
National Park Service
Cultural Landscapes Inventory
2011



Flamingo Mission 66 Developed Area
Everglades National Park

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Inventory Unit Summary & Site Plan

Inventory Summary

The Cultural Landscapes Inventory Overview:

CLI General Information:

Purpose and Goals of the CLI

The Cultural Landscapes Inventory (CLI), a comprehensive inventory of all cultural landscapes in the national park system, is one of the most ambitious initiatives of the National Park Service (NPS) Park Cultural Landscapes Program. The CLI is an evaluated inventory of all landscapes having historical significance that are listed on or eligible for listing on the National Register of Historic Places, or are otherwise managed as cultural resources through a public planning process and in which the NPS has or plans to acquire any legal interest. The CLI identifies and documents each landscape's location, size, physical development, condition, landscape characteristics, character-defining features, as well as other valuable information useful to park management. Cultural landscapes become approved CLIs when concurrence with the findings is obtained from the park superintendent and all required data fields are entered into a national database. In addition, for landscapes that are not currently listed on the National Register and/or do not have adequate documentation, concurrence is required from the State Historic Preservation Officer or the Keeper of the National Register.

The CLI, like the List of Classified Structures, assists the NPS in its efforts to fulfill the identification and management requirements associated with Section 110(a) of the National Historic Preservation Act, National Park Service Management Policies (2006), and Director's Order #28: Cultural Resource Management. Since launching the CLI nationwide, the NPS, in response to the Government Performance and Results Act (GPRA), is required to report information that respond to NPS strategic plan accomplishments. Two GPRA goals are associated with the CLI: bringing certified cultural landscapes into good condition (Goal 1a7) and increasing the number of CLI records that have complete, accurate, and reliable information (Goal 1b2B).

Scope of the CLI

The information contained within the CLI is gathered from existing secondary sources found in park libraries and archives and at NPS regional offices and centers, as well as through on-site reconnaissance of the existing landscape. The baseline information collected provides a comprehensive look at the historical development and significance of the landscape, placing it in context of the site's overall significance. Documentation and analysis of the existing landscape identifies character-defining characteristics and features, and allows for an evaluation of the landscape's overall integrity and an assessment of the landscape's overall condition. The CLI also provides an illustrative site plan that indicates major features within the inventory unit. Unlike cultural landscape reports, the CLI does not provide management recommendations or

treatment guidelines for the cultural landscape.

Inventory Unit Description:

The Flamingo Developed Area is the largest developed area within Everglades National Park. Flamingo is located at the southernmost mainland point of the park, on the eastern point of Cape Sable, a peninsula that projects from the Florida mainland. Flamingo is the terminus of a thirty-eight-mile paved road that extends southwest from the main park visitor center near Homestead, Florida. While the entrance to the park is in Miami-Dade County, Flamingo is located farther west in Monroe County.

Flamingo was developed in the late 1950s to the east of the site of a small former fishing and farming village. The village, also called Flamingo, began to develop after the end of the Seminole Wars as just one of many scattered fishing villages on Cape Sable. Residents of the village earned their living making charcoal, raising vegetables, hunting bird plumes, and catching fish, all to be sold in Key West. Their economic success ebbed and flowed during the town's history, but when Everglades National Park was established in 1947, the remaining landowners left Flamingo, some reluctantly forced out when the federal government acquired the site.

Development of the Flamingo Developed Area began in the late 1950s as part of the National Park Service's Mission 66 program. 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 construction of a five-building hotel complex, a group camping and picnic area, and a 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, maintenance office, boat shop, and boat shelter. The building sites and parking areas were graded and filled, and a variety of ornamental 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 alteration of the Flamingo site was ongoing, including building repairs and remodeling, replacement of dead or diseased plants, and upgrades to infrastructure. Major new construction was confined to the housing area, where new buildings were gradually added. In the 1980s, a plug was added to separate Buttonwood Canal from Florida Bay, necessitating a new boat ramp in basin 2. Hurricane Andrew affected the site in 1992. Starting in the late 1990s, the comfort stations of the group camping and picnic area and the campground loops 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 seven-building lodge complex was severely damaged and was ultimately

Flamingo Mission 66 Developed Area
Everglades National Park

demolished in 2009. Since these storms, the concessionaire component of the visitor center has been vacant and unused.

Site Plan

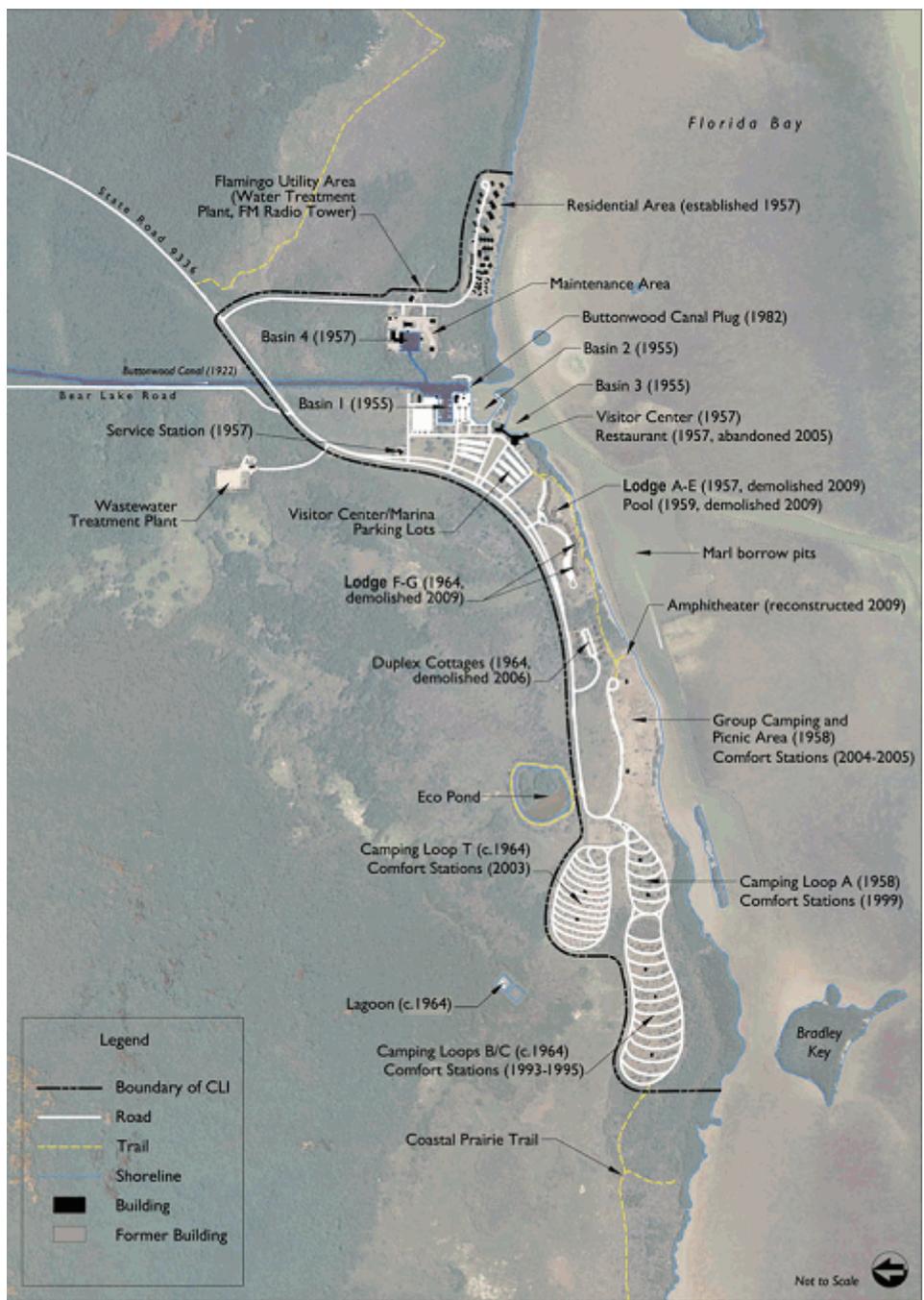


FIGURE 1. Overall site plan. Source: JMA 2010, based on GIS data provided by NPS SERO.



FIGURE 2. Detail plan of housing area. Aerial photograph dated 2004; hatching indicates buildings subsequently removed.

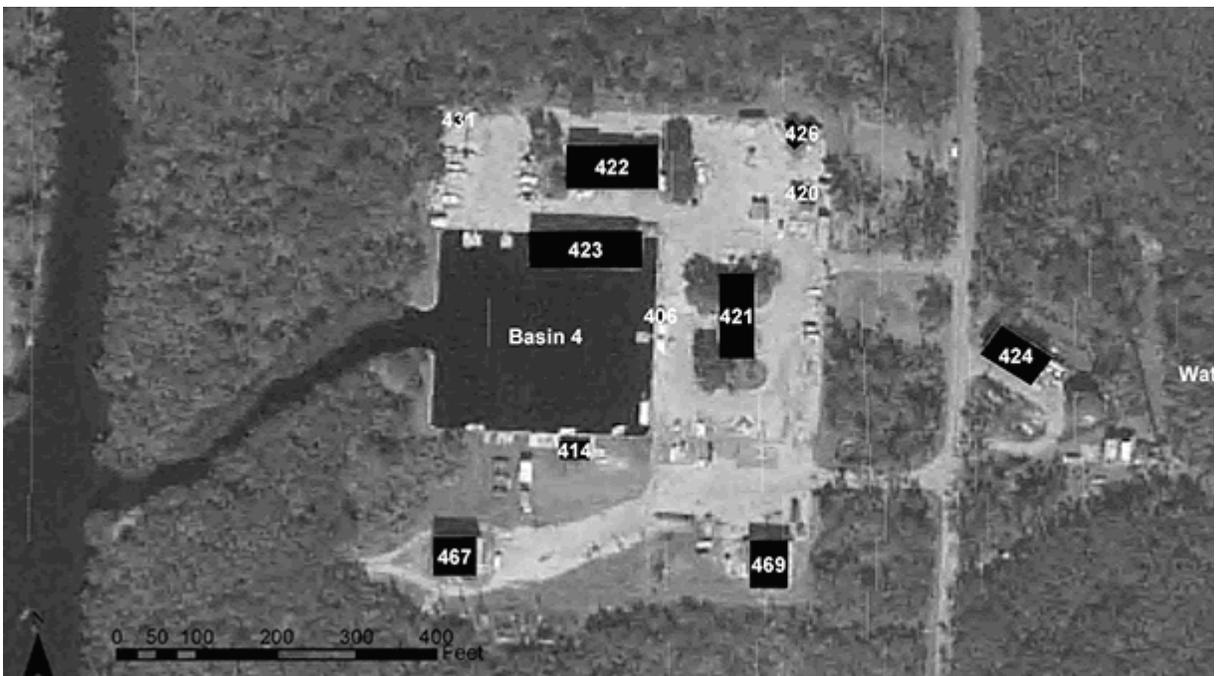


FIGURE 3. Detail plan of maintenance area. Aerial photograph dated 2004; note that the north portion of building 421 was subsequently removed.



FIGURE 4. Detail plan of marina area. Aerial photograph dated 2004; hatching indicates small buildings subsequently removed. The Basin 1 docks seen in this image were destroyed by the hurricanes in 2005 and rebuilt in 2009.



FIGURE 5. Detail plan of visitor center area. Aerial photograph dated 2004; hatching indicates buildings subsequently removed.



FIGURE 6. Detail plan of lodge area. Aerial photograph dated 2004; hatching indicates buildings subsequently removed.

Property Level and CLI Numbers

Inventory Unit Name:	Flamingo Mission 66 Developed Area
Property Level:	Landscape
CLI Identification Number:	975659
Parent Landscape:	975659

Park Information

Park Name and Alpha Code:	Everglades National Park -EVER
Park Organization Code:	5280
Park Administrative Unit:	Everglades National Park

CLI Hierarchy Description

The Flamingo Mission 66 Developed Area is classified as a primary landscape in the CLI database. The boundaries of the landscape were established to include all of the significant cultural landscape features within the developed area. This developed area is part of the larger Everglades National Park.

Concurrence Status

Inventory Status: Complete

Concurrence Status:

Park Superintendent Concurrence: Yes
Park Superintendent Date of Concurrence: 08/22/2011
National Register Concurrence: Eligible -- SHPO Consensus Determination
Date of Concurrence Determination: 11/21/2006

National Register Concurrence Narrative:

The National Register eligibility of resources at the Flamingo Mission 66 site has been reviewed by NPS and the Florida SHPO in light of the loss of integrity of some structures due to recent hurricanes, deterioration of the existing structures, and the limited seasonal use of the area. Therefore, although certain buildings such as the visitor center are treated as contributing historic resources, changes to other buildings on the site have been allowed to proceed, including the demolition of the lodge buildings in early 2009.

Concurrence Graphic Information:

Flamingo Mission 66 Developed Area
Everglades National Park



United States Department of the Interior



NATIONAL PARK SERVICE
Southeast Regional Office
Atlanta Federal Center
1924 Building
100 Alabama St., S.W.
Atlanta, Georgia 30303

H22(SERO-CRD)

25 July 2011

Memorandum

To: Superintendent, Everglades National Park

From: Chief, Cultural Resources Division, Southeast Region 

Subject: Cultural Landscape Inventory

We are pleased to transmit to you the Cultural Landscape Inventories (CLI) for HM-69 Nike Missile Site and the Flamingo Mission 66 Developed Area. The CLI is an evaluated list of landscape properties in the National Park System eligible for listing in the National Register of Historic Places (NR) or that contribute to a previously-listed NR historic property. These CLIs were produced through a SERO contract with Wiss, Janney, Elstner Associates and John Milner Associates. All the data in these inventories have been reviewed by park and regional office staff through the CLI review process.

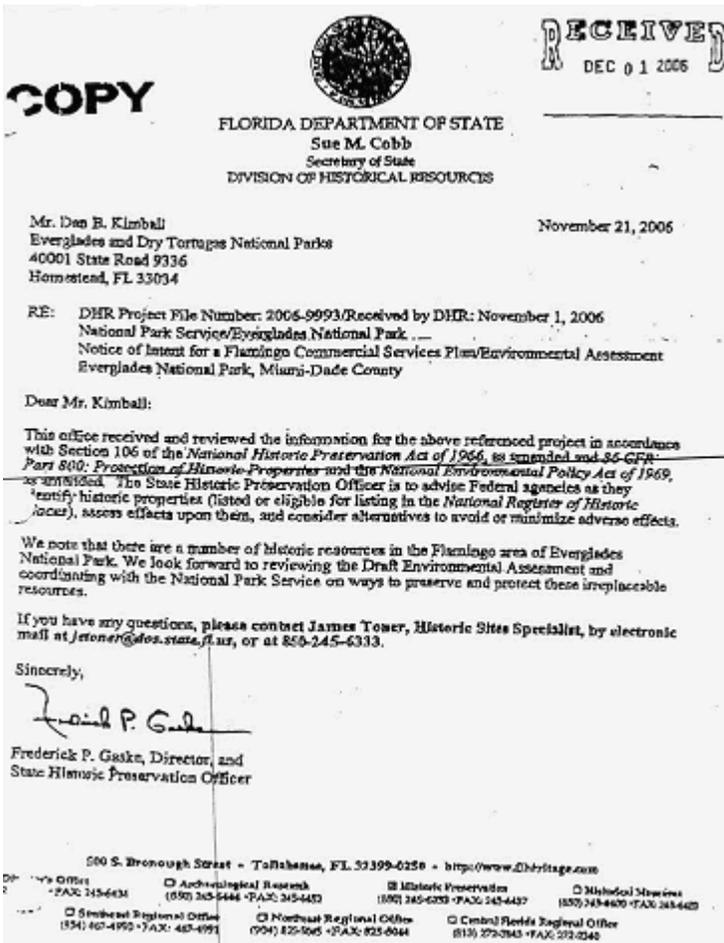
In order for the CLI to be certified and counted in PMDS under the systemwide goals Ia7 and Ib2B, the Florida State Historic Preservation Office needs to concur on the eligibility of the identified contributing cultural landscape features to the existing nomination. The HM-69 Nike Missile site was listed in the National Register in 2004, based on a nomination written by Diana E. Welling and Jennifer Dickey, formerly of SERO. The nomination documents the buildings and structures of the property, but does not fully address cultural landscape features, such as spatial organization, views, vegetation, and small-scale features. The Flamingo Mission 66 Developed Area is not yet listed in the National Register, but portions of the property were deemed eligible for listing in 2006, after Hurricanes Wilma and Katrina caused significant damage to many of the resources. David Hasty, CLI Coordinator for the Southeast Region, will send a request to the Florida State Historic Preservation Division for concurrence on the CLI findings.

Approval by the park superintendent is also needed for certification, and in order for these CLIs to be listed in the Regional Director's FY 2011 performance evaluation. If the findings of the CLI are agreed upon – especially regarding condition assessment and management category – please sign the attached approval form and return it to our office to the attention of David Hasty via mail, fax (404.562.3202), or e-mail (david_hasty@nps.gov).

Enclosures



CRD Memo to Superintendent



Flamingo SHPO signature

Geographic Information & Location Map

Inventory Unit Boundary Description:

The boundaries of this landscape follow the edges of site development and grading for the Flamingo Developed Area (refer to Fig. 1). The southern boundary of this inventory unit is considered to be the existing shoreline; the natural shoreline was altered by the addition of fill material during construction of the visitor center and marina, as well as the long-term actions of wind and water. From the shoreline at camping loop C, the boundary curves around the graded and developed limits of the camping loops, following the edge of the main park road east and northeast around the site. The boundary crosses Buttonwood Canal and turns south, following the edge of the road right-of-way leading to the maintenance and housing areas. The boundary extends east around the developed housing area site before turning south back to the shoreline.

Several land tracts are included within the boundary. Tract 99-101 contains the entire portion of the

Flamingo Mission 66 Developed Area
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Flamingo Developed Area lying east of Buttonwood Canal. Note, however, that much of this 7,689-acre tract is excluded from the boundary of the developed area and from the calculation of acreage of the site. Tract 99-132 contains the marina and service station. Small tracts 99-133 through 99-148 inclusive extend from the visitor center, through the lodge and duplex cottage sites, and include the group camping and picnic area. Small tracts 99-125 through 99-131 inclusive contain the camping loops.

State and County:

State: FL

County: Monroe County

Size (Acres): 390.00

Boundary UTMS:

Source: USGS Map 1:24,000
Type of Point: Point
Datum: NAD 27
UTM Zone: 17
UTM Easting: 508,600
UTM Northing: 2,779,500

Source: USGS Map 1:24,000
Type of Point: Point
Datum: NAD 27
UTM Zone: 17
UTM Easting: 508,600
UTM Northing: 2,780,800

Source: USGS Map 1:24,000
Type of Point: Point
Datum: NAD 27
UTM Zone: 17
UTM Easting: 505,200
UTM Northing: 2,780,800

Source: USGS Map 1:24,000
Type of Point: Point
Datum: NAD 27
UTM Zone: 17
UTM Easting: 505,200
UTM Northing: 2,779,500

Location Map:



FIGURE 7. Location map.

Regional Context:

Type of Context: Cultural

Description:

The Flamingo Developed Area is the largest developed area within Everglades National Park. The park stretches more than 60 miles north-to-south and 40 miles east-to-west. The original park contained 460,000 acres and subsequent additions have increased its size to 1,509,000 acres, including most of Florida Bay. The park is not only a unique natural resource; it also contains cultural resources spanning at least 5,600 years of human history, from prehistoric sites to the remains of a Nike missile installation of the 1960s. Everglades National Park is designated a World Heritage Site, an International Biosphere Reserve, and a Wetland of International Significance.

Flamingo is located at the southernmost mainland point of the park, and is the terminus of a thirty-eight-mile paved road that extends southwest from the main park visitor center near Homestead, Florida. While the entrance to the park is in Miami-Dade County, Flamingo is located farther west in Monroe County. Because over 73 percent of the county is open water, it is rivaled only by the Yukon-Koyukuk Census Area of central Alaska in its low population density. Just 1 percent of the population of Monroe County lives outside the Florida Keys, and this small number is concentrated in Flamingo, Pinecrest, and Trail City.

While the primary mission of Everglades National Park overall is the conservation of natural resources, Flamingo has been, since its establishment, recreational in nature, housing both a marina and extensive campgrounds. When the Flamingo lodge was still standing, Flamingo was the only developed area providing overnight accommodations beyond tent and recreational vehicle camping. However, in 2005 the Flamingo area sustained heavy damage as a result of Hurricanes Katrina and Wilma, and many of its visitor use facilities were closed and services were reduced. The Flamingo lodge, duplex rental housing, cottages used to house concessionaire and NPS employees, and the restaurant, gift shop, and lounge at the Flamingo visitor center were closed due to the damage caused by strong winds and storm surges. In 2009, the Flamingo lodge was demolished; the closest overnight lodging is now in Homestead and Florida City. The Flamingo visitor center, residences, maintenance areas, campgrounds, marina, and marina store are still in operation.

The Everglades has a long history of cultural adaptations to its natural systems, both by aboriginal and modern inhabitants. American Indians, as well as modern settlers, cut canals through the region to facilitate travel. Farmers, fisherman, and hunters in the late 1800s and early 1900s introduced exotic plants and depleted populations of native animal species. These activities had some impact on natural drainage patterns and ecosystems, but the greatest damage was done during the early twentieth century by the widespread efforts to drain the Everglades for use as agricultural land. Since that time, efforts have been made to restore the native wetlands and drainage patterns through a complex system of canals, levees, pumping stations, and other hydraulic controls. The encroachment of modern development, introduction of exotic plant and animal species, and pollution of waters have also compromised natural

systems.

Cultural activities and adaptations have affected the native landscape patterns of Flamingo have been impacted by cultural adaptations for over 100 years, starting with changes related to agricultural, fishing, and charcoal burning activities of the inhabitants of the village of Flamingo. In addition, construction of the Homestead and Flamingo canals in 1922 and further widening of the Flamingo Canal in 1957 (at which time it became known as the Buttonwood Canal) interrupted the natural flow of water through the Flamingo area. It was not until 1982 that the deleterious results of the influx of salt water inland was mitigated with the construction of the Buttonwood Canal Plug. The natural landscape was heavily altered in the 1950s, including cut and fill related to the construction of the Flamingo visitor center, the marina, the main park road, the maintenance area, the NPS staff/concessionaire housing area, and the camping loops, and the group camping and picnic area.

Native vegetation has since reclaimed much of the area that was the village of Flamingo, after a century of strong storms and hurricanes had all but erased its agricultural efforts. With the exception of a handful of houses, most of the remaining features were replaced in the 1950s by construction of the Flamingo Developed Area. A few residences were retained to house construction staff, but they were demolished in the 1960s.

Type of Context: Physiographic

Description:

Everglades National Park spans the southern tip of the Florida peninsula and is the largest subtropical wilderness in North America. The park is only a portion of the larger Everglades ecosystem. The protected area of the park provides important linkages between the larger ecosystem and surrounding natural communities. The Flamingo Developed Area is the southernmost developed area of Everglades National Park and is located on the eastern end of Cape Sable, adjacent to the Florida Bay on the southern tip of the Florida Peninsula. A protecting fringe of keys is located off the coast in this area; rather than the sandy beaches that characterize more westerly portions of Cape Sable, shallow mud flats, an extension of the coastal prairie that dominates Flamingo, reach out from the water's edge into the bay (Charlton W. Tebeau, *Man in the Everglades: 2000 Years of Human History in the Everglades National Park*, 142).

The bedrock of the Flamingo area is the highly porous and permeable Miami limestone formation (also called "Miami oolite") that characterizes much of the southern tip of the Florida Peninsula and Florida Bay basin. The limestone formed from sediment deposits accumulated during interglacial inundation periods, and was partially dissolved by rainwater during the last glacial period. In the Everglades region, the limestone is generally covered by deposits of peat, marl, sands, muck, or carbonate mud; sediment accumulation is not uniform because of hurricane and storm activity. The most common soil types near Flamingo are marls (calcium-bearing deposits with calcite particles, sands, and shell fragments) and carbonate muds, though much of the developed portions are composed of fill material (Thomas E. Lodge, *The Everglades Handbook: Understanding the Ecosystem*; Richard Green and Ken Campbell,

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USGS 1:100,000 Scale Homestead Quadrangle; and Thomas M. Scott, Text to Accompany the Geologic Map of Florida).

