba in later years and were known as the "Spanish Indians."[17]

The Spanish controlled Florida for nearly two centuries, beginning with the founding of St. Augustine in 1565. During this time several missions were built in northern Florida by the Franciscans. Most of these missions would be destroyed in the early eighteenth century by British raids with the help of Creek from southern Georgia and Alabama. By 1763, when the British gained control of Florida, the Spanish missions had largely disappeared.[18]

The Spanish were forced to relinquish ownership of Florida to the British in order to regain possession of Cuba after the conclusion of the French and Indian War in 1763. The British would retain control of Florida for two decades until the end of the Revolutionary War. At that time, as a result of its support of the United States, Spain regained control of Florida as a territory.[19]

Acquisition by the United States. Florida remained under Spanish rule until 1819, when the United States and Spain signed a treaty transferring control of Florida to the United States in exchange for the United States assuming $5 million worth of Spanish debts. Florida was officially handed over to United States in 1821 and formally became a territory in 1822.[20]

The population of Florida was less than 8,000 when it was declared a territory by the United States in 1822. The next two decades saw the population surge. Most of the population was

11. Michael Gannon, *Florida: A Short History* (Gainesville: University Press of Florida, 1993), 5. The Spanish word *florida* translates to "full of flowers" in English.
12. Jerald T. Milanich, *Florida and the Invasion From Europe* (Gainesville: University of Florida Press, 1995),110.
13. Ibid., 4.
14. Lodge, 220.
15. Charles Nolan, "Missions in the Calusa," *The Mississippi Quarterly*, Winter 1993 (Starkville: College of Arts and Sciences, Mississippi State University).
16. Ibid., 220–221.
17. William C. Sturtevant, "Chakaika and the Spanish Indians: Documentary Sources Compared with Seminole Tradition," *Tequesta* 13 (1953), 64.
18. Gannon, 13–14.
19. Ibid., 17–24.
20. Ibid., 28.

concentrated in north Florida, with small settlements scattered throughout portions of south Florida.

The Florida territorial government generally saw the American Indian population as problematic. As a result, the government met with leaders of the Seminoles and agreed to remove all Indians to a four million acre reservation in central Florida. This agreement proved unsuccessful and less than ten years later, a plan was created to remove the Seminoles to Arkansas. Several Seminole chiefs were not pleased with the plan and in 1835, the Second Seminole War began. In 1838, the United States Army established Fort Poinsett at Cape Sable to protect the Keys and deter contact with the Spanish. However, the presence of the fort did not prevent the Seminole attack on Indian Key in August 1840. Indian Key was inhabited by a group of horticulturists, including Dr. Henry Perrine, interested in the cultivation of tropical plants. Approximately seven people were killed in the attack, including Perrine.[21] The Seminole leader Chekika, known as one of the "Spanish Indians" of Calusa ancestry, was responsible for the attack on Indian Key. Subsequent to the attack, the U.S. Army under the direction of Col. William S. Harney tracked the Seminole raiding party deep into the interior of the Everglades, where they hanged the leader by a tree on what is now known as Chekika Hammock.[22] The war lasted for nearly seven years and resulted in nearly four thousand Indians being removed to present day Oklahoma[23]

Statehood. In 1838, a territorial constitutional convention was held in St. Joseph. The constitution was ratified by the people and shortly thereafter the Florida General Assembly petitioned Congress for admission to the United States as a state. On March 3, 1845, President John Tyler signed a bill making Florida the twenty-seventh state in the Union.[24] As a result of the Missouri Compromise, which was passed in 1818, Florida was admitted to the Union as a slave state, while Iowa, admitted to the Union a year later in 1846, was a free state.[25]

William D. Moseley was elected the state's first governor, while David Levy Yulee and James Westcott were elected as U.S. Senators. By 1850 the population of Florida was nearly 88,000, of whom 40,000 were African-American.