As a whole, due to these types of soils, slight topography variations, flooding and drainage patterns, water salinity, and fire and storm events, the Everglades is a web of complex, overlapping, and interdependent ecosystems and habitats. The majority of the land surrounding the Flamingo Developed Area is classified as wetland habitat. Coastal prairie is the dominant ecosystem, interspersed with salt marshes, mangrove swamps, tropical hardwood hammocks, and coastal dunes. Adjacent to Flamingo is the marine/estuarine ecosystem of the Florida Bay.

The Flamingo Developed Area also lies between the outlets of two major watersheds of Everglades National Park. Shark River Slough flows from the northeast part of the park (originating in Lake Okeechobee), emptying into the Gulf of Mexico west of Flamingo. The smaller Taylor Slough watershed drains into the northeastern part of the Florida Bay (Flamingo Commercial Services Plan/Environmental Assessment, 3-24).

Type of Context: Political

Description:

Flamingo is located in Monroe County, organized in 1823 and named for President James Monroe. The county encompasses only a small part of mainland Florida and the Florida Keys; as a result, over 73 percent of the county is open water. Flamingo is thirty-eight miles from the entrance to the park in Homestead, Florida. Homestead is the second oldest city in Miami-Dade County. The area opened to homesteaders in 1898, but the population boomed after a railroad was constructed from Miami to Key West, enabling farmers to transport their produce. The City of Homestead was incorporated in 1913.

In 1934, Everglades National Park was first proposed as a unit of the NPS. Congress authorized the park to be a “. . . wilderness where no development . . . or plan for the entertainment of visitors shall be undertaken which will interfere with the preservation of the unique flora and fauna of the essential primitive natural conditions now prevailing in the area.” Dubbed by opponents as the “alligator and snake swamp bill,” the legislation stalled during the Great Depression and World War II. Finally, on December 6, 1947, President Harry S Truman dedicated Everglades National Park.

The development in Flamingo was conceptualized in the early 1950s to meet the goals of the Mission 66 program, which was to accommodate increasing visitation to the national parks expected in the mid-twentieth century and to encourage use.

Management Unit: EVER

Flamingo Mission 66 Developed Area
Everglades National Park

Tract Numbers: 99-101*
99-125
99-126
99-127
99-128*
99-129*
99-130*
99-131*
99-132*
99-133
99-134
99-135
99-136
99-137
99-138
99-139
99-140
99-141*
99-142*
99-143*
99-144*
99-145*
99-146
99-147
99-148

GIS File Description: All files were provided by the NPS SERO.
bldgs_poly.shp—buildings within the park boundary as polygons, January 24, 2005
bldgs_pt.shp—buildings within the park boundary as points, January 24, 2005
Flamingo_2004.sid—USGS aerial photograph of Flamingo Quadrangle, 2004
highway.shp—major roadways of south Florida
P25080B8.TIF—USGS topographic map of Flamingo Quadrangle, 7.5 minute series, 1990, 1:24,000, NAD 27
rf3_hydro.shp— watercourses and coastline of south Florida
trail.shp—designated trails within the park
visitor_center.shp—map points for four visitor centers in park
wq_station.shp—map points for water quality stations in south Florida

Management Information

General Management Information

Management Category: Should be Preserved and Maintained

Management Category Date: 08/30/2011

Management Category Explanatory Narrative:

The Flamingo Mission 66 Developed Area is historically significant as an example and pilot project for the development of new public visitation facilities by the National Park Service during the Mission 66 era. The results of this study indicate that it is eligible for National Register listing as a historic district under National Register Criteria A and C. Preservation of the Flamingo Developed Area is compatible with the legislated significance and goal of Everglades National Park: protection of the natural environment while providing opportunities for public visitation of the Everglades. Furthermore, the original planned uses of the Flamingo Developed Area—public visitation; education; lodging, dining, and other services; boating, camping, and other recreational activities; and offices, maintenance facilities, and housing for NPS and concessionaire staff—are all appropriate future uses of the site. Although some of these functions were suspended following the 2005 hurricanes, the park is currently engaged in a planning process to revive these functions at the Flamingo Developed Area.

Agreements, Legal Interest, and Access

Management Agreement:

Type of Agreement: Concession Contract/Permit

Expiration Date: December 23, 2013

Management Agreement Explanatory Narrative:

Concession Contract No. EVER002-08 with Sammy Hamilton, Jr., of Everglades City, Florida, doing business as Everglades National Park Boat Tours, Inc., for interpretive boat tours, retail, and other visitor services at the Flamingo and Gulf Coast districts of the park. Although the agreement ends in December 2013, Park management noted that it will almost certainly be extended to at least early 2014, through the end of the high season for tourism.

Type of Agreement: Memorandum Of Agreement

Expiration Date: None

Management Agreement Explanatory Narrative:

Memorandum of Agreement on Water Quality, U.S. Army Corps of Engineers, South Florida Water Management District and Everglades National Park defining acceptable parameters for water entering the park. (Everglades National Park Statement for Management, revised October 1982)

NPS Legal Interest:

Type of Interest: Fee Simple

Explanatory Narrative:

All lands within the Flamingo Developed Area were acquired by the National Park Service no later than 1951 as part of the initial land acquisitions associated with establishment of Everglades National Park.

Public Access:

Type of Access: Other Restrictions

Explanatory Narrative:

Everglades National Park is open 365 days a year and the Main Park Entrance (Homestead/Florida City) is open 24 hour a day. The Main Park Entrance is the only land access point to the Flamingo Developed Area, which is approximately thirty-eight miles to the southwest. Flamingo can also be accessed by water via Florida Bay or the Whitewater Bay/Buttwood Canal connections to the Gulf Coast backcountry. The Flamingo visitor center is open from 9:00 a.m. to 4:30 p.m. every day (depending on staffing) and the lobby is open 24 hours a day for self-registration for back country sites. More services are available during the winter, which is the dry season, than in the summer, the wet season, when some facilities have restricted hours or are closed.

Adjacent Lands Information

Do Adjacent Lands Contribute? No

Adjacent Lands Description:

Lands adjacent to the Flamingo Developed Area are part of the larger and encompassing Everglades National Park but were not part of the Mission 66-era planning or development.

National Register Information

Existing National Register Status

National Register Landscape Documentation:

SHPO Inadequately Documented

National Register Explanatory Narrative:

The Flamingo Mission 66 Developed Area incorporates the visitor center, marina, campgrounds, employee housing, and public lodging facilities (damaged by hurricanes in 2005 and demolished in 2009; replacement facilities are planned) and is contained within Everglades National Park. The park boundaries enclose over 1,500,000 acres of the southwest Florida mainland and portions of Florida Bay. Flamingo is the southernmost and largest developed area within Everglades National Park. In 2005, strong winds and storm surges from Hurricanes Katrina and Wilma caused significant damage to many of the Mission 66-era structures.

Neither Everglades National Park nor the Flamingo Mission 66 Developed Area is listed in the National Register of Historic Places. However, elements of the property have been determined eligible by the Florida State Historic Preservation Office (SHPO).

The visitor center was identified as a structure type significant to NPS Mission 66 architecture by Sarah Allaback in *Mission 66 Visitor Centers: The History of a Building Type* (Washington, D.C.: Government Printing Office, 2000). This publication provides a guide for determining architectural significance and identifies historical context and themes for generating National Register nominations. The Flamingo Mission 66 Developed Area meets National Register significance Criterion A for its association with the Mission 66 initiative and Criterion C for embodying characteristics of the “Park Service Modern” style of architecture.

In 2006, the Florida SHPO identified the visitor center, service station, 1950s–1960s housing buildings, and maintenance area boat canopy as contributing resources in a potential National Register district. Other Mission 66 era structures, including the marina store, the maintenance office, the boat shop, the seven buildings of the lodge, and the duplex cottage buildings, were determined non-contributing structures. The marina store was significantly altered following damage caused by Hurricane Andrew, compromising its historic integrity. The maintenance office and boat shop had undergone significant previous alterations and were considered ineligible due to a loss of integrity. The lodge and duplex cottage buildings suffered severe structural damage in the 2005 hurricane season, which compromised their historic integrity. By spring 2009, portions of the maintenance building, the lodge, and duplex cottages were demolished.

National Register Eligibility

National Register Concurrence:	Eligible -- SHPO Consensus Determination
Contributing/Individual:	Individual
National Register Classification:	District

Significance Level:	National
Significance Criteria:	A - Associated with events significant to broad patterns of our history
Significance Criteria:	C - Embodies distinctive construction, work of master, or high artistic values
Criteria Considerations:	G -- A property less than 50 years of age
Period of Significance:	
Time Period:	AD 1955 - 1966
Historic Context Theme:	Creating Social Institutions and Movements
Subtheme:	Recreation
Facet:	Tourism
Time Period:	AD 1955 - 1966
Historic Context Theme:	Expressing Cultural Values
Subtheme:	Architecture
Facet:	NPS Mission 66
Time Period:	AD 1955 - 1966
Historic Context Theme:	Expressing Cultural Values
Subtheme:	Landscape Architecture
Facet:	NPS Mission 66--Landscape Architecture
Time Period:	AD 1955 - 1966
Historic Context Theme:	Transforming the Environment
Subtheme:	Conservation of Natural Resources
Facet:	Origin And Development Of The National Park Service

Area of Significance:

Area of Significance Category:	Architecture
Area of Significance Category:	Community Planning and Deve
Area of Significance Category:	Conservation
Area of Significance Category:	Entertainment - Recreation
Area of Significance Category:	Landscape Architecture
Area of Significance Category:	Maritime History

Statement of Significance:

The Flamingo Mission 66 Developed Area district is significant as an early Mission 66 development embodying the Park Service Modern architectural style and planning concepts that became standard in later Mission 66 projects. The Mission 66 initiative transformed the American national park system by facilitating new construction of visitor centers, administrative buildings, and support facilities at more than 100 national parks. The program focused on cost-effective construction using modern materials and the modern architectural style. The historic integrity of the Flamingo Mission 66 development area has been assessed within the context of its contribution to the Mission 66 program in the years 1956 through 1968.

Dedicated in 1947, Everglades National Park remained undeveloped as planning began for Mission 66. The Flamingo area of the park was targeted as a location for the National Park Service to test its approach in accommodating heavy postwar public use of the park system while providing much needed support and interpretative facilities. The Flamingo Mission 66 Developed Area served as one of several pilot studies for the Mission 66 program and helped define the scope of the NPS system-wide Mission 66 initiative. Plans for Flamingo were completed in 1956 by the National Park Service Eastern Office of Design and Construction in collaboration with local architect Harry L. Keck of Coral Gables, Florida, using the preliminary design standards and guidelines established by the Mission 66 program (Ethan Carr, *Mission 66: Modernism and the National Park Dilemma*, 152).

Mission 66 architecture endeavored to redefine the image of the National Park Service to reflect the changes in postwar Park Service planning and American society. Specifically, one of the goals of the initiative was to define a cost-effective approach to meet the expanding needs of the visiting public

Flamingo Mission 66 Developed Area

Everglades National Park

while protecting the parks' natural resources. The design standards issued by Director Wirth indicated that emphasis should be placed on creating functional, sturdy, unobtrusive buildings and not on generating monumental architecture. As quoted by Ethan Carr in *Mission 66: Modernism and the National Park Dilemma*, Wirth noted, "Whatever we do in the line of development in the Parks, it must fit the terrain and be inconspicuous; durability is an important attribute. Sound planning is basic to economic results; nothing should be built unless the need is already realized. . . . Don't try to lead your profession in fancy design." (Carr, 141)

As described by Carr, Director Wirth felt that there were advantages to modern building technology and materials that would minimize cost, construction time, and the overall impact on the surrounding environment. Mission 66 architecture was not based on a rigid set of guidelines or developed to define an architectural style. It was the product of a comprehensive building campaign defined by the social, economic, and technological influences of the postwar era and prevailing architectural thought.

The first phase of construction at Flamingo began in 1955 as improvements were made to the site. Construction on the new visitor center began in 1957. At this time construction also began on the service station, the marina store, lodge, employee housing, and support infrastructure. These buildings were completed by 1958 and exhibited standard features of Mission 66 planning. The architecture and function of these buildings defined the core values of the Mission 66 program: to elevate the built resources of the parks to modern standards of comfort and efficiency while preserving natural resources. Furthermore, the buildings were characteristic of the Park Service Modern style that helped define Mission 66.

Park Service Modern architecture developed from the influences of American modern architecture of the 1950s by Park Service architects using NPS standard design and construction procedures. The architectural style was defined by the use of advanced construction techniques and inexpensive building materials used in a modern architecture vocabulary. Setting, space requirements, and creation of a visitor experience that highlighted the surrounding landscape were defining characteristics of the style. Emphasis was placed on creating a spatial procession that integrated the interior and exterior environment. Window walls, an open plan, and ramps were used to enhance the relationship between the built structure and the landscape. Park Service Modern buildings harmonized with the surrounding environment through the use of low horizontal massing, a muted color palette, and textured or local materials. Unlike prewar park architecture, which often used traditional architectural styles or vernacular building types as models, Park Service Modern buildings maintained the postwar objective of Mission 66—to cost effectively create suitable visitor facilities that promoted interpretation of the park—while incorporating local materials to connect a modernist architectural style to the regional location. At Flamingo, for example, a bold color palette, evocative of the Miami Modern style popular at the time in south Florida, was utilized. The use of Keystone veneer, jalousie windows, and louvered screen walls were adaptations to the south Florida climate and context.

National Park Service architect Cecil J. Doty played an important role in the development of park architecture in the years following World War II. Originally trained in the rustic style by Herbert Maier in the 1930s, Doty later designed modernist buildings as an architect for National Park Service in San

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Francisco. In 1952, Doty was named regional designer and served as the principal architectural designer of the National Park Service Western Office of Design and Construction. In this position Doty would create more than fifty preliminary designs for visitor centers in the national parks, including the preliminary design for the visitor center at Flamingo in Everglades National Park. As noted by Sarah Allaback in *Mission 66 Visitor Centers: The History of a Building Type*:

His buildings were not icons of modern architecture, nor were they typically among the buildings that are known for their Mission 66 character. Doty's designs were modest and utilitarian. As if in response to Director Wirth's greatest aspiration for his construction program—the creation of structures subordinate to the park landscape—Doty designed many unremarkable buildings. And yet, while much of the contract architects' work appears dated, Doty's buildings often achieve a kind of timelessness. Perhaps most important to the Park Service, his designs are sensitive to the site and historical context without being cheap rustic imitations or modernistic spectacles.

Construction of the new facilities at the Flamingo Mission 66 site occurred gradually from 1956 to the mid-1960s and included the construction of maintenance facilities, additional guest duplex cottage buildings, additional employee housing, and an expansion of the campground. In 1960, during the initial development of the site, Hurricane Donna damaged a number of the earliest structures; some buildings were therefore repaired and reconstructed during the Mission 66 era. Buildings designed and constructed during this period continued follow the planning and architectural design parameters outlined by the Mission 66 program.

The site plan that established the larger components of the Flamingo visitor center landscape was designed to meet the goal set out by Mission 66 to facilitate smooth and efficient “visitor flow.” Mission 66 visitor centers were designed like contemporary shopping centers, that is, to handle large numbers of visitors arriving in private automobiles that then needed to be efficiently stored and their occupants moved quickly into the pedestrian environment where all services were clustered together.

As noted by Allaback, the visitor center (1957) is a key contributing feature of the Flamingo Mission 66 Developed Area district. The visitor center, which contains administrative offices and a connected concession building, is an early example of the Mission 66 visitor center building type. The Le Corbusier-inspired structure embodies characteristics of the Park Service Modern style and its early construction date indicates its significance in the development stage of the Mission 66 program, and therefore within the history of American national parks. Staff housing buildings 416, 439, and 440, the boat shelter, and the service station are also considered contributing features of the district. By providing modern facilities for guests and employees, the Park Service endeavored to enhance the visitor experience and interpretive component of the national park system while lessening the impact of visitors on its natural and cultural resources. The support facilities constituted a set of standard amenities expected by visitors when visiting a national park such as Everglades, as outlined in the Mission 66 program.

The site planning and landscape design are also contributing historic features of the district. The design for the visitor center landscape setting embodied the materials and concepts characteristic of Park

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Service Modern, which was itself influenced by American modern architecture of the 1950s. Setting, space requirements, and creation of a visitor experience that featured the surrounding landscape were defining characteristics of the style. Emphasis was placed on creating a spatial procession that integrated the interior and exterior environment.

The original landscape design of the visitor center, as developed in the 1950s, displayed the qualities of a modernist aesthetic. Based on design theory and implemented works by mid-century landscape architects these qualities can be summarized as follows:

- Design derived from a rational response to the conditions created by the site and the program. At the visitor center, for example, it is clear that the design was developed to direct circulation, frame views, and create use areas.
- Central axis abandoned in favor of multiplicity of viewpoints, with simple plans and flowing lines. The visitor terrace was designed with curving lines to direct the flow of movement to the right and left and allow for a dynamic view that takes in the sweep of Florida Bay.
- Creation of fluid, biomorphic shapes in the landscape that emphasize free movement. At Flamingo, this is especially expressed in the curving lines of the central planting beds. The “piano curve” is used for pavement edges and the kidney shape for two of the planting beds. These modernistic motifs were derived from the artistic works of mid-century surrealists and can be seen in many landscape designs of the period. The stepped geometry and zigzag patterns of the west terrace and the planting beds within are also patterns derived from mid-century works of art.
- Plants used for their botanical qualities, such as foliage color, and their sculptural form. At Flamingo, the original design called for plants with strong sculptural form, such as Spanish dagger, elephant ears, palms, euphorbia, philodendron, and prickly pear. The drama of these forms is enhanced by contrast with adjacent plants with smaller and less dramatic leaves, such as saltwort, Chinese box orange, ligustrum, and pittosporum.
- Integration of building and landscape. At Flamingo, the visitor center building is raised on columns, and the ground plane and planting areas flow under the building. The patterning of joints in the concrete paving is a reference to the organization of the building above, being oriented to its axes.

In addition to the significance of the Flamingo Mission 66 Developed Area as part of the National Park Service Mission 66 initiative, the site is potentially of ethnographic significance in terms of its evolution from remote villages supported by subsistence fishing and limited commercial fishing, to its current use as a park with recreational fishing activities.

National Historic Landmark Information

National Historic Landmark Status: No

World Heritage Site Information

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World Heritage Site Status: No

Chronology & Physical History

Cultural Landscape Type and Use

Cultural Landscape Type: Designed

Current and Historic Use/Function:

Primary Historic Function:	Outdoor Recreation
Primary Current Use:	Outdoor Recreation
Other Use/Function	Other Type of Use or Function
Lodge (Inn, Cabin)	Historic
Restaurant (Bar, Lounge)	Historic
Museum (Exhibition Hall)-Other	Both Current And Historic
Auditorium	Both Current And Historic
Canal	Both Current And Historic
Marina	Both Current And Historic
Boat Launching Area	Both Current And Historic
Parking Area	Both Current And Historic
Service Station	Historic

Current and Historic Names:

Name	Type of Name
Flamingo	Both Current And Historic
Flamingo Developed Area	Both Current And Historic

Chronology:

Year	Event	Annotation
AD 1880 - 1889	Settled	Initial settlement at site of Flamingo
AD 1893	Established	Flamingo post office established
AD 1909	Removed	Flamingo post office closed

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AD 1915 - 1916	Graded	Road (Ingraham Highway) completed between Homestead and Royal Palm State Park
AD 1922	Graded	Ingraham Highway completed to Flamingo
AD 1921 - 1922	Excavated	Flamingo (Buttonwood) Canal completed between Florida Bay and Coot Bay
AD 1940 - 1949	Exploited	Three fish processing plants in operation at Flamingo
AD 1947	Established	Everglades National Park dedicated
AD 1947 - 1949	Paved	Ingraham Highway paved
AD 1951	Purchased/Sold	All remaining private property at Flamingo acquired by federal government
AD 1951 - 1960	Demolished	[Approximate dates] Buildings of village of Flamingo burned or otherwise demolished
AD 1954	Designed	Site of boat basins and bulkheads surveyed and planned
AD 1955 - 1956	Built	March 1955–January 1956: Boat basin, concrete bulkheads, and piers constructed, including dredging and filling work
AD 1956	Designed	Architectural drawings developed for visitor center, service station, staff housing building 416, lodge, and other buildings
AD 1956 - 1957	Built	Service station (building 468), marina store (building 466), and staff housing building 416 constructed. (Note: some source documents give 1968 as the date for the marina store, 1968 as the date for the service station, and 1966 as the date for housing building 416; however, all of these buildings are visible in 1957–1958 aerial views of the developed area, Fig. 11 through Fig. 13)
	Built	Electrical generating plant (building 467) constructed

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	Paved	Roads and parking areas graded and paved
AD 1957	Built	Visitor center and lodge (five buildings) constructed
	Built	[Approximate date] Fish cleaning shelter/comfort station (building 419) built
	Built	[Approximate date] Maintenance boat basin and connection to Buttonwood Canal dredged and concrete embankments built (Shown as existing on NPS drawing EVER 160-3112A, sheet 9, dated February 1958)
AD 1957 - 1958	Built	September 1957–March 1958: Water supply system, pumping stations, underground piping, and fire hydrants constructed throughout Flamingo site [Water Plant building 424, possibly also constructed at this time; however, no documentation has been located to confirm its construction.]
AD 1958	Graded	Camping loop A established.
	Built	July: Flagpole erected in front of visitor center
	Planted	April–August: Trees and shrubs planted around visitor center, parking areas, campground, and group camping and picnic area
	Built	August–October: Incinerator built
AD 1958 - 1959	Built	April 1958–May 1959: Concrete picnic tables, benches, drinking fountains, and steel charcoal grilles placed in the group camping and picnic area and the campground.
AD 1959	Built	Swimming pool constructed at lodge

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AD 1959 - 1960	Built	March 1959–March 1960: Maintenance office (building 421), boat shop (building 422), and boat shelter (building 423) constructed [Although it is not documented, the paint storage shed, building 420, was likely also built at this time.]
	Planted	September 1959– August 1960: Park maintenance and day labor crews plant <i>Zoyaia</i> sprigs, rye grass seed, trees, and shrubs near boat shop and maintenance office
AD 1960	Damaged	September 10: Hurricane Donna passes through Florida, damaging plantings and built features in Flamingo
	Restored	September–October: Re-roofing of visitor center due to damage from Hurricane Donna
	Restored	October–December: Re-wiring of visitor center and utility area buildings due to damage from Hurricane Donna
AD 1960 - 1961	Restored	October 1960–January 1961: Visitor center walls and ceiling re-plastered and painted due to damage from Hurricane Donna
	Built	October 1960–January 1961: One new and four used house trailers installed at site as concessionaire housing. [The first concrete pads at the housing area were probably constructed at this time. Twelve concrete pads are described as existing by 1979.]
	Graded	November 1960–May 1961: Dredging of channel in Florida Bay, boat basins 1 and 2, maintenance boat basin, and Buttonwood Canal from mouth at bay to 400 feet north of maintenance boat basin channel
AD 1960 - 1962	Reconstructed	November 1960–April 1962: Boat shop; maintenance office; five comfort stations; fish cleaning shelter/comfort station; and camp tender’s residence reconstructed following destruction from Hurricane Donna
AD 1962	Planted	August–November: Hundreds of new trees and shrubs planted around site to repair damage from Hurricane Donna
	Built	Launching ramp and hoist service building, also known as the bait shop, later called the house boat rental office (building 415) constructed in marina area

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AD 1963	Graded	[Approximate date] Oolite fill borrowed from adjacent areas and used to elevate ground level in campground, in preparation for establishment of camping loops B and C.
	Built	Concessionaire warehouse (building 469) built in maintenance area
AD 1964	Excavated	Circular sewage lagoon constructed north of housing group and east of the water treatment plant
	Built	Twelve duplex housing units and adjacent service building constructed, including paving of parking area
	Built	Lodge expansion of sixty units (two westernmost buildings) constructed; adjacent parking area expanded
	Paved	Camping loops B and C established, including construction of a new sewage lagoon north of the camping loops
	Paved	[Approximate date] Camping loop T established. (This loop is shown “as existing” on a drawing dated August 1967)
AD 1966 - 1967	Built	Staff housing units built (buildings 439 and 440) and adjacent site landscaped
AD 1966	Built	Concessionaire dormitory housing built (buildings 486, 487, 489, and 490); recreation hall (building 488) built (NPS drawing 160-8077A)
AD 1967 - 1968	Altered	Porches, hurricane shutters, and wooden louver sunshades added to all lodge buildings.
AD 1971	Reconstructed	October–November: Concrete boat launching ramp rebuilt at marina leading to canal
AD 1972	Built	Chickee (building 417) built
AD 1979	Built	Concessionaire laundry (building 491) built

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AD 1979 - 1980	Reconstructed	September 1979–January 1980: twelve existing and four new concrete pads for house trailers reconstructed in concessionaire housing area; project included asphalt road paving and planting of forty-eight native trees and shrubs
AD 1980	Restored	June–July: Amphitheater repaired
	Restored	Visitor center re-roofed
	Built	Two new housing units (buildings 441 and 442) constructed, and stairways and porches added to buildings 416, 439, and 440
AD 1981	Restored	December: Housing building 416 re-roofed
AD 1982	Built	[Approximate date] Plug built across Buttonwood Canal, separating canal and marina from bay
	Built	New concrete boat launch ramp constructed at northwest corner of bayside marina
	Restored	May–September: Restaurant portion of visitor center building and marina store building sandblasted, cleaned, and repainted, including replacement of deteriorated plywood with new plywood and installation of new joint sealants
	Paved	Started September 1982: Re-paving of parking lots and service roads at marina; added curbs at marina and in front of visitor center
AD 1983	Built	Tour boat ticket office (building 467) built south of marina store [Note: this structure is not shown in detailed plans of the marina related to the canal plug dated 1981.]
AD 1984	Built	New floating wooden docks and one aluminum dock added to canal marina and bayside marina
AD 1986	Built	Staff housing buildings 443–444 built
AD 1988	Built	Staff housing buildings 412–413 built

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AD 1990	Built	Equipment maintenance building (building 414) constructed at south edge of maintenance boat basin
AD 1992	Damaged	August 24: Hurricane Andrew passes through Florida, damaging park facilities including the marina store
AD 1993	Altered	Sloped standing seam metal roof added to marina store, as part of the repair of damage caused by Hurricane Andrew
AD 1993 - 1995	Built	Three new comfort stations built at camping loops B and C, replacing four earlier comfort stations
AD 1999	Reconstructed	Two new comfort stations built at camping loop A, replacing two earlier comfort stations
AD 2000	Reconstructed	Fish cleaning station/comfort station renovated
	Altered	Wheelchair lift added to visitor center
AD 2001	Reconstructed	Wood piers at basin 2 of marina (Florida Bay) replaced with concrete piers
AD 2003	Reconstructed	Two new comfort stations built at camping loop T, replacing two earlier comfort stations
AD 2004	Altered	Lodge swimming pool abandoned and filled in, covered by concrete slab
AD 2004 - 2005	Reconstructed	Two new comfort stations built at the group camping and picnic area, replacing three earlier comfort stations
AD 2005	Removed	Camp tender's residence demolished; concessionaire housing building 487 demolished
	Damaged	August 25 and October 24: Hurricanes Katrina and Wilma pass through Florida, damaging plantings and built features in Flamingo. Lodge severely damaged and some buildings destroyed.