In order to protect Florida and the ship traffic between cities along the Gulf coast and the eastern seaboard of the United States, two forts were constructed in the Florida Keys. Construction began on Fort Taylor near Key West in 1845 and Fort Jefferson on Garden Key in 1846.[26]

While Key West and Fort Jefferson were important centers of maritime and military culture, the rest of South Florida was largely uninhabited in the early nineteenth century. However, after the Second Seminole War, with only approximately 300 Seminole left in the Everglades, Anglo-Americans began to move farther south into the Florida peninsula. The Third Seminole War began when Seminole leader Billy Bowlegs attacked a survey party in 1855. In 1856, the Army established a second fort at Cape Sable, Fort Cross. The fighting lasted three years until the capture of Bowlegs. About 75 Seminole moved west, while a

21. T. Ralph Robinson, "Henry Perrine, Pioneer Horticulturist of Florida," *Proceedings* (Florida State Horticultural Society, 1937), 79–80.
22. Sturtevant, 53.
23. Gannon, 32. The First Seminole War took place during the 1810s while Florida was still under Spanish control. A third Seminole War would take place in the 1850s, leaving only a few hundred Seminole Indians left in Florida (see also Gannon, 27, 35).
24. Ibid., 37.
25. The Missouri Compromise admitted both Maine and Missouri into the Union as States. At the same time, Slavery was banned in the Louisiana Territory north of the 36° 30' latitude line, with the exception of Missouri. The Compromise also called for free states and slave states to be admitted together in equal numbers, to maintain the balance in Congress.
26. Gannon, 42. Construction of Fort Jefferson began in 1846 and continued for thirty years. During the Civil War the fort was used as a military prison and in 1865 four men convicted of complicity in the assassination of Abraham Lincoln were held there. The Army eventually abandoned Fort Jefferson in 1874. A detailed history of Fort Jefferson is provided in Edwin C. Bearss, *Historic Structure Report, Historical Data Section, Fort Jefferson: 1846–1898* (National Park Service, July 1983).

few hundred remained in the Everglades and Big Cypress.

Secession and the Civil War. Upon Abraham Lincoln's election as President in November 1860, meetings were held throughout Florida to protest Lincoln's anticipated attempts to abolish slavery. As a result, on January 10, 1861, Florida withdrew from the United States and became an independent nation. Shortly after, Florida joined the newly formed Confederate States of America.[27]

Shortly after Florida's secession, state troops began to seize federal property while federal troops occupied Fort Taylor in Key West as well as Fort Jefferson on Garden Key. By 1862, federal forces had seized much of the Florida coast. Much of the fighting in Florida during the Civil War took place away from the coast in the interior portion of the state.[28] Robert E. Lee and the Confederate Army surrendered on April 9, 1865, and Federal troops took control of Tallahassee on May 10, 1865. By 1868, the Reconstruction was instituted throughout the South.

Development of Florida. In 1876, George F. Drew was elected governor of Florida. Drew sought to attract new investors as well as immigrants to the state by allowing unrestricted development while keeping taxes at a minimum. To further promote growth, the state would have to offer significant land grants for railroad construction. Unfortunately, bond holders held a mortgage on much of the public lands that would be suitable for construction of railroads. Drew's successor, William Bloxham, solved the land problem after taking office in 1881 by selling four million acres of swamp to Hamilton Disston, a Philadelphia entrepreneur, for twenty-five cents an acre opening up a great deal of state land for railroad construction.[29]

By 1900, less than two decades after Bloxham took office, there were 3,500 miles of railroad in operation throughout Florida, six times the length of railroad lines present in the state in 1881. As the railroads continued to expand throughout the state, Henry Flagler, a partner in the Standard Oil Company responsible for extending the Florida East Coast Railway to Miami in the 1890s, sought to construct a railroad to Key West that would cross more than 100 miles of water and multiple keys.[30] Flagler also sought to build a railroad across Cape Sable, earning him the nickname "Dredgeman of Cape Sable."

As railroad expansion continued to spur development throughout Florida, state officials sought to further develop south Florida by draining the Everglades. Napoleon Bonaparte Broward became governor of Florida in 1905 and initiated the state-funded draining of the Everglades that would allow further settlement of the southern portion of Florida.[31] The draining of the Everglades was eventually managed by the Army Corps of Engineers and led to the development of sugar farms on former wetlands throughout south Florida. Draining the Everglades ultimately reduced the area of the wetlands by half and disrupted the natural flow of water throughout the Everglades, which has resulted in both drought and flooding throughout the region.

Town of Flamingo. In 1893, a group of six families applied for a post office for their small settlement at the eastern end of Cape Sable. The families decided to name the settlement Flamingo, after the birds that were occasionally seen there. The leading force behind the establishment of the post office was Duncan C. Brady, a descendent of a New England whaling family, who had settled in Flamingo in 1892.[32] By the 1890s, Anglo-American settlers began trading peacefully with the Seminole who remained in the Everglades.

Despite continued hope by developers and residents that Flamingo would someday grow into

27. Ibid., 41–42.
28. Ibid., 43–46.
29. Ibid., 53.
30. Ibid., 59.
31. Ibid., 70.
32. Charlton W. Tebeau, *They Lived in the Park*, (Coral Gables: University of Miami Press, 1963), 105. In 1903, in response to rumors that the railroad from Key West could extend through Flamingo, the area was extensively surveyed. At the time, nine families had settled in Flamingo.

something greater, the town's population remained small throughout the early years of the twentieth century. Ultimately, the extreme climate and isolated location of the town severely restricted growth. In 1909, the Flamingo post office was closed. By 1920, it was reported that there were only a few inhabited houses at Flamingo, along with two to three abandoned shacks (Figure 8).[33]

FIGURE 8. The Town of Flamingo in the years before the development of Everglades National Park (date unknown). This image depicts the Mitchell House, building 11, tract 234. Source: Everglades National Park archives, image 15128.

Ingraham Highway. Beginning in 1915, the Model Land Company began construction of a road that would connect Florida City and Flamingo. The first section of the road, which would connect Homestead and Royal Palm State Park, was completed in 1916 in time for the opening of the state park. At the same time, the company advertised land for sale at Cape Sable. The advertisements heralded the land as being able to produce the earliest and best fruits of the growing season.[34]

The new road was named after James E. Ingraham, president of the Model Land Company and vice president of the Florida East Coast Railroad. Ingraham, who worked with Henry M. Flagler in development of the area, was involved in earlier land surveys and in dedicating Royal Palm as a state park. Most of the road was largely completed in 1921, and it finally reached Flamingo in 1922—although the last five miles of the road were barely drivable in wet weather (Figure 9). The finished road, which consisted of limestone and earth fill excavated from adjacent drainage canals, however, failed to bring development and people to Flamingo.[35]

Over the next few decades, fishing increased at Flamingo. By the 1940s there were three fish houses operating in the town that employed nearly seventy-five transient fishermen in addition to full time residents.[36]

In order to provide fill for the construction of the Ingraham Highway, a series of canals were constructed between 1915 and 1922. In addition to providing fill for the new road, the canals would assist in draining Cape Sable. One of the canals constructed at this time was the Homestead Canal, which provided road fill for the Old Ingraham Highway from Flamingo west to Bear Lake.[37]

FIGURE 9. A view of the Ingraham Highway during wet weather (date unknown). Source: Everglades National Park archives, image 15174.

33. Ibid., 113–116.
34. Ibid., 117.
35. Ibid., 118. Flamingo Resident Louis Loudon felt construction of the road failed to benefit Flamingo since "there were fewer people than ever . . . They found a way to get out."
36. Ibid.
37. The Old Ingraham Highway District, including the Ingraham Highway, Homestead, East Cape, and Buttonwood canals, has been determined eligible for the National Register of Historic Places due to its importance in the development of South Florida and the Park.