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AD 2006 - 2008	Removed	Debris from buildings destroyed by hurricanes removed, including duplex rental unit group (except for service building); two concessionaire housing units and the recreation hall (buildings 488, 489, and 490); and two small buildings in the marina (canoe livery, building 492, and dock master office, building 470)
AD 2008	Planned	New Commercial Services Plan developed, including proposed new overnight lodging structures
	Reconstructed	Amphitheater reconstructed
AD 2009	Built	New fee booth constructed at entrance to campground
	Reconstructed	Wood piers at basin 1 of marina (Whitewater Bay) replaced with concrete piers
	Demolished	Storm-damaged lodge (seven buildings) and parking lot demolished
	Demolished	North half of maintenance office (building 421) demolished
	Built	Two housing buildings constructed for NPS employees
AD 2010	Paved	February–March: Entire length of Guy Bradley Trail repaved
	Demolished	Remnant concrete curb/foundation slab of dock master office (building 470) removed
	Demolished	Concessionaire housing (building 486) demolished
	Restored	Visitor center exterior repaired, including localized concrete patching and repair/replacement of soffits at breezeway, and repainted in historic color scheme
AD 2011	Demolished	House boat rental office (building 415) and paint shed (building 420) demolition planned

Physical History:

Settlement and Development of the Everglades Region, Prehistory–1928

The Everglades region of Florida is a coastal saline prairie (or Flamingo Prairie) situated along the salt waters of the Florida Bay. The area remains 1 to 2 feet above sea level and is underlain by mangrove peat and marine limestone bedrock. Located on the southwest tip of Florida, the site lies west of the urban centers of Miami and Fort Lauderdale. The undeveloped wetland habitat limits access to the park. The Florida Everglades is a unique environment shaped by its natural setting and preserved from modern development by its remote location (Everglades National Park Statement for Management, October 1982).

The Bear Lake Archeological District north of the Flamingo Developed Area was inhabited from 2,000 years ago until the fifteenth century. Prior to European settlement, the Everglades were occupied by two American Indian groups: the Tequesta and the Calusa. It is estimated that the American Indian tribes of south Florida constituted a population of nearly 20,000 when the Spanish arrived in 1521. When the English gained control of the Florida territory in 1763, the population of the Calusa and Tequesta had been reduced to hundreds. With the decline of the Calusa and Tequesta, Seminoles moved into the Everglades region seeking sanctuary from the effects of the Seminole Wars.

By the 1890s, the south Florida coast remained unsettled and largely wilderness. Only three communities existed within the bounds of present-day Everglades National Park: Cape Sable, Chokoloskee, and Flamingo. In the 1830s, Fort Poinsett was constructed at East Cape to provide protection against the Seminole Indians. In 1856, during the Third Seminole War, Fort Cross was constructed at Middle Cape. The community of Cape Sable, also known as Waddell Grove or Middle Cape, developed near the site of Fort Cross in the latter part of the nineteenth century. Chokoloskee, near present-day Everglades City, was first settled in 1870 on a large American Indian shell mound. Flamingo was a farming community, with a post office established in 1893. While tracts of the southeast Florida wetlands were drained and converted into agricultural lands, Flamingo and the other Everglade settlements remained isolated and accessible only by boat.

Development of Flamingo, Florida, was slow as the extreme climate and isolated location restricted growth. By 1910, the population reached approximately fifty, with families earning their livelihood from fishing, farming, sugar cane, and charcoal. The settlement was relatively self-sufficient but initiated trade by boat with larger coastal communities such as Key West.

In the 1910s, a network of railroads was constructed through Florida that made the southwest portion of the state more accessible to tourism and development. By the 1920s, Fort Lauderdale, Fort Myers, and Miami were prosperous urban centers. Construction of the Ingraham Highway reached the Flamingo area by 1922. The narrow unpaved road linked the Flamingo community to Homestead and brought public awareness of the unique natural environment of the Everglades region. The finished road, which consisted of limestone and earth fill excavated from adjacent drainage canals, failed to bring development and people to Flamingo, as the extreme climate and isolated location of the town severely restricted its

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growth. In 1926 a severe hurricane damaged the Flamingo community, contributing to the decline in its population.

Establishment of the Park, 1928–1947

The unique beauty and tranquility of the Everglades region inspired strong support for its development as a national park. By 1901, the Audubon Society had invested in the protection of the Everglades area. From the 1920s, its conservation efforts were supported by National Park Service, which had identified the Everglades region as potentially significant. As railroad and road access to the area improved, preservation of the once pristine natural landscape, which had been impacted by agriculture and development, increased (John C. Paige, *Historic Resource Study for Everglades National Park, 188–189*). In 1929, Congress passed legislation to investigate the feasibility of an Everglades National Park. The Secretary of the Interior approved the Everglades as suitable to be declared a national park in 1931. A bill creating a national park in the Everglades was signed into law by President Franklin Roosevelt in May 1934. In 1944, 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 formally established. In 1946 the Florida State legislature appropriated \$2 million to acquire property for the park, while also committing to donate its land holdings in the area, including Royal Palm State Park.

On December 6, 1947, Everglades National Park was formally dedicated despite the fact that privately owned lands in the area still needed to be acquired and the park boundaries had yet to be finalized. At the dedication of the park, President Harry S Truman attested to the splendor and diversity of the park:

Here are no lofty peaks seeking the sky, no mighty glaciers or rushing streams wearing away the uplifted land. Here is a land, tranquil in its quiet beauty, serving not as the source of water, but as the last receiver of it. To its natural abundance we owe the spectacular plant and animal life that distinguishes this place from all others in our country. (President Harry S Truman, Address at the Dedication of Everglades National Park, December 1947, quoted on NPS internet site)

Upon its dedication, Everglades National Park became the second largest park in the national park system and was perceived to be the first true wilderness park, as noted by Carr (97). However, the humid heat, hurricane-type storms, impassable terrain, influx of insects, and tidal marine waters limited the development and recreational use of the site. Construction of proper visitor facilities was postponed until appropriations could be obtained.

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,” an area of approximately 30,000 acres whose owners maintained that the land was too valuable as farmland to be condemned for inclusion in the park.

Development of the Mission 66 Program, 1955

The Mission 66 program was a National Park Service initiative that endeavored to improve conditions at existing national parks and meet the changing needs and demands of the rapidly growing visitor population. The program represented a shift in the management plan of the National Park Service. Previously, National Park Service efforts focused on acquisition and conservation of the existing natural habitat. The Mission 66 program, derived in response to postwar social and economic conditions, acknowledged the need to actively address the rapidly increasing use of the parks by providing modern facilities and services. The controversial plan encouraged development at designated park locations while maintaining the integrity of the surrounding natural landscape.

By the 1950s, facilities and infrastructure at national parks were generally in a state of deterioration. Improvements had not been made to public facilities since the New Deal era programs of the 1930s. The desperate need for building maintenance and funding was further amplified by the rapid increase in visitors to national parks following World War II. Despite the increase in visitation, park facilities remained essentially as they had been before the war. Limited National Park Service budgets led to cuts in staff, which, combined with the increasing number of visitors, jeopardized the integrity and condition of the existing natural resources. The increase in automobile usage also adversely affected the parks, as the parks were generally ill prepared to accommodate an influx of vehicles. The National Park Service needed to undertake a major infrastructure improvement plan in order to revitalize its resources and reestablish its image as a steward of the natural environment.

When Conrad Wirth was named director of the National Park Service in late 1951, issues of facilities maintenance and capital improvements remained unsolved. The political atmosphere in the early 1950s was not favorable to major improvements to the national parks. In February 1955, Director Wirth conceived a comprehensive conservation program to revitalize the national parks. The ten-year capital program aimed to modernize and expand the national park system. Wirth recognized the constraints of federal funding and aimed to resolve them while addressing the desperate needs of the national park facilities. As noted by Allaback:

. . . Wirth envisioned the Park Service's dilemma through the eyes of a congressman. Rather than submit a yearly budget, as in the past, he would ask for an entire decade of funding, thereby ensuring money for building projects that might last many years. Congressmen who wanted real improvements for the park in their districts would support increased appropriations for the entire construction period. Armed with a secure budget, the program would generate public support through its missionary status and implied celebration of the Park Service's golden anniversary in 1966. Mission 66 would allow the Park Service to repair and build roads, bridges and trails, hire additional employees, construct new facilities ranging from campsites to administration buildings, improve employee housing, and obtain land for future parks. This effort would require more than 670 million dollars over the next decade. From its birth, Mission 66 was touted as a program to elevate the parks to modern standards of comfort and efficiency, as well as an attempt to conserve natural resources.

During the early stages of planning for the Mission 66 program, planners decided to create a model master plan for a park that was faced with common problems faced by many of the

parks. Conrad Wirth selected Mount Rainier National Park in Washington to serve as the initial pilot study. Seven other sites were also selected for pilot studies, including Chaco Canyon National Monument in New Mexico, Shiloh National Military Park in Tennessee, Adams Mansion National Historic Site in Massachusetts, Fort Laramie National Site in Wyoming, Mesa Verde National Park in Colorado, Yellowstone National Park in Wyoming, and Everglades National Park in Florida (Carr, 79–82). The pilot studies represented a cross-section of different regions and various park types. Based on the study, it was determined that the program should focus on the visitor experience by improving and standardizing facilities; providing interpretive resources such as visitor centers, additional staff, trails, and maps; and creating guest and employee lodging facilities. The visitor center was a new building type developed by the Park Service for the Mission 66 program.

In January 1956, Wirth presented the Mission 66 program to President Dwight Eisenhower and his cabinet. Eisenhower endorsed the program and agreed to contact members of Congress expressing his support for the budget request for 1957 (though not for the full ten year budget request). In February of 1956, the Eisenhower administration submitted a \$66 million appropriation request to the Senate on behalf of the National Park Service. The request was increased to \$68 million and subsequently approved by the Senate Appropriations Committee. By the end of the month, the House of Representatives had also approved the bill. With the first appropriation request approved, Conrad Wirth and the National Park Service could begin to implement the improvements called for in the Mission 66 program (Carr, 117–119).

Characteristics of the Mission 66 Program, 1956–1966

The Mission 66 program sought to preserve the natural environment of the national parks by creating a complex of adequate visitor facilities and locating these facilities in less environmentally sensitive areas within the parks. For the Mission 66 program, the purpose was not to build for pleasure and aesthetics, as had previously been the case, but to build for change. By 1966, it was projected that the demands of an estimated eighty million visitors would need to be met, the requirements of modern transportation systems needed to be anticipated, and the potential of new construction materials and technology needed to be explored. To accomplish this goal, the Mission 66 program established a unifying set of planning and design principles and streamlined the design and construction process to maximize use of the limited funding and allowed for improvements to over 100 national parks. Each park was to have a uniform entrance marker, a minimum number of employees, paved trails to points of interest, and a standard set of amenities for which a visitor could expect. Furthermore, Mission 66 structures would be designed in a uniform manner, consisting of similar modern materials and construction practices, and would embody characteristics of modern architectural design.

Historically, visitor and support facilities had been constructed in a Park Service Rustic style that emphasized the use of natural materials, craftsmanship, and an association with the surrounding environment. However, construction was costly and labor intensive. The Mission 66 program differed from its predecessors in that it introduced a new vocabulary of modern construction processes and materials to the park system. The use of concrete block, steel, stone veneers, gypsum board, and vinyl tile were encouraged. Besides being affordable substitutes to traditional building materials, the products allowed for a quick and easy construction process.

The Visitor Center Building Type

An important development of Mission 66 was the emergence of the visitor center building type. Early park planning involved several decentralized buildings with various functions spread out in selected areas of the park. During the early 1950s, centralized service facilities began to be developed by NPS architects and planners to address increased attendance at national parks, as the small rustic buildings constructed in the 1920s and 1930s were no longer able to meet the needs of the modern park visitor.

The new centralized facilities, which concentrated public activities, were considered by the National Park Service to better preserve the parks by further preventing misuse by visitors. These new facilities were initially referred to as “administration-museum buildings,” “public service buildings,” and “public use buildings.” By 1956, it was decided that these new centralized buildings would be referred to “visitor centers” (Allaback).

The visitor center would combine administrative and educational facilities and thus create a more efficient park experience for visitors. Interpretation would be improved with the addition of new audio-visual based exhibits that would further stimulate public interest. In addition, the centralized visitor center would allow the visitor to be better oriented to the site. Perhaps most importantly, the visitor center would provide all primary visitor services at a readily accessible location, and thus limit visitor impact on the natural resources of the park.

Modernism in the United States

The United States was introduced to the International Style in 1932 with an exhibition at the Museum of Modern Art in New York City. Architects Henry-Russell Hitchcock and Philip Johnson, who organized the exhibition, characterized the style as having an emphasis on volume, a regular organization of plan, an absence of applied ornament, and the efficiency of machine production. In the exhibition catalog, Hitchcock and Johnson traced the International Style to the influence of Swiss architect Le Corbusier, who was inspired by modern technology and materials. His projects incorporated an open floor plan supported on columns with ribbon windows, free facades, flat roofs, and roof gardens. Wide sweeping ramps were often implemented to create a sequence of spaces and frame important views. Le Corbusier’s projects incorporated large public spaces and utilized low-cost modern materials. The work of Le Corbusier, along with that of Walter Gropius, Richard Neutra, Frank Lloyd Wright, and others helped define the concepts and principles of the modern architecture style in the early twentieth century. These concepts influenced other styles of architecture and were accepted in postwar suburban development in the form of residential and commercial construction such as the ranch style house and strip mall—as well as in the buildings that appeared in the national parks in later decades.

American Modernism was introduced to the National Park Service by the Jefferson National Expansion Memorial competition in St. Louis, Missouri. The competition for design of the new memorial started in 1945 and immediately gained national media attention as hundreds of

architects submitted entries for the high profile project. When the commission was awarded in 1947, it was Eero Saarinen's sculptural design that had captured the imaginations of the judges and general public alike. The simple form of the stainless steel Arch became an icon of modernist architecture in the United States.

The prospect of modern architecture in the Mission 66 program was derived from the Park Service's desire to keep costs low and standardize the building process. It was argued that the modern style was not site-specific and would allow new construction to blend into the landscape through its standardized palette of materials and plain appearance. Mission 66 architecture was to produce "simple contemporary buildings that perform their assigned function and respect their environment" (Ernest Mickel, *Architectural Record* 120, no. 2, August 1956, 32).

The term Park Service Modern was used by Allaback to describe Mission 66 architecture. In the chapter entitled, "Registering Mission 66 Visitor Centers in the National Register of Historic Places," she describes the planning and design criteria of the style:

- Building is sited in relation to an overall plan of "visitor flow" in the park, either near the park entrance, en route to a major park destination, or at a park destination.
- Building design emphasizes plan organization (the design of the floor plans). Floor plan organization allowed segregation of public areas from administrative areas, and also emphasized efficient "visitor flow" through the building itself. A central lobby space is often the arrival point, with trails or other park destinations often accessed as the visitor moves through the building.
- Building's program centralizes numerous park services, including information, interpretation, rest rooms, and administrative offices.
- Building makes use of the formal vocabulary and materials of contemporary (1945–1972) modern architecture, including flat roofs (as well as other types of roofs), window walls (and other unorthodox fenestration), exposed steel supports, concrete and concrete block construction.
- Overlapping functional space (free plans) sometimes evident in floor plan. Public areas usually on one level, or on split levels, segregated from administrative areas.
- Integration of interior and exterior public spaces, often separated by windows, window walls, glass doors, or wooden doors with windows.
- Entrances, exits, and other doorways are wide, providing easy movement for crowds. Entrances often sheltered by porches, armadas, arcades, etc. Rest rooms often nearby, with separate outdoor entrance.
- Building emphasizes visitor's experience of spatial procession. This sequence of spaces

often features ramps, as well as significant views of park landscapes either from terraces or through large windows.

- Siting of visitor center near landscape or attraction to be interpreted sometimes allows interpretive programs to be extended into the visitor center itself.
- Building's elevations create a mostly low-profile, horizontal effect.
- Building "harmonizes" with its setting through horizontality of massing, color and texture of materials. Use of textured concrete, concrete block, and stone veneers in facades often give building generally rough exterior texture, often featuring earth toned colors.
- Building footprint is often ell-shaped, rectangular around a central courtyard, or a variation of these themes.
- Use of naturalistic planting to partially screen building, utility areas, and parking, as well as to repair areas disturbed in construction. Planter boxes often used to define entrances.
- Outdoor spaces and site work, including parking lots, paths, amphitheaters, terraces, and patios often incorporated into visitor center complex.

In the 1950s, the popular acceptance of American Modern architecture, development of new low-cost building materials, and improved construction technology complemented the objectives of the Mission 66 program. National Park facilities throughout the country could be constructed and standardized by an efficient and cost effective means. Thus, the park system could control development of adequate visitor facilities to meet the growing demand as well as revitalize its image as stewards of the natural environment.

Development of Flamingo during the Mission 66 Era, 1955–1968

After the dedication of the park in 1947, former National Park Service biologist Daniel B. Beard served as the first superintendent of Everglades National Park. The park included three main visitor centers, all located along the Ingraham Highway: Royal Palm, Coot Bay, and Flamingo. Several small concessions and tour boat operations served visitors to the national park but the poor condition of the highway and lack of adequate facilities limited use of the site. A small number of residents continued to live in the town of Flamingo during the early years of the park until a court order required Flamingo residents to vacate the settlement by 1951 (Figs. 8, 9 and 10) (Draft narrative for National Register nomination for Flamingo Developed Area, citing Daniel Beard quotation).

In 1954, the National Park Service proceeded with making improvements to the road and dredging for boat slips at the Flamingo site. At that time, the Department of the Interior was accepting proposals from concessionaires for the building and management of a marina, motel, service station, employee housing, stores, and other visitor facilities. However, the planned development was criticized for its resort-like amenities. Conservation groups, such as the Audubon Society and American Nature Association, objected to the broad scope of proposed

development and felt that it would compromise the preservation of the Everglades habitat. The contract, as originally detailed, was awarded to Robert Knight of the Everglades Park Company who, as part of the negotiated contract, was required to invest \$500,000 in the project.

As concessionaire negotiations were underway, the National Park Service was developing pilot prospectuses of Everglades National Park, along with seven other National Park Service properties, to determine the needs of the site and scope of the Mission 66 project. Everglades National Park was selected because it was a new park with a sensitive ecological environment, limited recreational potential, and no previous tradition of architectural style or facilities. The draft pilot prospectus for Flamingo was completed in July 1955. The prospectus stressed that the park should remain a wilderness preserve with interpretation playing a larger role than recreation—development was to be driven by interpretive needs rather than by recreation. As a result the prospectus called for a “public use building,” a restaurant, a service station, and a marina. No motel would be included. Wirth felt that the limited development would help control growth in the environmentally sensitive area and would quell opposition from conservation groups. Furthermore, there were adequate lodging facilities in neighboring Florida City and Homestead. Wirth characterized Everglades National Park as a day use destination that required a reduced scope of facilities.

Upon the release of the Flamingo prospectus, the concessionaire, Robert Knight of the Everglades Park Company, scaled back his development plans at Flamingo due to the removal of overnight accommodations. Knight threatened not to fund construction of the “public use building” unless he was allowed to build a motel as part of the development. Director Wirth claimed that while a motel would not be part of the initial development, it could be constructed later if the National Park Service felt it was needed. As a result, the Everglades Park Company would only have to invest \$250,000 as opposed to \$500,000 as originally called for (Carr, 98–99).

The controversy over the construction of a motel did not end with Wirth’s response to the concessionaire’s objections to the prospectus. The Miami-Dade Chamber of Commerce vehemently argued that the state government had contributed one million acres of land to Everglades National Park with the understanding that the park would be a tourist destination. The Miami Herald editorialized that the Everglades should be developed in a manner consistent with other National Parks, which meant including overnight accommodations. Despite the public outcry, Conrad Wirth initially continued to support Superintendent Beard, who strongly opposed the construction of a motel at Flamingo. By 1957, however, Wirth bowed to the mounting political pressure and agreed to allow a sixty-unit motel with a swimming pool to be constructed at Flamingo (Carr, 97–99).

Plans for the Flamingo Mission 66 area development were completed in 1956 and outlined the construction of a visitor center which included an attached restaurant, a service station, marina store, a sixty unit motel, housing for NPS and concessionaire staff, comfort stations, a group camping and picnic area, and campgrounds. Construction was initiated in 1955 with the dredging of the marina basins and the construction of concrete bulkheads and piers around the marina and visitor center sites (Figs. 11 and 12). This work was completed by January 1956.

The future visitor center parking area and the main road through the developed area was graded and paved at about this same time. As this work was being completed, plans were being finalized for the visitor center and the other proposed buildings on site.

Late in 1956, construction proceeded for the service station (building 468), the marina store (building 466) and the first employee housing unit (building 416). In 1957, construction continued with the visitor center, the first five buildings of the lodge, and the fish cleaning shelter/comfort station (building 419) at the marina (Fig. 13). The visitor center and museum, originally referred to as the public service building, was designed by Harry L. Keck of Coral Gables, Florida, and reflected a strong influence of Le Corbusier modernism. The structure was supported on concrete columns, which created a covered pedestrian space under the building. A concrete breezeway and wide access ramp linked the concessionaire building, visitor center, and public courtyard and framed views of the surrounding natural environment and marina. The horizontal massing of the structure was accentuated by ribbon windows and a low-sloping roof. Various viewpoints for visitors were provided, including a proposed observation area (never built) on the roof of the concessionaire wing stair tower (NPS drawing 160-8051D). The building was constructed of concrete block, Keystone stone veneer, and raised stucco panels. The east facade featured a window wall that looked onto the marina. The open plan of the building accommodated restroom facilities, administrative offices, a central lobby, and a museum, and was directly connected to the concessionaire component with a two-story breezeway.

The lodge buildings were constructed to the west of the visitor center and were designed by architect Gordon M. Severud of the Miami firm of Severud and Knight. The five structures contained sixty units that were arranged in a U-shaped plan overlooking the Florida Bay, and consisted of concrete block walls with a Keystone veneer. The central building, which included the lodge office as well as a covered terrace, was two stories in height; the other buildings of the original development were single story (Fig. 14).

The early construction activity also included the development of the infrastructure of the site, including the electrical generating plant (building 467) in 1956–1957. Construction of the water supply system, pumping stations, underground piping, and fire hydrants throughout the site proceeded from September 1957 through March 1958. Also in 1957, the maintenance boat basin (basin 4) and the connection to the Buttonwood Canal was dredged and concrete embankments installed. A trash incinerator was built on the site in 1958.

In summer 1958, various work was implemented at the site, including creation of camping loop A; erection of the flagpole in front of the visitor center; and planting of trees and shrubs around the visitor center, camping loop A, the group camping and picnic area, and related roadways and parking areas (Fig. 15). Also about this time, concrete picnic tables, benches, and drinking fountains, and steel charcoal grilles were placed in the group camping and picnic area and camping loop A. Five comfort stations and a camp tender's residence were built in the group camping and picnic area and camping loop A at this time.

In 1959, work included construction of the swimming pool at the lodge and beginning the construction of the maintenance office (building 421), boat shop (building 422), and boat shelter

(building 423). After these maintenance buildings were completed, park maintenance staff and day labor crews planted Zoyaia sprigs, rye grass seed, trees, and shrubs in the maintenance area (Fig. 16).

Much of the initial Mission 66 development of the site had been completed by the summer of 1960. However, on September 10, 1960, Hurricane Donna struck southern Florida and significantly affected the new Mission 66 structures and landscape. The visitor center and marina store were damaged. Aluminum framed fiberglass screening that originally enclosed the second floor breezeway of the visitor center was heavily damaged and removed. The roof of the visitor center building was also damaged, as were the interior walls and ceilings. Many of the newly planted trees and shrubs were uprooted or otherwise destroyed. The boat shop, maintenance office, comfort stations, fish cleaning shelter, and camp tender's residence were severely damaged, with only the primary structural elements surviving. Throughout 1961 and 1962, extensive repairs were made to the site to rebuild these structures and make repairs to the visitor facilities. Hundreds of new trees and shrubs were planted around the site. In order to provide additional concessionaire and staff housing, trailer homes were placed on the site adjacent to the recently constructed employee housing structure. The visitor center was re-plastered, painted, and reroofed. It is also believed some windows at the visitor center were replaced at this time.

Construction of the next phase of Mission 66 development at Flamingo began in 1963. At this time oolite fill borrowed from adjacent areas was used to elevate the ground level in the campground, in preparation for establishment of camping loops B and C. In 1964, a variety of new overnight accommodations were created, including the paving of camping loops B and C, a lodge expansion of two additional buildings containing sixty units (Fig. 17), and the construction of twelve duplex rental houses west of the lodge. In the following years, camping loop T was also established and additional staff and concessionaire housing was constructed (buildings 439 and 440 and dormitory buildings 486, 487, 488, 489, and 490). Various plans were prepared in the mid to late 1960s for additional expansion of the visitor center, overnight accommodations, and staff housing areas, but none of this work was implemented (Fig. 18). By 1968, Mission 66-era development of the site had ended. Future construction activity at the site was limited to repair and improvement of existing facilities as well as the addition of some further staff housing.

Flamingo Mission 66 Developed Area
 Everglades National Park

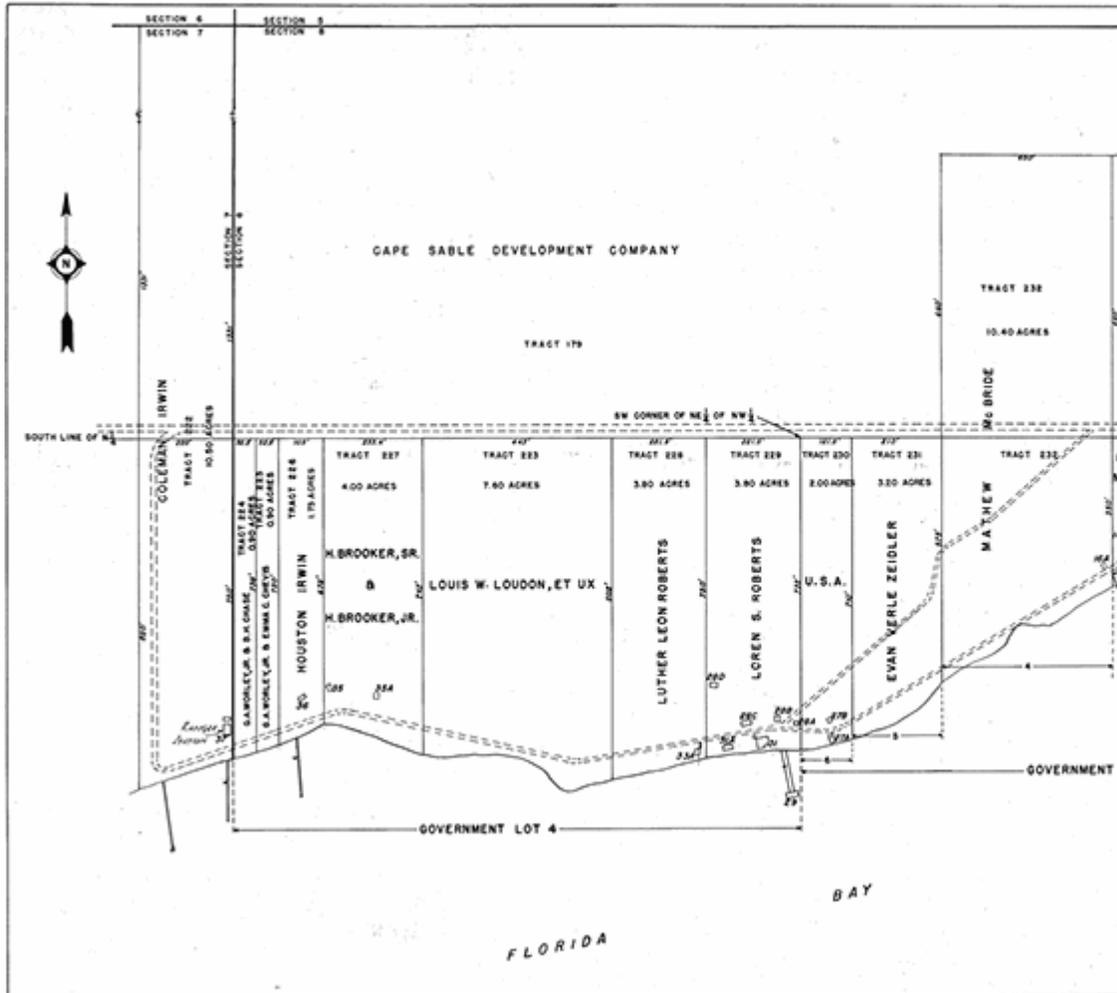


FIGURE 8. Map of Flamingo showing landowners and tract numbers as of January 11, 1951. Source: NPS Denver Service Center, drawing EVER 160-7114.

Flamingo Mission 66 Developed Area
 Everglades National Park

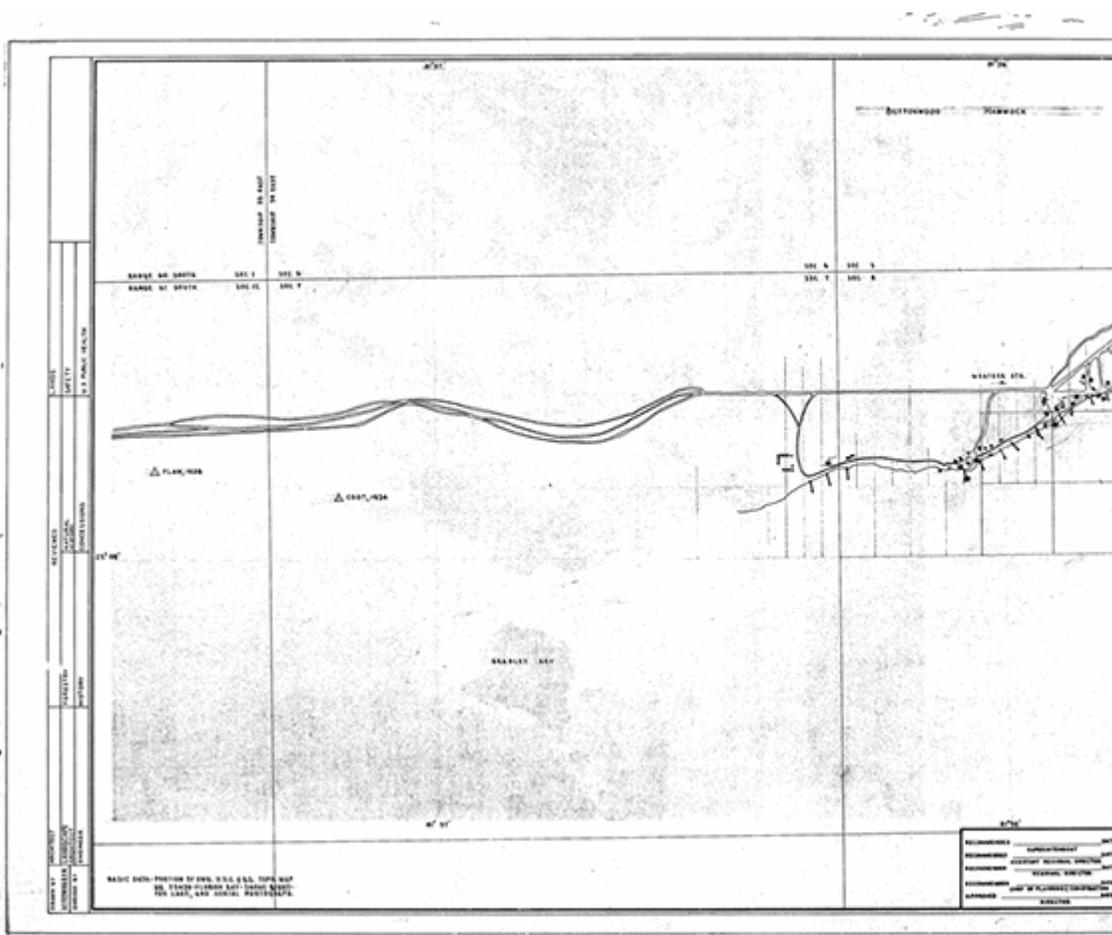


FIGURE 9. Map of the Flamingo vicinity, September 9, 1952. The village of Flamingo, the area shown in Fig. 8, is at center where buildings are shown as black outlines. Source: NPS Denver Service Center, drawing EVER 160-2117.



Community of Flamingo, Florida c

FIGURE 10. Aerial view of the village of Flamingo, 1951. The pier and cluster of buildings indicated near the middle of the site plan drawings, Figure 2, are visible in the foreground of this view. Source: NPS.

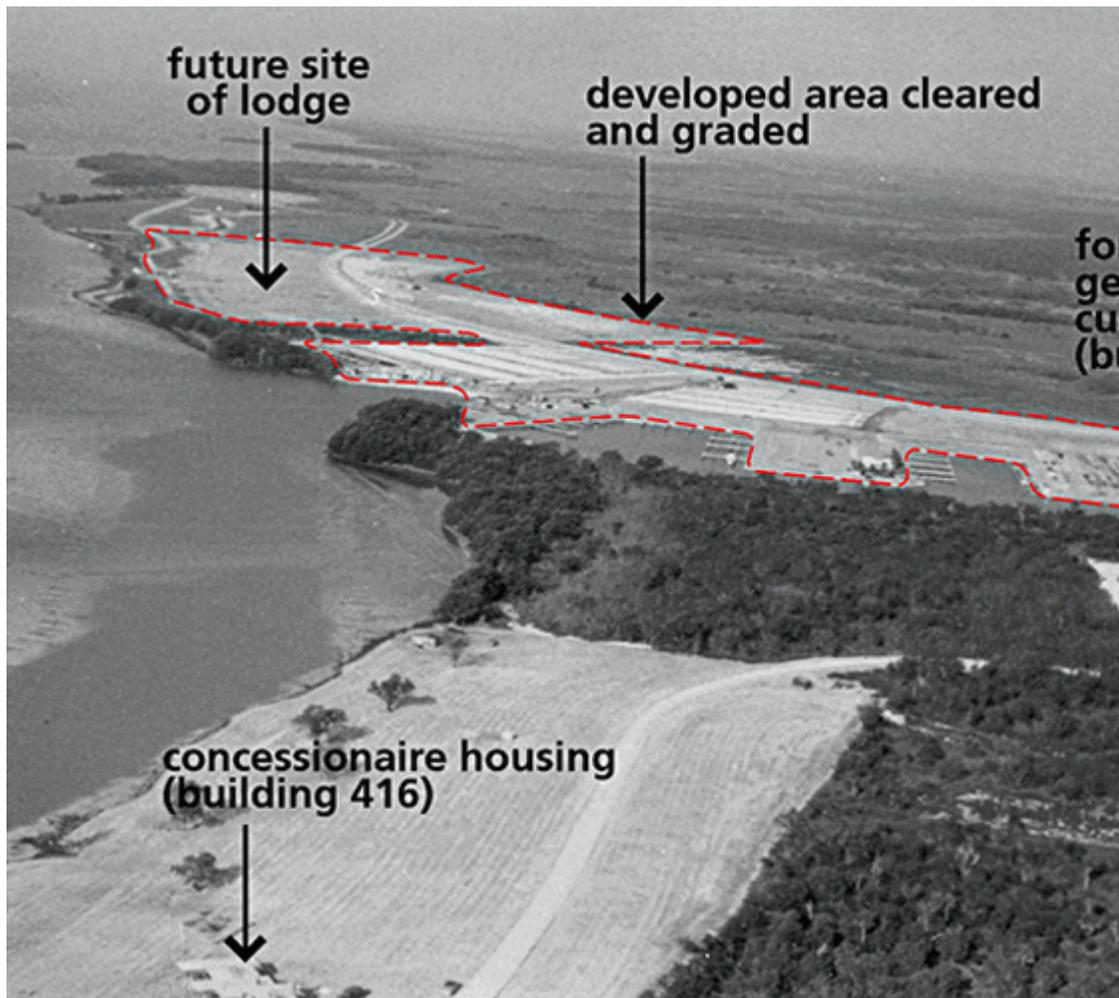


FIGURE 11. Aerial view of the Flamingo Developed Area, March 1957. Source: EVER archives, scanned photograph provided by park staff, image 15170a (notations added).

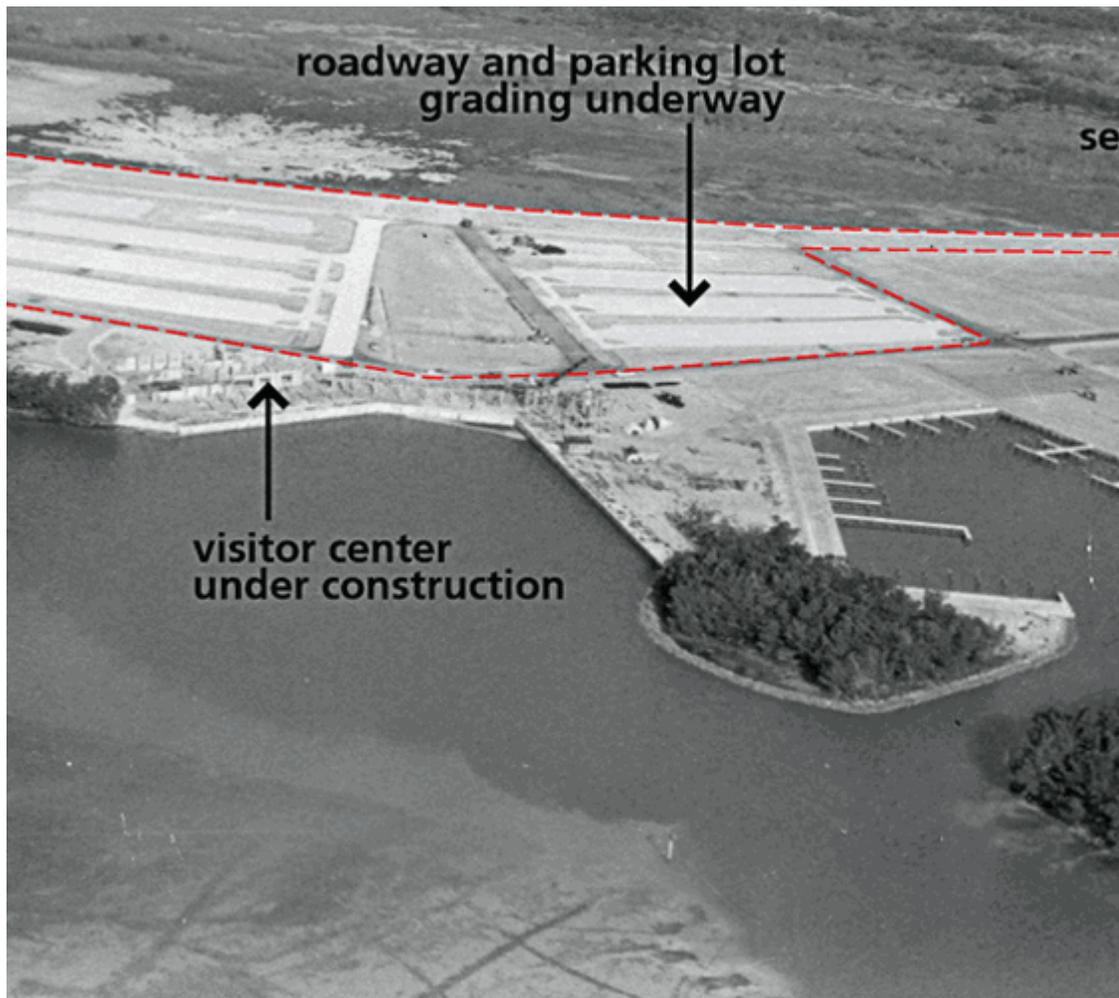


FIGURE 12. Aerial view of the Flamingo Developed Area, March 1957. Source: EVER archives, scanned photograph provided by park staff, image 15169 (notations added).

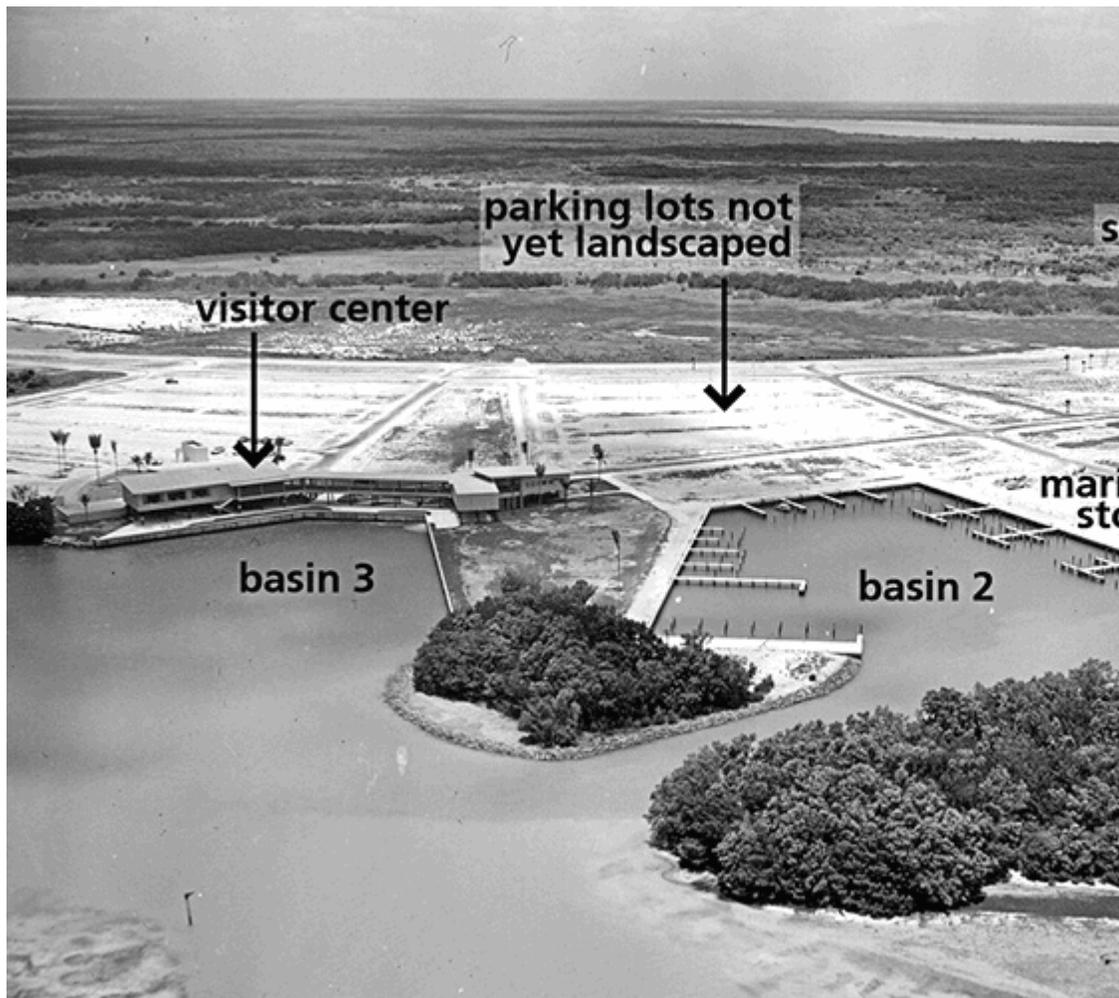


FIGURE 13. Aerial view of the Flamingo Developed Area, undated photograph circa late 1957 or early 1958. Source: EVER archives, scanned photograph provided by park staff, image 12280 (notations added).



*FIGURE 14. The newly constructed lodge, undated photograph circa 1957–1958.
Source: EVER archives, scanned photograph provided by park staff, image 16458.*



FIGURE 15. Planting palm trees in front of the visitor center, undated photograph, assumed to be summer 1958. Source: EVER archives, scanned photograph provided by park staff, image 16464.



FIGURE 16. The newly constructed maintenance group, incl. maintenance office (bldg. 421), boat shop (bldg. 422), & boat shelter (bldg. 423), undated photograph c. summer 1960. Source: EVER archives, scanned photograph provided by park staff, image 17615.



FIGURE 17. The expansion of the lodge under construction, circa 1963–1964. Source: EVER archives, scanned photograph provided by park staff, image 15164a.