Establishment of the Park

Early Conservation Efforts. With the advent of the railroads in Florida, the end of the nineteenth century saw significant exploitation of the natural resources of the Everglades. Lumbermen were cutting down cypress, pine, and mahogany trees; commercial fishermen were depleting species of fish; and game and plume hunters were destroying one of the last heavily inhabited wildlife areas in the country. Soon oil prospectors and real estate developers began touting the area's untapped commercial potential.[38]

In order to protect the vanishing bird population, the National Association of Audubon Societies (now known as the National Audubon Society) persuaded the Florida legislature to pass a non-game bird protection law. Unfortunately, the state did not have the means to properly enforce the law and only one game warden was assigned to each county. To better enforce the law, the National Association Audubon Societies hired wardens to watch rookeries throughout the state. Guy Bradley, a resident of Flamingo, was assigned to the area that would become Everglades National Park.[39] Bradley was killed in 1905 while trying to arrest a group of plume hunters at a rookery near Oyster Key.[40] Bradley's death brought national attention to the conservation efforts in the Everglades.

The beauty of the Everglades also began to receive national attention through the media in the early twentieth century. In a 1905 article in *Century Magazine*, authors Edwin Park and John McGonigle compared the Everglades with other natural wonders such as Niagara Falls and Mammoth Cave. In *Florida Enchantments*, A. W. Dimock expressed hope that the "birds of the park could secure the same protection as the beasts of the Yellowstone National Park."[41]

A National Park in the Everglades. In 1917, through the efforts of former Florida First Lady May Mann Jennings and the Florida Federation of Women's Clubs, Royal Palm State Park was established. Florida's first state park, Royal Palm formed the nucleus for the future Everglades National Park. The state park was further developed by the Civilian Conservation Corps in the 1930s under the direction of William Lyman Phillips, a pioneer of tropical landscape architecture, under the direction of the National Park Service.

The first organized efforts to create a national park in the Everglades began in the early 1920s. A few small groups concerned about the careless use and destruction of the region were formed at this time, including the Florida Society of Natural History.[42]

In 1925, Ernest F. Coe (1866–1951) a Yale-educated landscape architect from Connecticut moved to Miami with his wife Anna, purchasing a home in Coconut Grove.[43] Coe was soon introduced to Dr. Harold Bailey, a member of the Florida Society of Natural History, who worked with the United States Biological Survey. Shortly after, Coe joined the Florida Society of Natural History. Coe quickly formed a new organization whose sole purpose was to support creation of a national park in the Everglades. The Tropical Everglades National Park Association was founded in December 1928, with Dr. David Fairchild serving as president and Coe as executive secretary. Despite little money to work with, Coe sought out supporters locally and nationally, hoping to receive both financial and moral support for a national park in the Everglades. In 1929, the Florida Legislature created the Tropical Everglades National Park Commission. Coe was named the executive chairman of the twelve member commission, which had the power to acquire land by purchase, gift, bequest, or condemnation.[44]

38. Tebeau, *Man in the Everglades*, 166–167
39. Tebeau, 169.
40. William Dutcher, "Guy M. Bradley," *Bird-Lore* 7, no. 15 (1905), 218.
41. Tebeau quoting *Florida Enchantments*, *Man in the Everglades*, 168–169.
42. Tebeau, *They Lived in the Park*, 135.
43. "The National Parks: America's Best Idea," PBS, accessed August 23, 2010, <www.pbs.org/nationalparks/people/behindtheparks/>
44. Ibid., 137.

By March 1929, the United States Congress authorized an investigation of large portions of south Florida to evaluate the feasibility of creating a national park in the Everglades. In February 1930, a group of National Park Service personnel toured the Everglades and produced a report analyzing the region which was submitted to the Secretary of the Interior and Congress.[45] In 1931, the Secretary approved the Everglades as suitable to be declared a national park.[46]

Three years later, Congress passed a bill creating a national park in the Everglades. The bill signed into law by President Franklin Roosevelt in May 1934 stipulated that no money was to be appropriated for land acquisition related to the park for at least five years. The bill called for the park to be composed of nearly two million acres with boundaries that extended fifteen miles north of the Tamiami Trail, and included all of Key Largo and a part of the Florida reef (Figure 10).[47] The Great Depression, followed by World War II, prevented further action relating to the development of a national park in the Everglades for some time.[48]