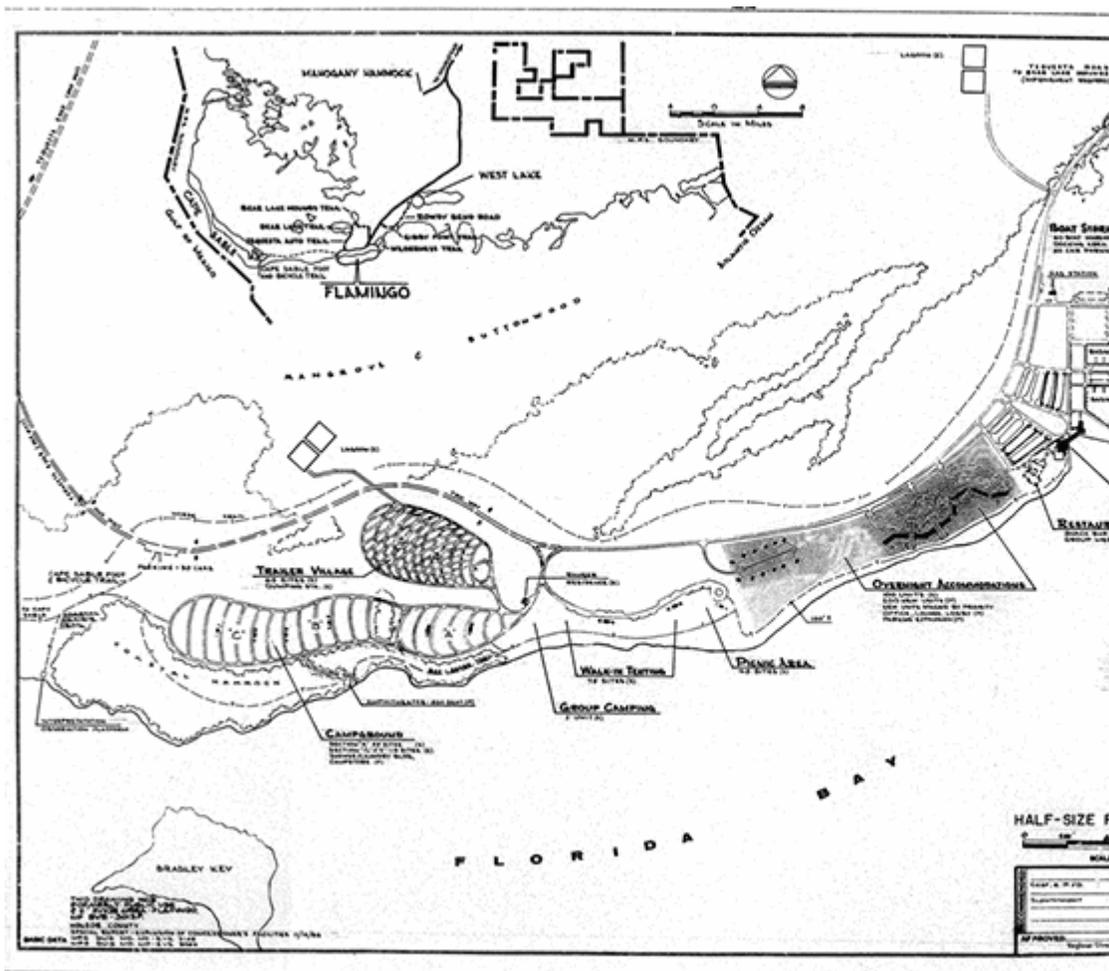


FIGURE 18. Plan of the site, March 1968. Source: NPS Denver Service Center, drawing EVER 160-3300B, sheet 1.

Maintenance, Expansion, and Ongoing Changes to Flamingo, 1968–2009

In the late 1960s, the lodge buildings were altered by the addition of porches, hurricane shutters, and wooden louver sunshades to all buildings. By 1971, repair of the concrete boat launch ramp at the marina was needed. Also, development of staff housing facilities continued in the 1970s, with the construction of the laundry (building 491), the Chickee (building 417), and more housing trailers. Visitor facilities remained much the same, with only minor changes made to the structures, with the amphitheater being the primary new feature added during this decade.

In November 1978, the Everglades Wilderness was formally designated under provisions of the 1964 Wilderness Act. The legislation provided protection for 93 percent of the park. The developed areas of the park—including Flamingo—and the road corridors were excluded.

In the late 1970s and early 1980s, repair and renovation work was performed to the employee housing and maintenance buildings. In 1980, two new housing buildings (buildings 441 and 442) were constructed. As part of the same contract, the exterior stairways and porches of the existing housing units (buildings 416, 439, and 440) were remodeled and enclosed with screening. Building 416 was re-roofed in 1981. The visitor center and marina store underwent significant repairs, including sandblasting, crack repair, repainting, and replacement of deteriorated wood components in 1982. Roads throughout the site were repaved, including paving of new concrete trailer pads in the housing area. The comfort stations in the group camping and picnic area and in the camping loops were demolished to their structural frames and rebuilt in 1983.

In the 1970s, better understanding of the ecology of the Everglades led to the desire to separate the freshwater of the Buttonwood Canal from the saline water of the bay. As a result, a plug was constructed across Buttonwood Canal separating the canal and the marina from Florida Bay in the early 1980s. At the same time, a boat lift was constructed at the plug. (The boat lift was demolished in 2009.) The inner basin of the marina remained connected to the freshwater of the canal, while the outer basin remained connected to the saline water of the bay. Following the construction of the plug, a new boat launching ramp was built to serve the bay-side basin of the marina; the original ramp is located on the canal side of the plug.

In 1986, plans were made to construct two new modular homes (Buildings 443 and 444) to house National Park Service employees. The wood-framed modular units were elevated on 16 inch square in plan concrete block columns and included wood decks. Circa 1988, new concessionaire housing was constructed east of the 1960s concessionaire housing. Two wood frame buildings with hip roofs, buildings 412 and 413, were constructed on concrete columns. On August 24, 1992, Hurricane Andrew passed through Florida, damaging buildings in the park. Following this storm, in 1993, the original flat roof of the marina store was replaced with a standing seam metal hip roof. The change altered the profile and character of the structure. Also, in 1994, a new roof was installed at the visitor center.

The comfort stations in the campground areas were gradually replaced by new structures, starting with camping loops B and C in 1993–1995, followed by loop A (1999), loop T (2003), and the group camping and picnic area (2004–2005). In 2000, upgrades were made to the restroom facilities at the marina fish cleaning station. Prior to the renovation, the station had been enclosed to protect against insects. At about this time, a wheelchair lift (removed in 2010) was added to the visitor center to provide access for disabled persons to the upper level. In 2005, two obsolete structures were demolished: the camp tender's residence and concessionaire housing building 487.

In 2005, the Flamingo Developed Area was severely affected by Hurricanes Katrina and Wilma. A number of buildings were completely destroyed, including the amphitheater, duplex rental houses and staff housing buildings 488, 489, and 490. In light of the heavy damage sustained during these hurricanes, the lodge and the north half of the maintenance office were ultimately demolished in 2009. The amphitheater was reconstructed in 2009. At the same time, a fee collection booth was constructed at the campground entrance in place of the camp tender's residence.

Flamingo Mission 66 Developed Area
Everglades National Park

In 2009, two new two-bedroom homes were built to house Park Service employees at the east end of the housing area. The prefabricated concrete buildings were placed on elevated concrete structures.



FIGURE 19. Aerial view of the Flamingo Developed area, circa 1990s. Source: EVER archives, scanned color photograph provided by park staff, image 29980.

Analysis & Evaluation of Integrity

Analysis and Evaluation of Integrity Narrative Summary:

The period of significance for the historic resources of the Flamingo Mission 66 Developed Area is the period of initial planning, design, construction, and site development, from 1954 to 1967. During the period of significance, Flamingo was greatly affected by Hurricane Donna in September 1960. In the following years, buildings were repaired and plantings were replaced; however, in many instances the work of 1961-1962 differed from the original construction. Since the post-Hurricane Donna repair work falls within the period of significance for the Flamingo Mission 66 Developed Area, the repair and alterations are not considered to detract from the significance or integrity of the site.

The integrity of the Flamingo Mission 66 Developed Area landscape varies across the site. In some areas, such as the sites of the duplex cottage group and the lodge, the historic integrity is low, as the primary contributing buildings, site features, and ornamental plantings have been lost, and the historic use (overnight lodging) has been discontinued. Other areas, such as the campground loops, the marina, the maintenance group, and the staff housing group, have moderate historic integrity. These areas remain in their original use and retain some aspects of the original site plan, including contributing historic structures and contributing landscape plantings. At the maintenance area, the original Mission 66 era boat shelter is intact, and at the housing group the first permanent housing buildings still exist. However, some original features have been altered or replaced by contemporary structures. For example, the marina store has been so altered that it is considered a non-contributing structure, and the campground comfort stations have been rebuilt. Finally, some portions of the Mission 66 Developed Area cultural landscape have a high degree of historic integrity. The sequence of spaces and vistas along the approach highway, past the original service station, to the visitor center parking lot and open lawn areas, to the visitor center and its breezeway, ending with views across Florida Bay, retain highly intact Mission 66 era features, including buildings, vegetation, circulation patterns and spatial organization, and some small scale features.

Future changes to the Flamingo Developed Area have been proposed as part of the new Flamingo Commercial Services Plan/Environmental Assessment (November 2007) and Flamingo Master Plan and Design Program (June 2010). With the goal of reviving some of the visitor services discontinued after the 2005 hurricanes, these plans propose new construction on the site with emphasis on protection of the natural environment and use of sustainable design and construction principles, as well as some natural habitat restoration of formerly developed areas, such as replacement of Bermuda grass with native grasses. The designation of the Flamingo Developed Area as a historically significant district would not necessarily preclude these changes; however, any proposed changes would need to be reviewed through the Section 106 process to ensure that key elements and defining characteristics of the Mission 66-era features are protected.

Landscape Characteristic:

Archeological Sites

Although no significant archeological sites have been discovered within the immediate environs

of the Flamingo Developed Area, it is possible that such sites could be identified in the future. Aboriginal mounds and transportation canals have been investigated about 2-1/2 miles due north of the Flamingo campground near Bear Lake and Coot Bay (Griffin, Archeology of the Everglades, 187; Flamingo Commercial Services Plan/Environmental Assessment, 3-85). Similar aboriginal sites may exist closer to the developed area, though it is likely that any aboriginal sites along the shoreline have been disturbed by erosion and filling during construction of the Mission 66 facilities in the 1950s and 1960s. Other nearby archeological resources could include the sites of the circa 1893 town and post office of Flamingo, as well as individual homesteads and lodges. To date, none of these sites have been officially documented, but evidence of their existence can be observed in the brush along the Coastal Prairie Trail, which partially follows the old roadbed to Cape Sable.

In 2006, archeological testing was performed in the vicinity of the Group Camping area, prior to this area being used as a temporary spoil site for the sediment dredged from the marina following Hurricane Wilma. Subsurface tests were performed using a combination of hand digging and power auger-assisted excavation. The report on this investigation states that “no evidence of intact significant archeological resources” was discovered. A few artifacts, as well as the remnants of a roadbed, were discovered that could potentially be associated with the early twentieth century Flamingo settlement. In addition, the remains of a seawall, septic culvert, and pier associated with the same settlement were documented offshore (Lawson 2006).

Natural Systems and Features

Flamingo is located on the eastern part of Cape Sable, adjacent to the Florida Bay on the southern tip of the Florida Peninsula, and is the southernmost developed area of Everglades National Park (Fig. 20). A protecting fringe of keys is located off the coast in this area; rather than the sandy beaches that characterize more westerly portions of Cape Sable, shallow mud flats, an extension of the coastal prairie that dominates Flamingo, reach out from the water’s edge into the bay (Tebeau: 142).

As mentioned above, the bedrock of the area is the highly porous and permeable Miami limestone formation (also called “Miami oolite”) that characterizes much of the southern tip of the Florida Peninsula and Florida Bay basin and creates the most common natural soil types near Flamingo, that is, marls and carbonate muds. These soils, along with topography variations, flooding and drainage patterns, water salinity, and fire and storm events, affect the natural systems and features on the site. The majority of the land surrounding the Flamingo Developed Area is classified as wetland habitat. Coastal prairie is the dominant ecosystem, interspersed with salt marshes, mangrove swamps, tropical hardwood hammocks, and coastal dunes. Adjacent to Flamingo is the marine/estuarine ecosystem of the Florida Bay. The vegetation of these ecosystems is described in Vegetation, below.

The Flamingo Developed Area also lies between the outlets of two major watersheds of Everglades National Park. Shark River Slough flows from the northeast part of the park (originating in Lake Okeechobee), emptying into the Gulf of Mexico west of Flamingo. The smaller Taylor Slough watershed drains into the northeastern part of the Florida Bay (Flamingo

Commercial Services Plan/Environmental Assessment, 3-24).

The Everglades has a long history of cultural adaptations to its natural systems, both by aboriginal and modern inhabitants. American Indians, as well as modern settlers, cut canals through the region to facilitate travel. Farmers, fisherman, and hunters in the late 1800s and early 1900s introduced exotic plants and depleted populations of native animal species. This had some impact on natural drainage patterns and ecosystems, but the greatest damage was done during the early twentieth century by the widespread efforts to drain the Everglades for use as agricultural land. Since that time, efforts have been made to restore the native wetlands and drainage patterns through a complex system of canals, levees, pumping stations, and other hydraulic controls. The encroachment of modern development, introduction of exotic plant and animal species, and pollution of waters have also compromised natural systems.

At Flamingo, native vegetation has reclaimed much of the area, after a century of strong storms and hurricanes has all but erased the agricultural efforts of the 1893 settlement (Fig. 21). However, the natural flow of water has been interrupted by the Buttonwood Canal and by the addition of fill material in the developed area (Flamingo Commercial Services Plan/Environmental Assessment, 3-24). The native soil around Flamingo is in danger of erosion from boat wakes lapping at the shoreline.

Character-defining Features:

- Feature: Florida Bay
- Feature Identification Number: 149389
- Type of Feature Contribution: Contributing

- Feature: Fringe of Keys
- Feature Identification Number: 149391
- Type of Feature Contribution: Contributing

- Feature: Mud Flats
- Feature Identification Number: 149393
- Type of Feature Contribution: Contributing

Landscape Characteristic Graphics:



FIGURE 20. General character of water's edge at the Flamingo Developed Area. Source: JMA 2009.



FIGURE 21. General character of the native coastal prairie at Flamingo. Source: JMA 2009.

Spatial Organization

Spatial organization within the Flamingo Developed Area is characterized by the linear arrangement of use areas between the Main Park Road and shoreline, from east to west, and in relationship to the Buttonwood Canal, which provides access to the marina and parts beyond from the Florida Bay.

The most highly developed use area is that surrounding the Flamingo visitor center and the adjacent Flamingo marina. The visitor center complex, including the building, the adjacent basin 1, and the parking lots designated for the visitor center, is arranged on a northwest-to-southeast axis that begins at the main park road and extends visually into Florida Bay (Fig. 22). While the visitor center building is itself not symmetrical, the massing of its two pavilions connected by a raised open porch is balanced and yet dynamic with its sloping ramped entrance and angled walls and roofs. The elongated shape of the building follows the outline of the basin on one side and faces the landscaped parking area and entrance drive on the other. The visitor center

entrance sequence was arranged around this axis, with the entrance drive circling around a long lozenge-shaped lawn that is open much in the character of a parade ground. The visitor center parking lots flank this lawn, forming two symmetrical areas that extend to either side. The flagpole at the visitor center end of the lawn emphasizes the central axis.

Directly adjacent and slightly to the northeast of the visitor center is the Flamingo marina, which consists of two large, walled basins divided by a peninsula on which the marina store and its parking lots are located (Fig. 23). The Flamingo maintenance area is organized around a basin 4, which is located on the east side of Buttonwood Canal (Fig. 24). The basin also contains a boat shelter, maintenance building, and various other maintenance-related structures. Across the road from the maintenance area is the flamingo utility plant, punctuated by a massive radio tower and also containing the water treatment facility for the developed area.

To the east of the maintenance area and accessed by the road mentioned above is the NPS staff/concessionaire housing area (Fig. 25). Housing is arranged along a drive that parallels the shore of Florida Bay and ends in a cul-de-sac around which a number of small, multi-family buildings are arranged. Just to the west of the cul-de-sac and along the entrance road is the site of what had been a compound for housing concessionaire staff. Some of these buildings were heavily damaged by hurricanes in 2005, were subsequently demolished, and are not scheduled to be replaced. All that remains of this complex are concrete pads that previously served buildings and trailers.

To the west of the Flamingo visitor center area is the site of what was the Flamingo lodge, a linear arrangement of one- and two-story buildings that provided overnight lodging to visitors. These buildings had been sited along the water to maximize views from every room out to Florida Bay. Parking for the lodge was provided on the inland side between the lodge and the main park road. The complex existed at the site from 1957 to 2009, when it was demolished. All that remains of this complex is a small utility building and associated plantings.

Further to the west is the duplex cottage site, at which there was a small complex of duplex cottages used variously as overnight accommodations or housing for the concessionaire. These buildings were heavily damaged during the 2005 hurricane and demolished in 2006. All that remains of this complex is the central access drive and the concrete building pads. Surrounding vegetation nearly conceals this area from the main road.

About two-thirds of a mile farther west, the main park road makes an abrupt turn and then forks. Just before this fork, on the north side of the road, is the Eco Pond. This water feature was once a percolation pond for discharged wastewater, but that function has been relocated to the northeast part of the developed area and the Eco Pond is now kept for wildlife viewing (information provided by Mike Savage of Everglades National Park via e-mail to project team, March 8, 2010.).

Just south of the Eco Pond and the main park road is the access drive for the group camping

and picnic area and the amphitheater. The group camping and picnic area is located between the access drive and the shore of Florida Bay and consists of a wide open and grassy space with few trees and enclosed along the shoreline with native or naturalized mangroves and other shrubby vegetation (Fig. 26). The amphitheater is located at the east end of the group camping and picnic area. The previous amphitheater structure was destroyed by hurricanes in 2005, but was reconstructed in 2009. The date of construction of the original amphitheater is not known, but it certainly existed prior to 1980, when mention is made in park maintenance records of repairs to the structure.

The main park road continues on its western fork to vehicular-access campgrounds set up for tent, trailer, and RV camping. Recreational vehicle camping is restricted to camping loop T, access to which splits off of camping loop A and to the north (Fig. 27). Camping loop A was established in 1958, but camping loops B and C were not constructed until 1964 (Fig. 28). The date of camping loop T is not known, but it is shown as existing on a plan of the site dated 1968. Camping loop A is the smallest of the three campgrounds, providing access for 55 campsites. Camping loops B and C appear spatially as one area and together are slightly more remote, being separated from the other two loops by groves of trees, but closer to the entrance of the foot trail that leads to former settlement sites and beyond. Camping loops B and C together provide approximately 114 campsites (Flamingo Commercial Services Plan/Environmental Assessment, 1-18). The preferred alternative in the 2008 Environmental Assessment recommends that Loops B and C be demolished and those areas re-vegetated.

Essential to the Flamingo Developed Area, but not accessible for survey, is the Wastewater Treatment Plant. This feature appears in plans dating as early as 1963 and was likely built at about the same time as the development of water infrastructure on the site in 1957–1958. In general, the utility areas and systems built during the Mission 66 area are not considered to be contributing historic features of the site.

Character-defining Features:

- Feature: Flamingo Visitor Center Area
- Feature Identification Number: 149401
- Type of Feature Contribution: Contributing

- Feature: Flamingo Marina Area
- Feature Identification Number: 149403
- Type of Feature Contribution: Contributing

- Feature: Flamingo Maintenance Area
- Feature Identification Number: 149405
- Type of Feature Contribution: Contributing

- Feature: Flamingo Utility Area

Flamingo Mission 66 Developed Area
Everglades National Park

Feature Identification Number: 149407
Type of Feature Contribution: Non Contributing

Feature: NPS Staff/Concessionaire Housing Area
Feature Identification Number: 149409
Type of Feature Contribution: Contributing

Feature: Flamingo Lodge Site
Feature Identification Number: 149411
Type of Feature Contribution: Non Contributing

Feature: Duplex Cottage Site
Feature Identification Number: 149413
Type of Feature Contribution: Non Contributing

Feature: Eco Pond
Feature Identification Number: 149415
Type of Feature Contribution: Non Contributing

Feature: Group Camping and Picnic Area (1958)
Feature Identification Number: 149417
Type of Feature Contribution: Contributing

Feature: Amphitheater (2009)
Feature Identification Number: 149419
Type of Feature Contribution: Non Contributing

Feature: Camping Loop T (circa 1960s)
Feature Identification Number: 149421
Type of Feature Contribution: Contributing

Feature: Camping Loop A (1958)
Feature Identification Number: 149425
Type of Feature Contribution: Contributing

Feature: Camping Loops B and C (1964)
Feature Identification Number: 149427

Type of Feature Contribution: Contributing

Feature: Wastewater Treatment Plant

Feature Identification Number: 149429

Type of Feature Contribution: Non Contributing

Landscape Characteristic Graphics:



FIGURE 22. Flamingo visitor center and entrance drive around lawn. Source: JMA 2009.



FIGURE 23. Flamingo marina. Source: JMA 2009.



FIGURE 24. Flamingo Maintenance Area. Source: JMA 2009.



FIGURE 25. Flamingo NPS Staff/Concessionaire Housing Area. Source: JMA 2009.



FIGURE 26. Open space and views to Florida Bay from Primitive Camping Area. Source: JMA 2009.



FIGURE 27. Typical spatial organization of camping areas. Source: JMA 2009.

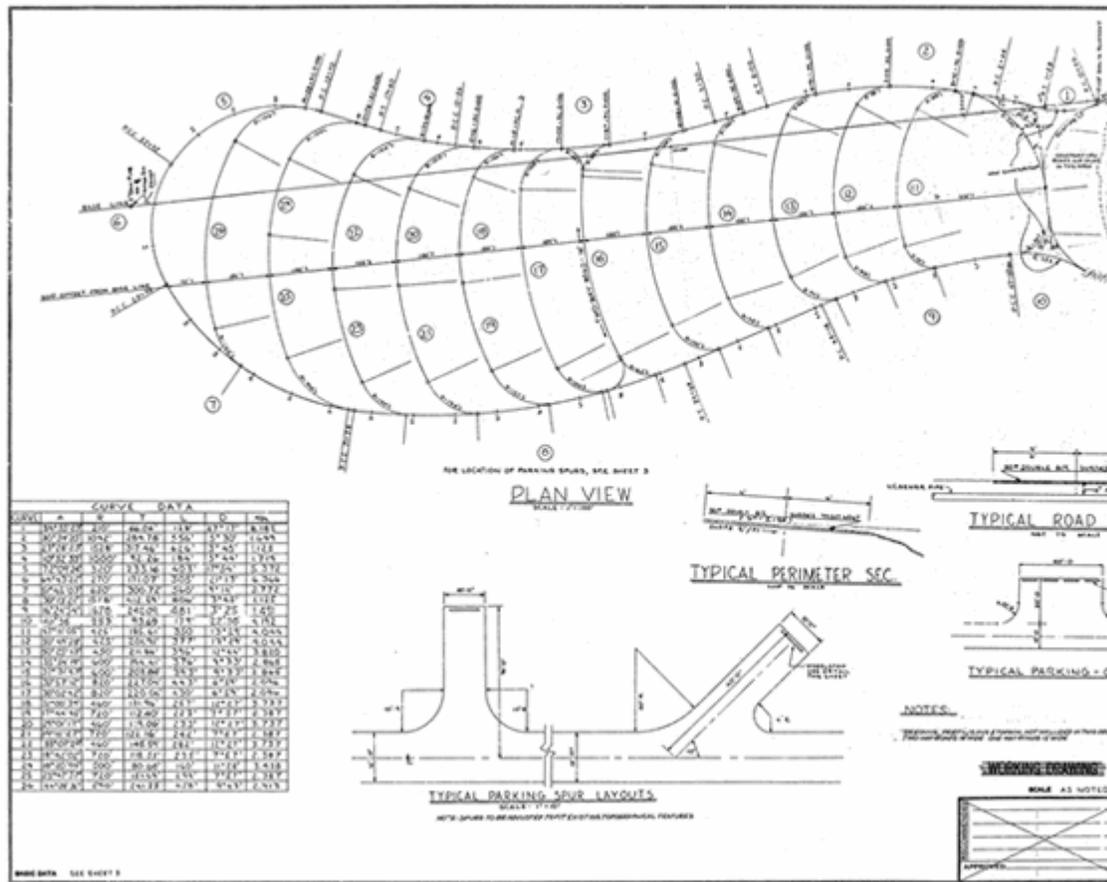


FIGURE 28. Drawing for development of camping loops B and C, as-built drawing dated August 1964. Source: NPS Denver Service Center, drawing EVER 160-3220.B, sheet 2.

Land Use

Flamingo began as an unnamed coastal settlement on the eastern end of Cape Sable in the late nineteenth century. The area had likely been inhabited for some time prior to this point by various aboriginal groups. Historic land uses included agriculture and light industry; residents of the area were cane and tomato farmers, charcoal makers, moonshiners, fishermen, bird plume hunters, and traders (Tebeau, 149−150). The area was occupied in this way until 1947, when Everglades National Park was dedicated with the mission of preserving the unique wetland system.

Since the establishment of the park, conservation and recreation have become the predominant land uses in the Flamingo area. The National Park Service paved the main road to allow more access; today, approximately 200,000 visitors come to the Flamingo area each year for recreational activities such as camping, fishing, boating, hiking, canoeing, and birding. Recreational services discontinued after the 2005 hurricane season include lodge and cottage accommodations and houseboat rental. Boat touring, kayak rental, and overnight docking were temporarily discontinued after the hurricane season, but resumed several months later when the

boat basins were reopened. The gift shop, café, and lounge were also closed due to hurricane damage. Services discontinued over the years because of budgetary concerns include bicycle rentals, swimming pool facilities, and the Buttonwood Canal boat hoist (Flamingo Commercial Services Plan/Environmental Assessment, 1–19). In addition to its recreational uses, Flamingo retains a residential component, as the remote location requires housing for park staff.

Character-defining Features:

- Feature: Recreation
- Feature Identification Number: 149395
- Type of Feature Contribution: Contributing

- Feature: Conservation
- Feature Identification Number: 149397
- Type of Feature Contribution: Contributing

- Feature: Residential
- Feature Identification Number: 149399
- Type of Feature Contribution: Contributing

Topography

The southern tip of the Florida Peninsula where the Flamingo Developed Area is located is characterized by low, flat topography. Overall, the topography of the Everglades is quite flat, with much of it lower than 5 feet (1.5 meters) above sea level. The landscape of the Flamingo Developed Area is also fairly flat, with a variation of only about 3 feet throughout (Flamingo Commercial Services Plan/Environmental Assessment, 3-24). However unvaried the topography may seem, small variations of just a few inches can affect the composition of vegetation found throughout the site.

The Flamingo Developed Area itself has a significant amount of topographic modifications. Much of the developed area is constructed on fill material, including the visitor center and marina complex, maintenance and housing areas, the Main Park Road roadbed, and camping loops. This alteration started prior to the establishment of the park, with canal dredging and concurrent road building activities. Material for roadbed fill was taken from the oolite dredged from the canal channels (Memory 5). The Buttonwood Canal (originally called the Flamingo Canal) and old Ingraham Highway were part of this system. The current Main Park Road (State Road 9336), was a reconstruction of the old road, following it to Buttonwood Canal, but realigned slightly north of the old road towards the west to create room for the park development. Fill was used to create this new road in the late 1950s.

When the Flamingo area was developed for the current visitor center and marina complex beginning in 1955, fill material was added to provide a suitable base for construction. Fill material was excavated from the basin area and consisted of oolite lime rock and gravel

overburden from dredging activities, from which marl had been removed, as well as stone provided by the government stockpile (Section 6.02, Contract No. 14-10-111-43; change order No.1 of same contract). Similar fill materials were used to grade the maintenance and housing areas. At the time of development, topography was measured using the mean low water datum established by tide gauge. The establishment of the mean low water datum likely occurred sometime in the 1950s, according to the NGVD 29, and prior to preparation of the grading plan in 1956. According to the 1956 Grading Plan (Fig. 29) and survey disks embedded in the bulkhead of basin 3, the high point of the developed area was 8.31 feet, and the low point of the area to be graded was 4.98 feet. Since development, new tidal data has been taken several times (2003 Tidal Bench Marks report), and hurricanes and other storm activity have changed the topography of the surrounding area. Overall, however, the relative topography of the visitor center and marina complex is very similar to the originally graded landscape.

According to a 1962 plan of the camping loops, fill material in the camping loops was taken from borrow pits in the Florida Bay. These pits were still visible in the bay in an aerial photograph taken in 2004. Oolite fill was piled above the existing grade to a height of six feet, sloping to five feet at the centerline of the loop roads, and falling to meet the existing grade at a 4:1 slope (Fig. 30).

Other topographic modifications at Flamingo have included the widening of the Buttonwood Canal in 1957, the construction of sewage lagoon dams in the 1950s, and the earthen canal plug installed in 1982 (see Constructed Water Features, below).

Hurricane and wave activity have also caused some changes in the topography at Flamingo. Long term exposure to boat wakes has caused significant erosion along the Florida Bay and Buttonwood Canal shorelines. This has been partially mitigated by the addition of riprap along the shore in problem areas. Additionally, in 2005, hurricanes deposited tons of silt onto the developed area and in the marina, up to eight inches deep in some locations (Lawson 2). This silt was removed, excavated from the marina, and allowed to dry for several months in a containment area. It was then smoothed over the group camping and picnic area and piled several feet high in selected locations to provide earthen bases for new comfort stations (Fig. 31).

Character-defining Features:

Feature: Low Topography

Feature Identification Number: 149431

Type of Feature Contribution: Contributing

Feature: Post-2005 grad. in Group Camping & Picni

Feature Identification Number: 149433

Type of Feature Contribution: Non Contributing

Feature: Eco Pond and Eco Pond Loop

Flamingo Mission 66 Developed Area
Everglades National Park

Feature Identification Number: 149435
Type of Feature Contribution: Non Contributing
Feature: Main Park Road
Feature Identification Number: 149437
Type of Feature Contribution: Contributing
Feature: Buttonwood Canal
Feature Identification Number: 149439
Type of Feature Contribution: Contributing
Feature: Buttonwood Canal Plug
Feature Identification Number: 149441
Type of Feature Contribution: Non Contributing

Landscape Characteristic Graphics:

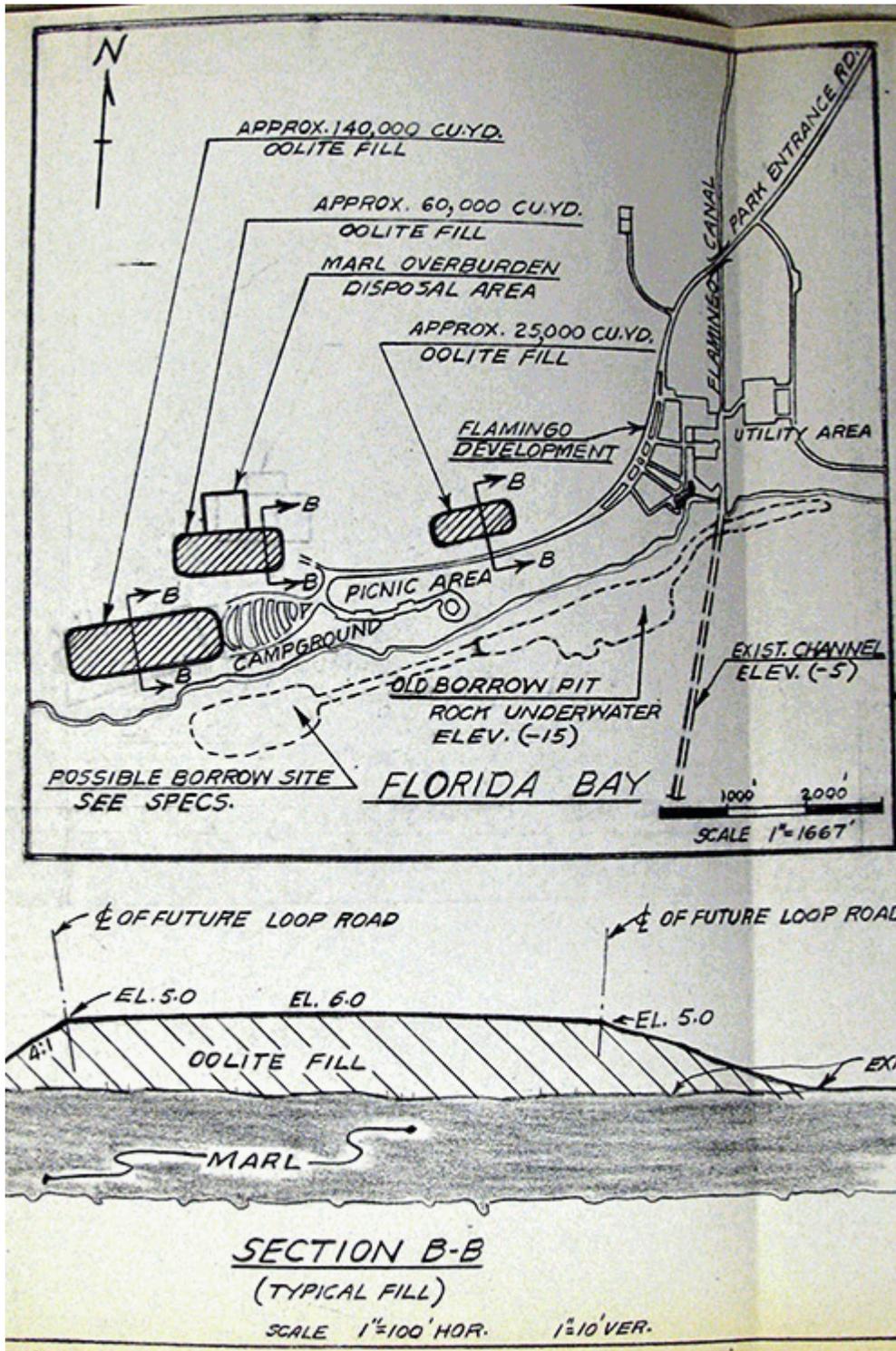


FIGURE 30. Map from 1962 showing proposed locations of borrow pits, oolite fill, and marl overburden storage for grading of camping loops B and C. Source: EVER archives, accession No. 406, box No. 5, folder "Flamingo: Oolite Rock Fill." 2



*FIGURE 31. Group camping and picnic area with comfort station raised on lime rock.
Source: JMA 2009.*

Constructed Water Features

The Flamingo Developed Area contains several constructed water features, most of which were built for either recreational or utility purposes. These include the four boat basins in the marina and maintenance area, the Buttonwood Canal, the Eco Pond, and a water treatment facility.

The most prominent of these features are the four boat basins built in the 1950s to accommodate boat traffic and facilitate boat, canoe, and kayak rentals at Flamingo. Three basins were built in 1956, prior to the construction of the visitor center and other buildings; their construction was necessary to establish a suitable building surface (refer to Figs. 11 through 13). All are constructed of cast-in-place concrete bulkheads, and backfilled with oolite dredged from the adjacent canal and Florida Bay, as well as stone from government stockpiles. Basins 1 and 2 constitute the Flamingo marina and open onto the Buttonwood Canal, and include a

number of concrete finger piers and modern floating docks (Fig. 32). Basin 1 opens to the freshwater side of the canal plug, while basin 2 opens to the saltwater side of the plug. Basin 3 opens onto the Florida Bay. Basin 4, in the maintenance area, was dug in 1957 (see Maintenance Area discussion in Buildings and Structures, below). A short channel connects this basin to the freshwater side of the Buttonwood Canal. The marina complex also includes two concrete boat launches: a launch located north of basin 1 was installed at same time as basins and reconstructed 1971 (Contract No. 14-10-1:990-1639); and a launch in basin 2, installed in 1982 after the Buttonwood Canal Plug cut off access to Florida Bay from the existing launch (plans, memos 1981, Contract No. CX-5000-2-0068).

The Buttonwood Canal was partially constructed in 1922 as a southern spur of the Homestead Canal, connecting to the Florida Bay (Fig. 33). These canals were dug to drain the coastal marshes and provide fill for the old Ingraham Highway road bed, part of an effort to bring more settlers and trade to the Cape Sable region. The canal was dredged to a five-foot depth, and its original width was approximately 16 feet, although erosion eventually widened it to about 36 feet. It was known as the Flamingo Canal at least until 1957, when it was widened to 56 feet and extended north to Coot Bay to facilitate boating access to Whitewater Bay and beyond. Once the canal opened, hypersaline water from Florida Bay flowed directly into the Coot and Whitewater Bays, adversely affecting both flora and fauna. By the mid-1970s, erosion from boat wakes had widened the canal to 90 feet in some places, and tons of silt and sediment had been deposited onto bay bottoms. The ecological impact of the Cape Sable canals, as well as other construction not addressed in this report, led to the severe depletion of bird, fish, and native plant populations. In 1982, an earthen plug was installed on the canal at the Flamingo marina to stop the exchange of water between Florida Bay and the Whitewater/Coot Bay system, and three miles of the canal were lined with riprap to prevent further erosion (Statement for Management revised 1982, 16; Public Hearing Record, 1977; Memorandum for Proposed Buttonwood Canal Project, 1976).

The Eco Pond is a ten-acre artificial pond, originally constructed as a percolation pond for discharged wastewater (Fig. 34). The pond is surrounded by an earthen berm which currently serves as the Eco Pond Trail Loop. The Eco Pond is no longer connected to the wastewater treatment system in Flamingo; the level of water in the pond is determined by rainfall and the wet/dry cycles of the Everglades. Wildlife, including wading birds, reptiles, ducks, fish, and amphibians have been observed at the pond (Flamingo Commercial Services Plan/Environmental Assessment, 3-24; Development Analysis: Flamingo Developed Area, Everglades National Park, 6).

As part of the initial development of the site, three sewage treatment lagoons were established. Treated wastewater effluent was pumped to the ponds where it was allowed to percolate into the groundwater. One of the lagoons, consisting of two square basins, still exists north of camp loop C. (The other lagoons were at the site of the existing wastewater treatment plant and east of the existing water treatment plant.) The lagoons have not been used for this purpose since the completion of the existing wastewater treatment plant in 1974.

Other constructed water features at Flamingo include the Wastewater Treatment Plant, located north of the developed area, and the water treatment facility within the Flamingo Utility Plant, which provides potable water to the developed area and is located next to the Maintenance Area. In 2002 and 2003, Environmental Assessments were completed for improvements to both systems. Subsequent to these reports, the following modifications and updates occurred: existing freshwater wells and the sixteen-mile water transmission line were plugged and abandoned; two new saltwater wells were drilled near the water treatment facility; a reverse osmosis treatment system was installed at the water treatment facility; deteriorating sections of the wastewater collection system were upgraded; and the Wastewater Treatment Plant was raised eleven feet to make the facility less vulnerable to hurricanes (Flamingo Commercial Services Plan/Environmental Assessment, 1-36).

Character-defining Features:

Feature: Basins 1 and 2 (Marina)

Feature Identification Number: 149443

Type of Feature Contribution: Contributing

Feature: Basin 3 (Visitor Center)

Feature Identification Number: 149445

Type of Feature Contribution: Contributing

Feature: Basin 4 (Maintenance Area)

Feature Identification Number: 149447

Type of Feature Contribution: Contributing

Feature: Buttonwood Canal

Feature Identification Number: 149449

Type of Feature Contribution: Contributing

Feature: Eco Pond

Feature Identification Number: 149451

Type of Feature Contribution: Non Contributing

Feature: Wastewater Treatment Plant

Feature Identification Number: 149453

Type of Feature Contribution: Non Contributing

Feature: Water Treatment Facility

Feature Identification Number: 149455

Type of Feature Contribution: Non Contributing

Landscape Characteristic Graphics:



FIGURE 32. Basin 2 at the Flamingo marina. The wooden finger docks in this photograph were replaced with concrete docks in 2009. Source: JMA.



FIGURE 33. Buttonwood Canal, looking north. Source: JMA.



FIGURE 34. Eco Pond in the dry season. Source: JMA.

Vegetation

There are two general vegetation patterns within the Flamingo Developed Area: naturally-occurring vegetation (whether native or naturalized) and planted ornamental

vegetation. Planted ornamental vegetation is associated primarily with individual use areas and, except in the camping areas, was planted to enhance individual buildings or building groups. Naturally-occurring vegetation is either native to the region (and can be beneficial or invasive in habit) or naturalized from plants brought to the site from outside the region, such as the coconut palm, which is not considered invasive (see below).

Native vegetation patterns in the Everglades are highly dependent on slight changes in elevation, water salinity, and soils. Primary native vegetation communities in and surrounding the area include coastal prairie, salt marshes, mangrove swamps, coastal dunes, and tropical hardwood hammocks.

The most common native vegetation type in Flamingo is the coastal prairie. Periodically flooded with saltwater from storms, this vegetation community is dominated by salt-tolerant succulents and grasses that can withstand the high salinity conditions. These plants include saltwort (*Batis maritima*) and glasswort (*Salicornia* sp.). In addition, thick stands of mangroves have been allowed to develop and flourish along the water's edge. These stands are native in this location and trap the carbonate mud that stabilizes the prairie.

Planted vegetation can be found in the more highly developed areas of Flamingo, including around the visitor center, along the Main Park Road, in the residential areas, and in the camping areas. Some of this vegetation is native to the Everglades, such as gumbo limbo (*Bursera simaruba*), West Indies mahogany (*Swietenia mahagoni*), Paurotis palm (*Acoelorrhapha wrightii*), Royal palm (*Roystonea elata*), sabal palm (*Sabal palmetto*) and sea grape (*Coccoloba uvifera*). While these species are native, they do not necessarily naturally occur together in the same community; nonetheless, they were used together in the palate of ornamental plantings at Flamingo. Other planted vegetation, such as the coconut palm (*Cocos nucifera*), is now naturalized to the area (Nelson 128). The Flamingo Developed Area also includes approximately 130 acres of mown turf, predominantly common Bermuda grass (*Cynodon* sp.).

Historic plans document at least three campaigns of ornamental plantings that have occurred in the developed area around the visitor center, marina, lodge, group camping and picnic area, residential areas, and camping loops; the first was in 1958. Following damage to the site by Hurricane Donna in September 1960, a new planting campaign was implemented in the early 1960s. Further planting was implemented in 1978 (Refer to NPS drawings EVER 160-3112A dated 1958, EVER 160-3242 dated 1964, and EVER 160-41018 dated 1978).

A comparison of historic planting plans with existing conditions suggest that a number of plants around the Flamingo visitor center have survived from 1958, including several Paurotis palms, at least two sea grapes, one specimen that was part of an original cluster of six Jamaica thatchpalm (*Thrinax parviflora*), and at least one coco-plum (*Chrysobalanus icaco*) (Fig. 35). However, the integrity of these plantings is threatened by volunteer vegetation, such as gumbo limbo trees, that are shading out and otherwise affecting the growth of the original plantings. The "Narrative Report" summarizing planting activities in 1958 also lists a number of other

species that were reported as planted at the visitor center and other locations throughout the park. These included natal plum (*Carrisa grandifolia*), pittosporum (*Pittosporum tobira*), wild century plant (*Agave neglecta*), and prickly pear (*Opuntia* sp.), but these were not observed at the site during the field work for the CLI.

It also appears that most of the mahoganies and gumbo limbos planted to shade the visitor center parking lots, the marina parking lot, and the large lawn to the west of the marina have also survived from the 1958 work (Fig. 36). However, although many coconut and sabal palms were planted in 1958, particularly to line the drives in this area, very few survive from that period (Fig. 37). It is likely that many of the coconut and sabal palms were killed by lethal yellowing disease, which was first detected in south Florida in 1970; many palms planted prior to the 1970s were not resistant to this disease (Information provided by Jimi Sadle, Everglades National Park botanist, via e-mail to the project team, 2010). Photographs from 1958 indicate that palms were also planted around the service station on the Main Park Road, but the station is now shaded by a grove of mahogany (refer to Buildings and Structures, below).

Ornamental and shade trees were also planted around the first staff housing unit (building 416), constructed circa 1956–1957. Following the palette established for other parts of the developed area, trees included mahogany, gumbo limbo, coconut palm, and sabal palm. A number of trees that appear to have survived from this period are still in existence in this area (for more information, refer to Buildings and Structures, below).

Around 1958, the Flamingo lodge site was planted with many of the same species installed elsewhere at Flamingo, including mahogany, sabal palm, coconut palm, saw cabbage palm, and sea grape. Additional species included box briar (*Randia aculeata*, often called indigoberry) and Spanish bayonet (*Yucca aloifolia*). Several of the originally-planted mahogany, sabal palm, coconut palm, and Spanish bayonet still remain on the site. A planting plan dated 1978 shows a wide range of additional tropical species, such as inkwood, wax myrtle, and necklace pod, but either these were never planted or did not survive to the present. In addition, a photograph of the lodge pool area shows at least two Norfolk Island pines, a large unidentified palm, and a row of what appear to be coco-plums (Fig. 38). This grouping provided an exotic screening layer between the pool and the west arm of the lodge. None of these plants remain today.

Planting plans were developed in 1964 for the extension of Flamingo lodge, the duplex cottages, and other planted areas at Flamingo. Tree species indicated in these plans included coconut palm, mahogany, gumbo limbo, and sabal palm (NP-EVE 3242). Other species used included sea grape, scrub palmetto, natal plum, Sea Isle ixora (likely *Ixora coccinea*), and Spanish bayonet. Several of the sabal palms planted during that time still exist on the site.

Also in 1958, planting plans were developed for the group camping and picnic area and camping loop A (NP-EVE 3112-A). It appears that a few trees and shrubs may remain from the 1958 planting effort (Fig. 39). Plans may have also been developed for the other camping loops when they were built, but no drawings not been located. The same plant palette used throughout

Flamingo was also used for these areas and included gumbo limbo, mahogany, coconut palm, sabal palm, sea grape, and Spanish bayonet. Other planting campaigns were conducted in 1976 and 1978 and also covered Camping loops B, C, and T, but they may have not been implemented because none of the newly-proposed plants were seen in the field during the CLI survey (160-60251-A and 160-41018).

Character-defining Features:

- Feature: Native Coastal Prairie vegetation
Feature Identification Number: 149457
Type of Feature Contribution: Contributing
- Feature: Mangrove stands
Feature Identification Number: 149459
Type of Feature Contribution: Contributing
- Feature: Original Flamingo VC ornamental planting
Feature Identification Number: 149461
Type of Feature Contribution: Contributing
- Feature: Mahogany trees around service station
Feature Identification Number: 149463
Type of Feature Contribution: Non Contributing
- Feature: Shade trees & palms at residential area
Feature Identification Number: 149465
Type of Feature Contribution: Contributing
- Feature: Shade trees and palms at Flamingo lodge
Feature Identification Number: 149467
Type of Feature Contribution: Contributing
- Feature: Main Park Dr., d/w & parking lot trees
Feature Identification Number: 149469
Type of Feature Contribution: Contributing
- Feature: Trees in group camp, picnic & camp loop
Feature Identification Number: 149471

Type of Feature Contribution: Contributing

Feature: Bermuda turf

Feature Identification Number: 149473

Type of Feature Contribution: Contributing

Landscape Characteristic Graphics:



FIGURE 35. Vegetation growing on the inland side of the visitor center. Source: JMA 2009.



*FIGURE 36. Gumbo limbo and mahogany planted to shade the visitor center parking lot.
Source: JMA 2009.*



FIGURE 37. A row of palms planted in summer 1958 lines one of the parking lot drives in front of the Flamingo visitor center, photograph dated 1959. Source: EVER archives, accession No. 406, box No. 9, folder "Flamingo: Grading, Seeding, Planting, and Pic



FIGURE 38. Exotic screen plantings around the Flamingo lodge swimming pool, seen in undated photograph prior to alteration of the porches in 1967–1968. Source: EVER archives, scanned photograph provided by park staff, image 16361.



FIGURE 39. Gumbo limbo and mahogany continue to shade the camping areas. Source: JMA 2009.

Circulation

Circulation within the Flamingo Developed Area today consists primarily of asphalt-paved roads, drives, and parking areas that provide access to the various use areas throughout the site. There are also three formal unpaved trails and a number of informal dirt trails. Additional circulation occurs along the waterways in Florida Bay and Buttonwood Canal.