In 1944 Florida Governor Spessard Holland and Governor-elect Millard F. Caldwell met with National Park Service Director Newton Drury to discuss the proposed boundaries of the park. The Governor and Governor-Elect proposed removing an area from the park boundaries in an effort to simplify land acquisition, as over four thousand owners held possession of land in that area. At the same time the State of Florida agreed to turn over 385,693 acres of land along with 461,482 acres of water to the federal government for further conservation once the park was established.[49]

Governor Holland reactivated the Everglades National Park Commission in 1946 with August Burghard of Fort Lauderdale as chairman. The next year, the Florida Legislature appropriated $2million to acquire property for the park while also committing to donate its land holdings in the area, including Royal Palm State Park.[50]

On December 6, 1947, Everglades National Park was formally dedicated. The dedication ceremony took place in the town of Everglades with Florida Governor Millard Caldwell, Secretary of the Interior James Krug, and President Harry Truman among the attendees (Figure 11). At the time of the dedication ceremony, privately owned lands in the area still needed to be acquired and the park boundaries had yet to be finalized.[51]

The boundaries of the park would finally be established in 1958, encompassing an area of approximately 1,406,000 acres. One area that was excluded from the park was known as the "Hole in the Donut" (Figure 12). An area of approximately 30,000 acres, its owners maintained that the land was too valuable as farmland to be condemned for inclusion in the park. As a result, this area near the park's eastern border would not be included within the final boundaries as long as it was used for agricultural purposes.[52] Later, the HM-69 Nike Missile Site was located in the "Hole in the Donut."

When the park was first established, a Flamingo area ranger station existed at Coot Bay, approximately four miles north-northeast of the village of Flamingo.[53]

45. *Report of the Secretary of the Interior, letter dated December 3, 1930, submitting, pursuant to law, a report as to the desirability of establishing a national park, to be known as the Tropic Everglades National Park, in the state of Florida.* Washington, D.C.: Department of the Interior, December 3, 1930.
46. Tebeau, *Man in the Everglades*, 177.
47. Ibid., 178.
48. Tebeau, *They Lived in the Park*, 138–139.
49. Ibid., 139.
50. Tebeau, *Man in the Everglades*, 178.
51. Tebeau, *They Lived in the Park*, 140.
52. Ibid., 141–142. The area known as the "Hole in the Donut" would be used for farming until 1975. After the farming ended, Brazilian pepper quickly invaded the area. In 1997, the National Park Service, now in possession of the property, began an effort to restore the "Hole in the Donut" to its original state. *Hole-in-the-Donut Restoration* (Homestead, Florida: National Park Service, South Florida Natural Resources Center, May 2009).
53. Melissa Memory, NPS EVER, comment on 75 percent draft.