Until the twentieth century, the primary mode of transportation to Flamingo was by boat through the bay. The first formal road to reach Flamingo was an extension of the Ingraham Highway, which reached Royal Palm Hammock in 1916 and Flamingo by 1922 (Tebeau 157). This road was unpaved and difficult to travel; wet conditions often forced goods and passengers to travel by boat to avoid the worst mud holes (Fig. 40). The National Park Service paved the road with gravel in the 1940s as an interim measure while the modern road was under construction and then completed the paving in 1956 concurrent with the realignment of the section within the Flamingo Developed Area.

The Mission 66 planning principles that guided the development of Flamingo and other parks called for one scenic road through a park that “could strike the necessary compromise between automotive access and landscape preservation” (Carr, 257). One of the goals of the program was to encourage a separation of visitors from the landscape; circulation that allowed visitors to have a visual rather than physical relationship with the landscape was preferred. The current Main Park Road was a realignment of the Ingraham Highway as an extension of State Road 9336, and was technically considered a “reconstruction” of the old Ingraham Highway (Carr 288). The Flamingo Developed Area marks the end of the thirty-eight-mile state road, which is the only way to access the site by vehicle. The two-lane road is paved with asphalt, and a grassy median strip divides the road as it enters Flamingo (Fig. 41). This design is consistent with one of the goals of Mission 66, which was smooth and uninterrupted visitor circulation (Carr, 143-144). Where the road crosses over the Buttonwood Canal, a low concrete bridge allows boats to pass underneath the roadway. Past the former lodge area, the road becomes undivided, and has several small pull-off locations to access wayside and trails (Fig. 42). Most of these pull-offs have interpretive signage, which is typical of Mission 66 sites. This signage encouraged a passive relationship with the landscape, allowing for visitors to stop and learn about the park without direct interaction. The Main Park Road forks as it approaches the campgrounds, with one spur leading to the group camping and picnic area and ending in a loop at the amphitheater, and the other leading past the fee station to the car and trailer camping loops (Fig. 43).

Branching off from the Main Park Road are several smaller access roads, both paved and unpaved. East of the Buttonwood Canal, a two-lane asphalt road leads south toward the Flamingo Maintenance Area, just beyond which it turns east to the NPS Staff/Concessionaire Housing Area before ending in a small loop at the Chickee (see Buildings and Structures, below). A similar road leads to the duplex cottage site west of the visitor center. Neither of these roads is open to the public. An unpaved gravel road heading north from the main road to the Wastewater Treatment Plant complex is also closed to the public. Parallel to the Buttonwood Canal, the unpaved Bear Lake Road runs north toward the Bear Lake Trail and is open to vehicular, pedestrian, and cycling traffic.

Three camping loops are accessed from the western end of the Main Park Road. Each loop is characterized by a one-way asphalt road encircling the camping area with several one-way driveways leading off the loop road on one side and reconnecting on the other (Fig. 44). Each of these driveways has several asphalt spurs leading to individual campsites. This design is consistent with principals for campsite design adopted in the 1930s by the U.S. Forest Service and later refined by the National Park Service. As recommended by E.P. Meinecke around 1934, campsites were to be accessed by short spurs angled at approximately 45 degrees off of one-way roads (Meinecke 1934: 7 and 13) (Fig. 45). The purpose of this design was to minimize damage to the natural features of parks that had occurred during the early years of unfettered public use. This design made it convenient for drivers to easily locate empty sites and park quickly without having to turn around or pass other cars. The design was refined only

a few years later by the National Park Service to accommodate pull-through access for cars with trailer (Good: 5 and 15) (Fig. 46). Following these principals, camping loop A was constructed in 1958, Loops B and C in 1964, and Loop T several years later (refer to Fig. 1). The campsite access design from 1934 was adopted for Loops A, B, and C, and the pull-through design for trailers was adopted for Loop T.

Pedestrian trails associated with the Flamingo Developed Area include the unpaved Coastal Prairie Trail, the paved Guy Bradley Trail, and the unpaved Eco Pond Loop. The Coastal Prairie Trail can be accessed from the end of camping loop C and follows the path of the old road that led through buttonwood stands and across the coastal prairie to the Flamingo settlement (Fig. 47). Along the shoreline, the Guy Bradley Trail, named for a federal game warden who lived in Flamingo and was murdered by plume hunters, provides a shortcut between the visitor center and the amphitheater and camping areas (Fig. 48). The Eco Pond Loop is a short walk on a grassed berm around the Eco Pond, a haven for wading birds and other wildlife (Fig. 49). An informal unpaved pedestrian path parallels the Main Park Road, indicating heavy but as-yet unsanctioned use (Fig. 50).

The manmade Buttonwood Canal (previously called the Flamingo Canal) marks the beginning of the Wilderness Waterway that extends north from Florida Bay, through the Whitewater Bay, and winds northwest to Everglades City (Fig. 51). The part of the canal south of the Homestead Canal was established in 1922 as part of a larger canal-building effort to bring settlers and trade to the area (Tebeau 136). The canal was widened by the National Park Service in 1957 and extended north to Coot Bay as a boating route (Public Hearing Record 1977, 6). In 1982, a plug with a boat hoist was constructed on the canal between basins 1 and 2 to stop salt water intrusion into Coot and Whitewater Bays (Statement for Management revised 1982, 16). Today, the canal is open to shallow draft boats, canoes, and kayaks, and a narrated boat tour to Whitewater Bay operates out of the Flamingo marina.

Other circulation features within the Flamingo Developed Area include concrete sidewalks and boat ramps associated with the visitor center and marina complex. Several of these sidewalks serve to direct visitors from the large parking lots toward the visitor center and marina buildings, and others provide walking paths around the complex (Fig. 52). A steep concrete ramp provides access to the second floor entrance to the visitor center and observation breezeway; an elevator was installed in 2000 to supplement access (refer to Buildings and Structures, below). At the amphitheater, a recently added asphalt-paved sidewalk allows pedestrian access from the road loop and also leads to the head of the Guy Bradley Trail (refer to Fig. 48).

In addition to these features, a number of parking lots are available within the site. The largest of these are at the visitor center and marina complex and provide a large number of spaces for personal vehicles, RVs or buses, and boat trailers (Fig. 53). These parking areas are connected to a web of small access roads in and around the complex. Five small parking areas are provided at the group camping and picnic area on each side of the road, and another small parking area is available near the Eco Pond (Fig. 54). Parking was previously available at the lodge complex, though this area is now closed to the public (Fig. 55). Visitors are also allowed to park on either side of the main road [Park, please confirm].

Character-defining Features:

Feature: Main Park Road (State Highway 9336)
Feature Identification Number: 149475
Type of Feature Contribution: Contributing

Feature: Maintenance/Residential Road
Feature Identification Number: 149477
Type of Feature Contribution: Contributing

Feature: Camping Loops A, B/C, and T
Feature Identification Number: 149479
Type of Feature Contribution: Contributing

Feature: Coastal Prairie Trail
Feature Identification Number: 149481
Type of Feature Contribution: Contributing

Feature: Guy Bradley Trail
Feature Identification Number: 149483
Type of Feature Contribution: Contributing

Feature: Eco Pond Loop Trail
Feature Identification Number: 149485
Type of Feature Contribution: Non Contributing

Feature: Visitor Center/Marina Sidewalks
Feature Identification Number: 149487
Type of Feature Contribution: Contributing

Feature: Visitor Center/Marina Parking Lots
Feature Identification Number: 149489
Type of Feature Contribution: Contributing

Feature: Group Camping and Picnic Area Parking
Feature Identification Number: 149491
Type of Feature Contribution: Contributing

Feature: Waterways (Buttonwood Canal & FL Bay)

Feature Identification Number: 149493

Type of Feature Contribution: Contributing

Landscape Characteristic Graphics:



FIGURE 40. Old Ingraham Highway prior to its reconstruction and paving in the late 1940s. Source: EVER archives, scanned photograph provided by park staff, image 15174.



FIGURE 41. Divided Main Park Road within the Flamingo Developed Area. Source: JMA 2009.



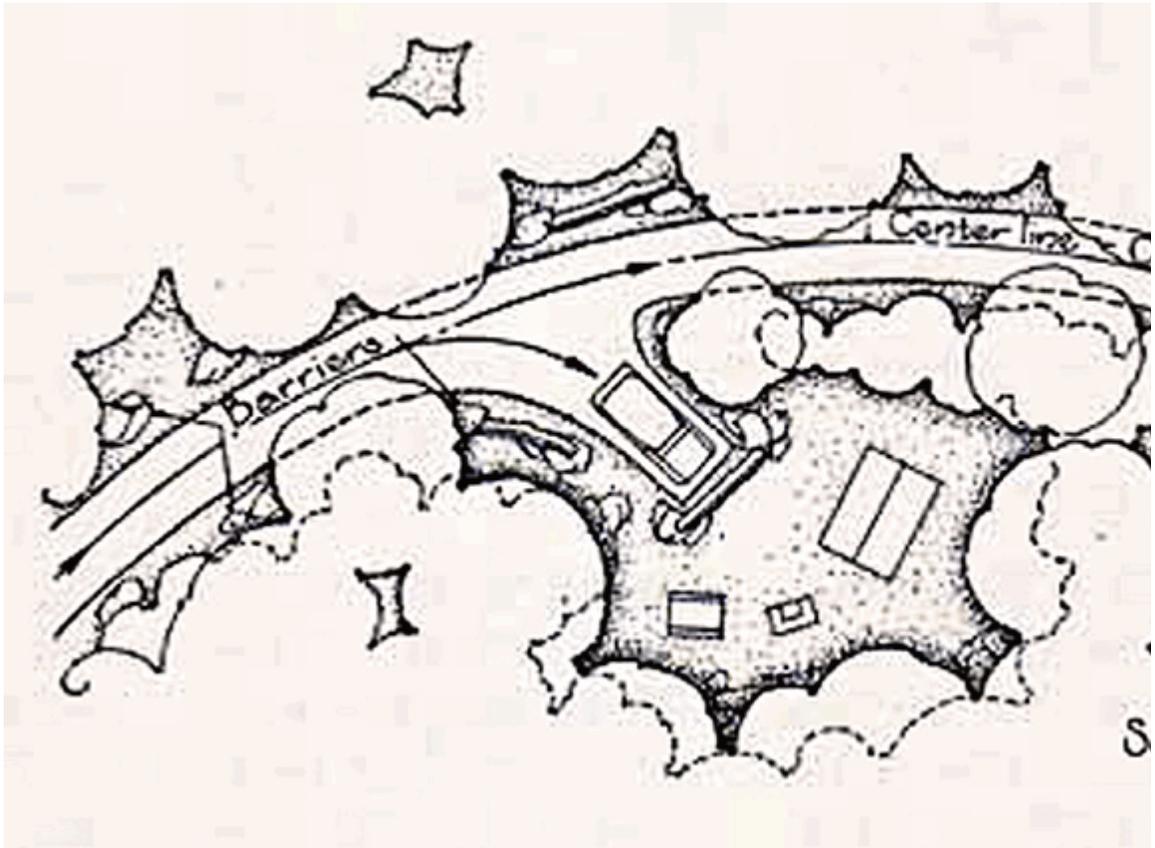
FIGURE 42. Pull-off from Main Park Road for interpretation and trail access. Source: JMA 2009.



FIGURE 43. Fee station at entrance to camping loops. Source: JMA 2009.



FIGURE 44. Pattern of drives and parking spaces within camping loops. Source: JMA 2009.



*FIGURE 45. One-way road with campsite spur design, originally proposed by Meinecke.
Source: Albert H. Good, *Park and Recreation Structures, Part III, vol. 2* (National Park Service, 1938, reprint by New York: Princeton Architecture Press, 1999), 9.*

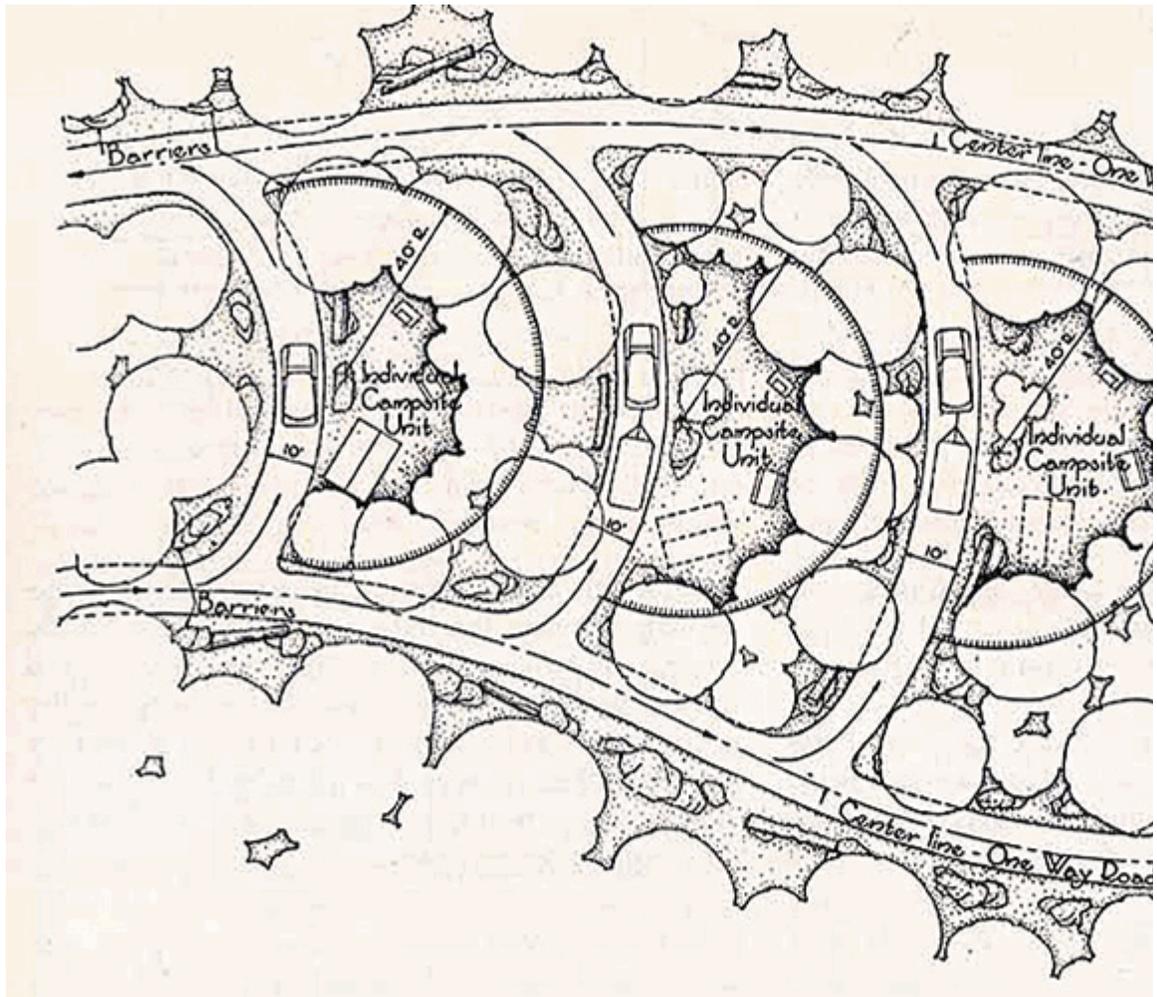


FIGURE 46. One-way road with pull-through trailer site design. Source: Albert H. Good, *Park and Recreation Structures, Part III, vol. 2* (National Park Service, 1938, reprint by New York: Princeton Architecture Press, 1999), 15.



FIGURE 47. Eastern end of Coastal Prairie Trail. Source: JMA 2009.



FIGURE 48. Head of Guy Bradley Trail. Source: JMA 2009.



FIGURE 49. Eco Pond Trail. Source: JMA 2009.



FIGURE 50. Informal unpaved pedestrian path that parallels the Main Park Road. Source: JMA 2009.



FIGURE 51. Southern end of Buttonwood Canal. Source: JMA 2009.



*FIGURE 52. Curved concrete sidewalk leading from the visitor center to the marina.
Source: JMA 2009.*



FIGURE 53. Parking areas for the Flamingo visitor center and marina. Source: JMA 2009.



FIGURE 54. Typical pull-off parking at the group camping and picnic area. Source: JMA 2009.



FIGURE 55. Parking area at the site of the Flamingo lodge. (Buildings were demolished in 2009.) Source: WJE 2009.

Buildings and Structures

Buildings and structures that exist at the Flamingo Developed Area today were all constructed after 1956 to serve as facilities for this newly-established section of Everglades National Park. These facilities replaced the original Flamingo settlement, a complex of unpaved roads, buildings, docks, and piers that was located along the edge of Florida Bay in the area that today hosts picnicking, tent camping, and the loop campgrounds (refer to Fig. 8 and Fig. 9). The complex included a circa 1893 post office, various small shacks and houses built on stilts, a small horse-powered (later steam-powered) mill used to grind sugarcane, piers and docks at the waterfront, and a small store. Larger structures included the “Roberts Hotel,” a two-story house on pilings, which was converted into a hotel in 1915 and served visitors until it was destroyed in 1926 by a hurricane. Another large wood-frame house stood eight feet above the ground on stilts and served as an early park ranger’s quarters before it was removed in 1960 after damage from Hurricane Donna. A smaller grouping of buildings and piers was located further to the west along the cape, including a long clubhouse with five rooms and a screened

dining area served as a motel for visitors and land developers (Tebeau 142-160). The exact locations of these buildings are unknown (Griffin 185). Today, no above-ground evidence remains from the original Flamingo settlement in the areas filled and graded for the Mission 66 development; cisterns and other artifacts remain along the coastal trail toward Cape Sable.

Several of the structures that exist on the site today were constructed as a part of the Mission 66 program, including the Flamingo visitor center, the service station, the marina store, and some of the staff housing buildings. All were designed in the modernist spirit of Mission 66 architecture, which in itself reflected American design trends of the period. These trends focused on efficiency, use of modern materials, and control of labor costs. The purpose of Mission 66 architecture “was not...for atmosphere, whimsy, or aesthetic pleasure, but for change: to meet the demands of an estimated eighty million visitors” (Carr, 137–138).

The Flamingo visitor center was constructed in 1957 based on a design conceived by Cecil Doty and implemented by the site restaurant and motel concessionaire’s architect, Harry L. Keck, Jr., of Coral Gables (Figs. 56 and 57). The building is composed of two concrete and steel pavilions clad in thin-cut Keystone and connected by a long covered second-floor porch supported by thin steel columns, or, pilotis. The building evokes the work of other modernist architects, such as Le Corbusier, with its main floor raised high on columns, its dramatic ramped entrance, horizontal bands of windows, geometrical massing, asymmetrical plan, and steel and concrete construction. The composition of the two pavilions, raised porch, and pilotis frame a dramatic vista to Florida Bay, beyond. The sweeping ramped entrance concept was repeated at least one other time by Doty in conceptual plans for the Quarry visitor center at Dinosaur National Monument (1958, designated a National Historic Landmark in 2001). Visitors recollect that the stuccoed walls of the visitor center were once painted pink (Fig. 58). In 2010, the visitor center was repainted in a historic color scheme, with coral pink stucco walls, light blue soffits, and teal blue and brown architectural details.

The smaller of the two pavilions was originally planned to accommodate visitor services, park offices, and a museum. The larger pavilion was constructed for use by the concessionaire with a large restaurant, gift shop, and lounge. Today, the small pavilion remains in use as a visitor center, including a museum and offices. The restaurant and gift shop in the larger pavilion were closed after damage sustained during the 2005 hurricane, and this portion of the building is currently vacant. Concrete repair and recoating work were implemented in 2010 at the visitor center. As part of this project, the open first floor area below the concessionaire restaurant was enclosed by new insect screening to serve as a temporary snack bar. A trailer located adjacent to the new screen enclosure provided food service space.

Other buildings that were completed at the same time as the visitor center include the service station (1957), the marina store (1957, renovated in 1993), and portions of the Flamingo lodge (1957, demolished in 2009). All these buildings share similar Mission 66 design characteristics, such as flat roofs, steel and concrete construction, horizontal window bands, geometrical massing, pilotis, and Keystone cladding. All of these buildings were also significantly affected

by Hurricane Donna in September 1960 and subsequently repaired.

The service station is located on the Main Park Road between the visitor center and the marina. It appears in photographs from early 1957, and was completed prior to construction of the visitor center (Fig. 59). It shares many design features with that building, including a flat roof supported by pilotis, its simple geometry, large windows, and Keystone exterior cladding. The service station is no longer in use; it was abandoned after the 2005 hurricanes.

The marina store was constructed at the same time as the service station (Fig. 60). However, the building was extensively remodeled in 1993 following damage sustained during Hurricane Andrew in 1992 and no longer retains its historic character. Also located at the marina area are a number of small structures, all of which post-date the Mission 66 era, including the house boat office on the peninsula of land between basin 1 and the boat launch ramp (Fig. 61), the tour boat ticket office south of the marina store (Fig. 62), and the adjacent canoe livery shed (Fig. 63). A fourth small structure, the dock master office, which was located near the edge of basin 2, was destroyed by the 2005 hurricanes. The fish-cleaning building, located across basin 2 and north of the boat launch ramp, was constructed during the Mission 66 era and largely retains its original exterior character (Fig. 64).

The Flamingo lodge was constructed around the time of the Flamingo visitor center to provide overnight accommodations for visitors not interested in tent or trailer camping (Fig. 65). The Flamingo lodge shared many design characteristics with the visitor center, including strong horizontal lines, pilotis, Keystone cladding, an asymmetrical plan, and a vista towards Florida Bay framed by buildings and the pilotis. The lodge complex was constructed in two phases: the first five buildings, including the central lodge and its symmetrical flanking buildings, were completed in 1957. The second phase, which included two buildings farther west, was completed in 1964. The swimming pool was constructed in 1959. The pool was abandoned, filled in, and topped with a concrete slab in 2004. The lodge was closed due to damage from the 2005 hurricane, and the entire complex was demolished in 2009.

Other buildings that were constructed during the first campaign at Flamingo include one four-unit residential building for park staff in the housing area (building 416) (Fig. 66). Architectural plans for this building (labeled "On-the-Job Quarters") are dated May 1956, and it is visible in an aerial view of the site from early 1957 (refer to Fig. 11). During the 1960s, two apartment buildings for NPS staff were completed at the housing area (Fig. 67). Also, five buildings were completed as concessionaire staff housing, one of which exists today (Fig. 68). In addition to the permanent structures, trailer housing has been present at the site from the earliest period of development to the present day.

The "Chickee," a screened dining hall, was constructed in 1972 (Fig. 69). Six additional residence buildings for park and concessionaire staff were constructed during the 1980s (Figs. 70 through 72), and two new housing buildings were added to the east end of the site in 2009 (Fig. 73). Three of the 1960s concessionaire housing buildings were demolished in the mid-2000s, and one building was destroyed in the hurricanes of 2005.

The maintenance area was primarily constructed between March 1959 and March 1960. Plans

for grading and resurfacing the main park road and the Flamingo Developed Area roads, with as-built plans dated 1959, show a “marl borrow pit” at the approximate location of the maintenance area. The fully-constructed facility appears in the 1968 plan mentioned above, including the incinerator, can wash, boat shelter, maintenance office, and boat shop. The boat shelter, the maintenance office, and boat shop all display characteristics that date these structures to the Mission 66 period, including flat roofs, horizontal bands of windows in the case of the equipment storage building, pilotis in the case of the shop, and the exposed concrete structural forms of the boat shelter (Fig. 74 through Fig. 76). East of the boat shop is a small building now used for paint storage (building 420, Fig. 77). North of the paint storage building is a disused, wood-framed shed, formerly used for pesticide storage (building 426, Fig. 78). The north half of the maintenance office was demolished in 2009. South of the maintenance area boat basin are two other buildings that date to the Mission 66 era: the former electrical generating plant, now used as a warehouse (Fig. 79), and the concessionaire warehouse (Fig. 80). Although dating to the Mission 66 era, both of these structures have been somewhat altered. Between the two warehouses is a small equipment maintenance building (Fig. 81).