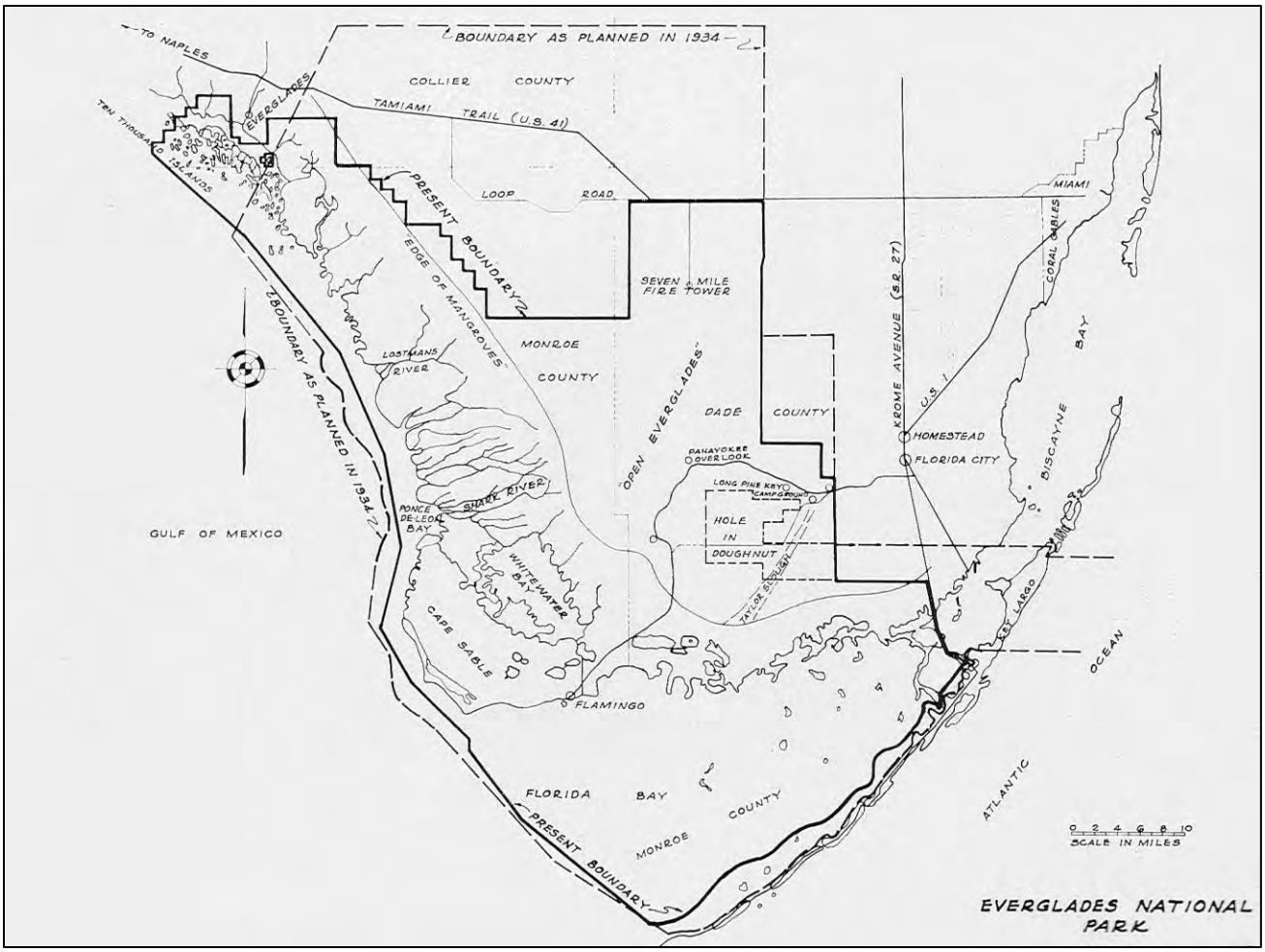

FIGURE 10. A map showing the park boundaries proposed in the 1934 bill establishing the park (dashed lines). The original boundaries of the park when it opened are shown by the solid line. Source: Tebeau, *They Lived in the Park*, 138.

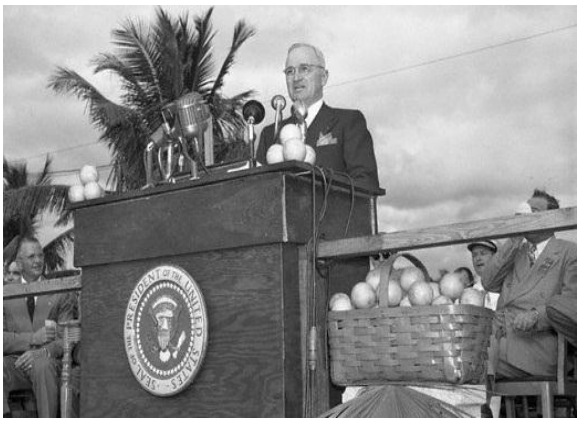

FIGURE 11. President Harry S. Truman at the dedication of Everglades National Park in December, 1947. Source: www.nps.gov/ever/historyculture.

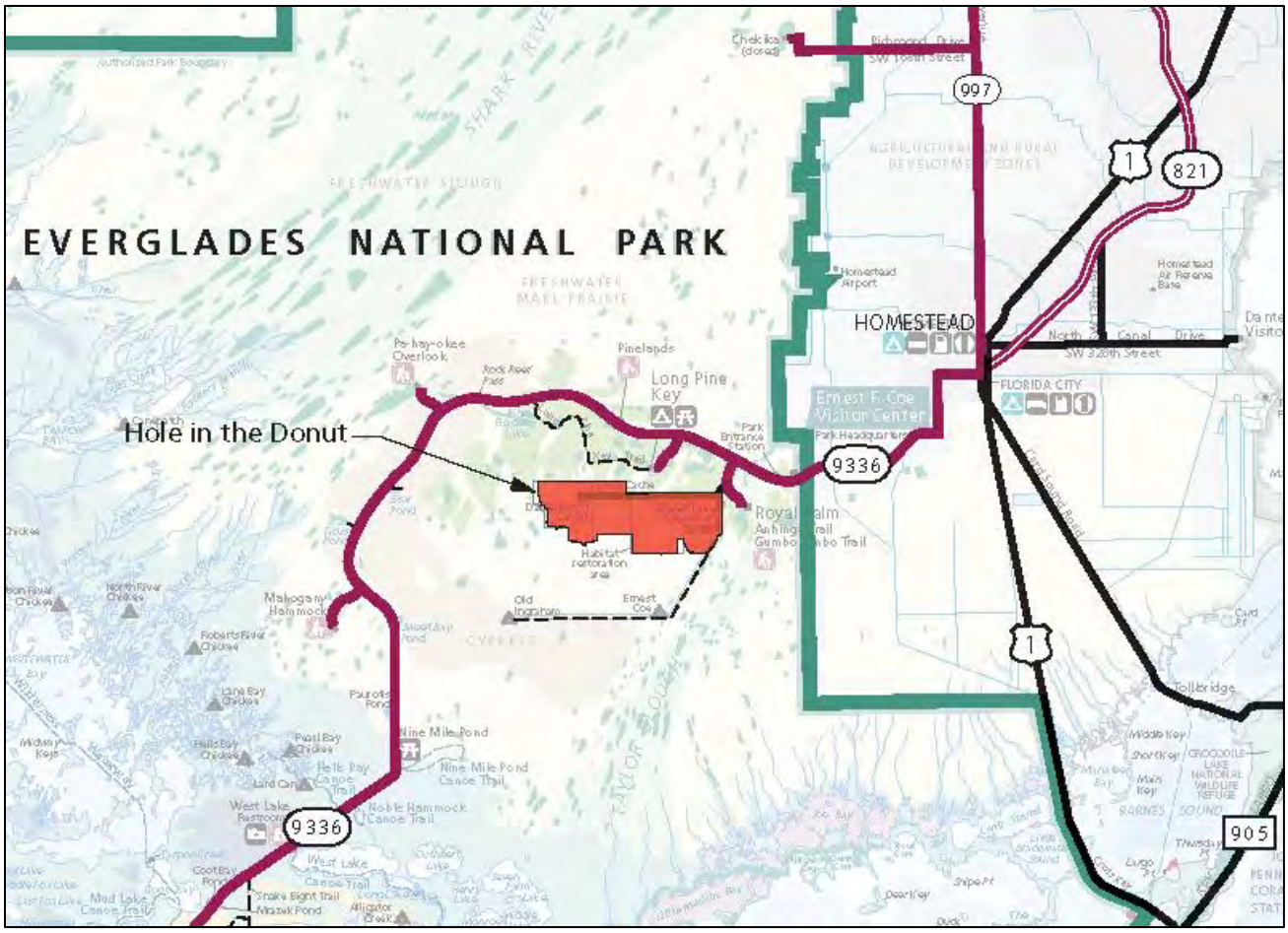

FIGURE 12. Present-day park map showing the location of the Hole in the Donut.