Plans from 1968 also indicate the location of the Flamingo utility area and show a water storage tank, a standpipe, an FM antenna, and a lagoon. The standpipe appears in a photograph from 1957 (refer to Fig. 11). Similar facilities can be found in the same location today, although it is possible that these buildings were constructed somewhat later than the standpipe (Fig. 82).

To the west of the Flamingo lodge, a cluster of duplex cottages was constructed for overnight accommodations in 1964. These cottages were later used by concessionaire staff, but were extensively damaged during the hurricane of 2005 and completely demolished in 2006 (Flamingo Commercial Services Plan/Environmental Assessment, 3-86). Their appearance and condition prior to the hurricane are not known; all that remains are their concrete slabs and a single small utility building (Fig. 83).

Park comfort stations appear throughout a series of planting plans developed in 1958 for the group camping and picnic area, the trailer area (loop T), and the campground (loops A, B, and C). Their original appearance is shown in historic photographs and drawings (Fig. 84), but they were all replaced by new buildings constructed of rusticated concrete block in several phases of work between 1993 and 2005 (Fig. 85). Including those at the group camping and picnic area, nine comfort stations exist today in the campground.

Structures within the Flamingo Developed Area include the walls of basins 1, 2, 3, and 4 and the Buttonwood Canal plug and boat lift (Figs. 86 and 87). The walls of basins 1, 2, and 3 were constructed in 1955 as part of the original development of the site, and the walls of basin 4 were constructed in 1959 just prior to the development of the maintenance area. (Refer to Constructed Water Features for more information.) The Buttonwood Canal plug and boat lift structures were constructed in 1982; the boat lift was removed in 2009.

The amphitheater structure is located at the east end of the group camping and picnic area (Fig.

88). The current structure was built in 2009 to replace a previous amphitheater on the same site that was destroyed by the 2005 hurricanes.

Utility systems within the Flamingo Developed Area include water, telephone, electrical, and sewage lines. The generating plant for electricity was in partial operation in January 1957 and in full operation by January 1958 to serve the site. This structure (building 467) is currently used as a warehouse (refer to Fig. 79). It is assumed that electrical lines were installed throughout the planned use areas in 1957. Underground water utilities were installed throughout the site between September 1957 and March 1958. All services were extended to the additions made to the Flamingo lodge in 1964, but the sewage pumping station is the only feature that remains above ground in this area (NP-EVE 3236A). In 1973, water, sewer, and electrical services were either extended or upgraded in the residential area as evidenced by working drawings (NPS 160-60262), and drawings from 1978 indicate that sewage service was extended to the concessionaire staff residential area at that time (NPS 160-60269).

Character-defining Features:

Feature:	Visitor Center
Feature Identification Number:	149495
Type of Feature Contribution:	Contributing
Feature:	Service Station
Feature Identification Number:	149497
Type of Feature Contribution:	Contributing
Feature:	Marina Store
Feature Identification Number:	149499
Type of Feature Contribution:	Non Contributing
Feature:	Fish Cleaning Shelter/Comfort Station
Feature Identification Number:	149501
Type of Feature Contribution:	Non Contributing
Feature:	House Boat Rental Office
Feature Identification Number:	149503
Type of Feature Contribution:	Non Contributing
Feature:	Tour Boat Ticket Office
Feature Identification Number:	149505
Type of Feature Contribution:	Non Contributing

Flamingo Mission 66 Developed Area
Everglades National Park

Feature: Canoe Livery
Feature Identification Number: 149507
Type of Feature Contribution: Non Contributing

Feature: Other Marina Structures
Feature Identification Number: 149509
Type of Feature Contribution: Contributing

Feature: Duplex Group Utility Building
Feature Identification Number: 149511
Type of Feature Contribution: Non Contributing

Feature: Maintenance Area: Paint Storage
Feature Identification Number: 149513
Type of Feature Contribution: Non Contributing

Feature: Maintenance Area: Maintenance Office
Feature Identification Number: 149515
Type of Feature Contribution: Non Contributing

Feature: Maintenance Area: Boat Shop
Feature Identification Number: 149517
Type of Feature Contribution: Contributing

Feature: Maintenance Area: Boat Shelter
Feature Identification Number: 149519
Type of Feature Contribution: Contributing

Feature: Concessionaire Warehouse, NPS Maint.
Feature Identification Number: 149525
Type of Feature Contribution: Contributing

Feature: Equipment Maintenance Building
Feature Identification Number: 149521
Type of Feature Contribution: Non Contributing

Flamingo Mission 66 Developed Area
Everglades National Park

Feature: Electrical Generating Plant/Warehouse

Feature Identification Number: 149523

Type of Feature Contribution: Contributing

Feature: Maintenance Area: Other Sheds

Feature Identification Number: 149527

Type of Feature Contribution: Non Contributing

Feature: Water Plant, Tank, and Radio Tower

Feature Identification Number: 149529

Type of Feature Contribution: Non Contributing

Feature: Chickee

Feature Identification Number: 149531

Type of Feature Contribution: Non Contributing

Feature: Residential Building No. 412

Feature Identification Number: 149533

Type of Feature Contribution: Non Contributing

Feature: Residential Building No. 413

Feature Identification Number: 149535

Type of Feature Contribution: Non Contributing

Feature: Residential Building No. 416

Feature Identification Number: 149537

Type of Feature Contribution: Contributing

Feature: Residential Building No. 440

Feature Identification Number: 149539

Type of Feature Contribution: Contributing

Feature: Residential Building No. 441

Feature Identification Number: 149541

Type of Feature Contribution: Non Contributing

Feature: Residential Building No. 442

Flamingo Mission 66 Developed Area
Everglades National Park

Feature Identification Number: 149545
Type of Feature Contribution: Non Contributing
Feature: Residential Building No. 443
Feature Identification Number: 149543
Type of Feature Contribution: Non Contributing
Feature: Residential Building No. 444
Feature Identification Number: 149547
Type of Feature Contribution: Non Contributing
Feature: Residential Building A
Feature Identification Number: 149549
Type of Feature Contribution: Non Contributing
Feature: Residential Building B
Feature Identification Number: 149551
Type of Feature Contribution: Non Contributing
Feature: Residential Area Laundry
Feature Identification Number: 149553
Type of Feature Contribution: Non Contributing
Feature: Residential Area Trailer Pads
Feature Identification Number: 149555
Type of Feature Contribution: Non Contributing
Feature: Nine (9) Comfort Stations
Feature Identification Number: 149557
Type of Feature Contribution: Non Contributing
Feature: Campground Fee Booth
Feature Identification Number: 149559
Type of Feature Contribution: Non Contributing
Feature: Basins
Feature Identification Number: 149561

Type of Feature Contribution: Contributing

Feature: Buttonwood Canal Plug and Boat Lift

Feature Identification Number: 149563

Type of Feature Contribution: Non Contributing

Feature: Amphitheater

Feature Identification Number: 149565

Type of Feature Contribution: Non Contributing

Feature: Utility Systems

Feature Identification Number: 149567

Type of Feature Contribution: Non Contributing

Landscape Characteristic Graphics:



FIGURE 56. Inland side of the Flamingo visitor center. Source: JMA 2009.



FIGURE 57. Florida Bay side of the Flamingo visitor center. Source: JMA 2009.



*FIGURE 58. The visitor center was painted pink at the time this postcard was produced.
Source: NPS.*



FIGURE 59. View of the service station, 2009. Source: JMA 2009.



FIGURE 60. Marina store, 2009. Source: WJE 2009.



FIGURE 61. The house boat rental office, building 415, originally titled the launching ramp and hoist service building and known as the bait shop (scheduled by Park Facilities for demolition in 2011). Source: WJE 2009.



FIGURE 62. The tour boat ticket office, building 467, which also supports fuel vending and canoe/kayak rental. Source: WJE 2009.



FIGURE 63. The canoe livery shed, building 492, built after the 2005 hurricanes in place of an earlier structure. Source: WJE 2009.



FIGURE 64. Fish-cleaning building. Source: JMA 2009.



FIGURE 65. Flamingo lodge prior to its demolition in 2009. Source: JMA 2009.



FIGURE 66. Housing building 416, the first permanent staff housing building built at Flamingo during the Mission 66 era. Source: WJE 2009.



FIGURE 67. Housing building 439; building 440 is similar. Source: WJE 2009.



FIGURE 68. Housing building 486, the last surviving structure of a complex of five similar 1966 concessionaire housing buildings, was demolished in 2010. Source: WJE 2009.



FIGURE 69. The “Chickee” in the NPS Staff/Concessionaire Housing Area. Source: WJE 2009.



FIGURE 70. Housing building 441; building 442 is similar. Source: WJE 2009.



FIGURE 71. Housing building 444; building 443 is similar. Source: WJE 2009.



FIGURE 72. Housing buildings 413; building 412 is similar. Source: WJE 2009.



*FIGURE 73. One of two similar housing buildings built at the east end of the site in 2009.
Source: WJE 2010.*



FIGURE 74. The boat shelter in the Flamingo Maintenance Area. Source: JMA 2009.



FIGURE 75. The boat shop in the Flamingo Maintenance Area. Source: JMA 2009.



FIGURE 76. The maintenance office in the Flamingo Maintenance Area; the north half of this structure was demolished in 2009. Source: WJE 2010.



FIGURE 78. The disused pesticide storage shed, building 426, north of the paint storage building. Source: WJE 2010.



FIGURE 79. The former electrical generating plant, now used as a warehouse, building 467. Source: WJE 2009.



FIGURE 80. The concessionaire warehouse, building 469. Source: WJE 2009.



FIGURE 81. The equipment maintenance building, building 414. Source: WJE 2009.



FIGURE 82. Flamingo Utility Area in 2009. Source: JMA 2009.



FIGURE 83. Only a small utility building and concrete slabs remain at the duplex cottage group. Source: WJE 2009.

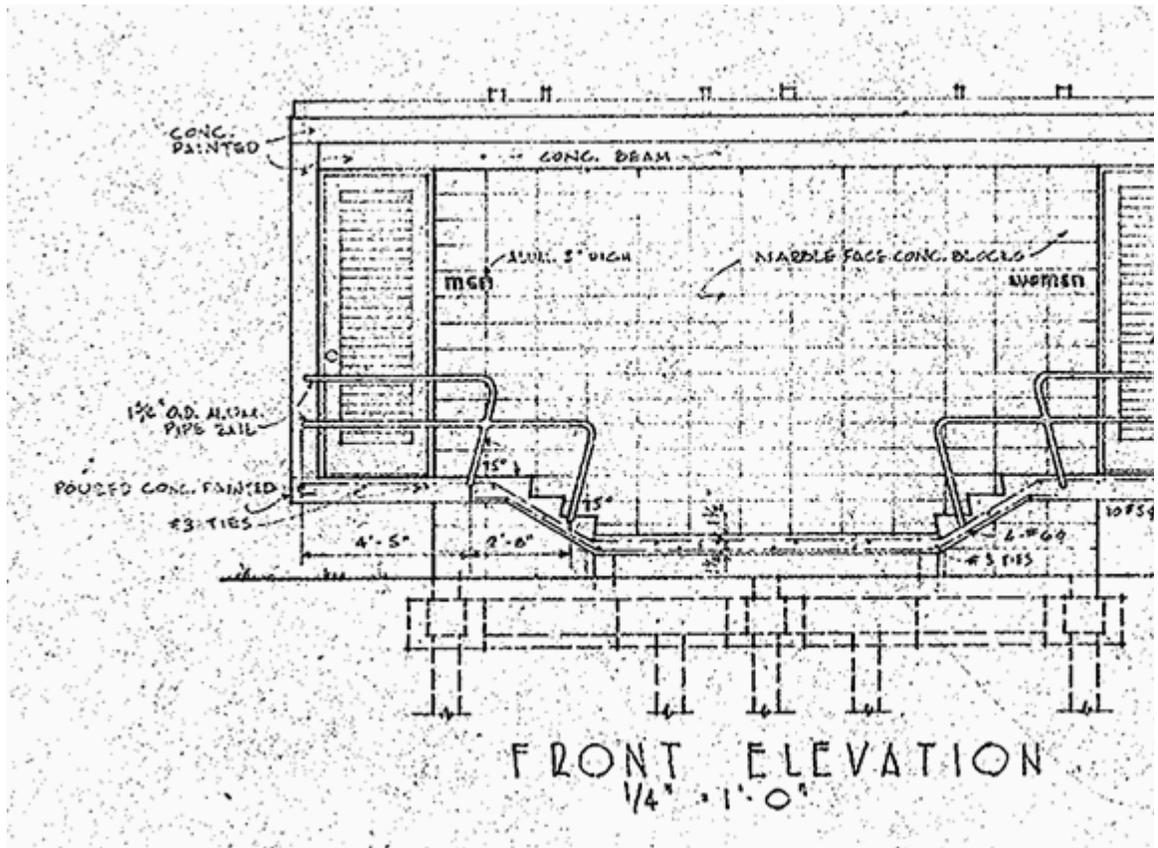


FIGURE 84. Drawing of the original comfort stations at the campground. Source: excerpt from NPS drawing 160-3029A dated August 10, 1956.



FIGURE 85. Comfort station (building 411) in the group camping and picnic area. Source: WJE 2009.



FIGURE 86. Basin 2 with Florida Bay in the background. Source: JMA 2009.



FIGURE 87. Buttonwood Canal boat lift, removed in 2009. Source: JMA 2009.



*FIGURE 88. Flamingo Amphitheater. Source: JMA 2009.  *

Views and Vistas

The central complex of the Flamingo Developed Area was designed to frame and maximize views to Florida Bay. The Flamingo visitor center was constructed in 1957 based on a design composed of two pavilions connected by a long covered second-floor porch supported by reinforced concrete columns. This composition frames a dramatic vista through the building to Florida Bay, beyond (Fig. 89). The second floor porch presents a series of sweeping views to the bay from a higher elevation (Fig. 90).

Florida Bay is also visible from numerous locations throughout Flamingo as the developed area was designed in a linear form following the shore to maximize visual access to the water. Views are alternately screened and revealed by clusters of mangroves and other native plants that are encouraged to establish themselves along the edge of the water. In some locations it appears that these plants were purposely cleared to present more dramatic views, particularly at the Group Camping Area where the Amphitheater is located (Fig. 91). Seating is arranged to

orient the audience so that entertainment is framed by a broad view of Florida Bay.

The winding Main Park Road presents a series of alternating views of the water and of the coastal prairie on its north side (refer to Fig. 21). Views into the coastal prairie are also more prevalent from the four camping loops at the west end of the developed area. Other sequential views include those framed by vegetation along the roads, drives, sidewalks, and trails within the developed area.

Of additional importance are views experienced from those traveling along waterways within the park, including from Florida Bay, within the marina basins, and along Buttonwood Canal.

Character-defining Features:

Feature: Vista to Florida Bay from Visitor Center

Feature Identification Number: 149569

Type of Feature Contribution: Contributing

Feature: Views to Florida Bay from various loc.

Feature Identification Number: 149571

Type of Feature Contribution: Contributing

Feature: Views to Coastal Prairie

Feature Identification Number: 149573

Type of Feature Contribution: Contributing

Feature: Views along roads, drives, sidewalks & t

Feature Identification Number: 149575

Type of Feature Contribution: Contributing

Feature: Views along waterways

Feature Identification Number: 149577

Type of Feature Contribution: Contributing

Landscape Characteristic Graphics:



FIGURE 89. Vista to Florida Bay through the visitor center. Source: JMA 2009.



FIGURE 90. View to Florida Bay from the visitor center second-floor breezeway. Source: JMA 2009.



*FIGURE 91. Partially screened view to Florida Bay from Amphitheater. Source: JMA 2009.  *

Small Scale Features

Most of the small-scale features existing within the Flamingo Developed Area today are typical of other national parks with camping and boating components (Fig. 92). Park furnishings within the site include moveable benches and picnic tables, moveable dumpsters and trash receptacles, outdoor grilles and firepits, docks and pilings in the marina, bollards and fencing, lighting, signage, and various above-ground utilities poles and small units. In addition to these items are the more distinctive Guy Bradley Memorial and the visitor center flagpole.

The Guy Bradley Memorial, located in a narrow planted strip between the sidewalk and the basin wall underneath the Flamingo visitor center breezeway, is composed of a large oolite boulder supporting a small bronze plaque (Fig. 93). The assemblage memorializes the game warden who was murdered on the outskirts of the village of Flamingo in 1905 while attempting to enforce wildlife protection laws. It was erected by the Tropical Audubon Society sometime after 1960 to replace an earlier marker that was destroyed by Hurricane Donna (McIver: 167).

The plaque from the earlier marker was later recovered and is now in the museum at the visitor center. Though not historic itself, the current memorial commemorates an important figure in the history of Flamingo whose death furthered the movement to conserve the Everglades, leading to the creation of the park.

A second distinctive site feature at Flamingo is the sixty-six-foot-tall metal flagpole in the style of a ship's mast located in the lawn panel between the Flamingo visitor center and the Main Park Road (Fig. 94). It was installed after the construction of the visitor center and marina and is currently painted white. A letter in the Everglades National Park archives notes that the flagpole was installed in July 1958. It is therefore considered a contributing feature of the site.

Most of the Mission 66-style furnishings appearing on 1958 plans do not survive from that period; these included ground-mounted concrete and cypress picnic tables, various styles of lighting, signage, concrete and oak benches, concrete block trash can enclosures, water fountains, and outdoor fireplaces. Some of these features are visible in photographs taken from 1958 to 1960, but it is unknown when they were removed (Fig. 95 and Fig. 96). Some of these original features may have been damaged by Hurricane Donna in September 1960 and not replaced. The only furnishings that appear to survive from the Mission 66 period are the concrete wheel stops in the parking areas (Fig. 97). These were not detailed on the 1958 plans, but do appear in 1958 photographs (Fig. 98). The wheelstops that currently exist on the site appear to be the same as shown in the 1958 photographs.

Lighting in the developed area consists of pole-mounted lights around the visitor center, marina, and parking lots; small rectangular lights mounted along the visitor center ramp; flood lights mounted on the fish cleaning station, the visitor center, and buildings in the maintenance area; post-mounted utility lights and aisle lighting at the amphitheater; and some street lights along the road in the residential area. It does not appear that any of these lights survive from the Mission 66 period. The original 1956 lighting plan for the visitor center, parking lots, and marina shows details for curb lighting and mounted post lighting that differ from the current lights.

Photographs taken in 1958 show several curb lights installed at the parking lot adjacent to the visitor center, as well as mushroom-style pole lights installed around the marina and visitor center complex (Fig. 99). These no longer exist; the current lighting fixtures in these areas are white, rounded, cage-like luminaries surrounding a plastic globe, mounted on silver metal poles (Fig. 100). Lighting in the amphitheater was installed during the 2009 reconstruction. It is unknown when the floodlights on various buildings or streetlights in the residential area were installed. Floodlights on the visitor center ramp were replaced in-kind in 1999.

Sign types in the Flamingo Developed Area include park, building, and trail identification signs; directional and traffic signs; plant identification signs; warning, rules, and regulations notices; wayside displays; and informational kiosks (Figs. 101 through 104). Signs appear throughout the park, though most are clustered along the Main Park Road, around the visitor center and marina complex, and within the campgrounds. It is unlikely that any of these signs survive from the Mission 66 period. No signs shown on early plans or photographs are extant. A few signs are

similar in style to details that appear on a 1978 planting plan of the camping loops, specifically the loop signs used to identify campsite sections and federal symbol signs. The plan calls for the loop signs to be “white letters on brown background,” with two “metal posts painted brown” to anchor the sign. The current signs are brown with white letters, but have different dimensions, a white border, and are anchored with one square wooden post. The existing signs were installed between 2006 and 2009, when most signs in Flamingo were updated. A “Clean Water” sign in the style of the federal symbol signs, located in Loop T, may survive from the 1978 period (Fig. 105). In addition to these signs, a damaged and rusted “No Smoking” sign at the service station has similar dimensions and lettering to the camping loop signs detailed on the 1978 plan, and appears to have been mounted on two poles at some point in its existence (Fig. 106).

Fencing in Flamingo is minimal and most is associated with the visitor center and marina. Fencing types in this area include: pipe railings on the visitor center ramp and stairs, likely installed during the construction of the visitor center; wooden railings on several piers in the marina; wooden post and rope fence around the marina store picnic area; and pipe railing on the Buttonwood Canal plug, installed at the same time the plug was constructed in the 1980s (Figs. 107 and 108). Other fencing around Flamingo includes pipe rail gates in the camping loops and chain link fencing in the maintenance yard.

Character-defining Features:

Feature:	Guy Bradley memorial stone (post-1960)
Feature Identification Number:	149579
Type of Feature Contribution:	Non Contributing
Feature:	Flagpole (1958)
Feature Identification Number:	149581
Type of Feature Contribution:	Contributing
Feature:	Park Furnishings
Feature Identification Number:	149583
Type of Feature Contribution:	Non Contributing
Feature:	Lighting
Feature Identification Number:	149585
Type of Feature Contribution:	Non Contributing
Feature:	Signage
Feature Identification Number:	149587
Type of Feature Contribution:	Non Contributing

Feature: Fencing

Feature Identification Number: 149589

Type of Feature Contribution: Non Contributing

Landscape Characteristic Graphics:



FIGURE 92. Typical park furnishings found at the Flamingo Developed Area. Source: JMA 2009.



FIGURE 93. Guy Bradley Memorial. Source: JMA 2009.



FIGURE 94. Flamingo visitor center flagpole. Source: JMA 2009.



FIGURE 95. Flamingo visitors relaxing on a bench, circa 1959. Source: EVER archives, accession No. 406, box No. 9, folder "Flamingo: Grading, Seeding, Planting, and Picnic Facilities."



FIGURE 96. Picnic tables and grilles furnish camping sites in 1960. Source: State Library and Archives of Florida, image c032093.jpg)



FIGURE 97. Wheelstops in visitor center parking lot. Source: JMA 2009.



*FIGURE 98. December 1958 view of the visitor center parking lot showing wheelstops.
Source: State Library and Archives of Florida, image c029461, Department of Commerce
collection, photography by Charles Barron.*



FIGURE 99. View toward the marina store; note the original exterior light fixture style at right in the foreground. Source: EVER archives, image 17663.



FIGURE 100. Pole-mounted light at marina. Source: WJE 2009.



FIGURE 101. Flamingo visitor center sign. Source: JMA 2009.



FIGURE 102. Plant identification sign. Source: JMA 2009.



FIGURE 103. Park interpretive sign. Source: JMA 2009.



FIGURE 104. Information kiosk in park. Source: JMA 2009.



FIGURE 105. "Clean Water" sign. Source: JMA 2009.



FIGURE 106. "No Smoking" sign. Source: JMA 2009.



FIGURE 107. Metal pipe rail at Flamingo visitor center entrance ramp. Source: JMA 2009.



FIGURE 108. Post and rope railing at the marina. Source: JMA 2009.

Condition

Condition Assessment and Impacts

Condition Assessment: Fair
Assessment Date: 08/30/2011

Impacts

Type of Impact:	Deferred Maintenance
External or Internal:	Internal
Impact Description:	Deferred maintenance on buildings, structures, circulation features, and vegetation within the developed area may lead to the loss of these resources and the historic integrity of the site.
Type of Impact:	Structural Deterioration
External or Internal:	Internal
Impact Description:	Many of the buildings and structures have experienced ongoing weathering-related deterioration and require repair and maintenance.
Type of Impact:	Erosion
External or Internal:	Internal
Impact Description:	Boat wakes can accelerate erosion along the shoreline surrounding the Flamingo Developed Area because most of this area was constructed on fill material. In addition, some existing roads and trails have substantial areas of erosion.
Type of Impact:	Exposure To Elements
External or Internal:	External
Impact Description:	The site features are affected by continual exposure to the saline coastal environment as well as by the occasional forces of storms and hurricanes.
Type of Impact:	Removal/Replacement
External or Internal:	Internal

Impact Description:	Removal or replacement of historic buildings and structures threatens the historic integrity of the site.
Type of Impact:	Structural Deterioration
External or Internal:	Both Internal and External
Impact Description:	Many of the buildings and structures have experienced structural damage as a result of hurricanes. This damage has been addressed on an ongoing basis by the park.
Type of Impact:	Vegetation/Invasive Plants
External or Internal:	Internal
Impact Description:	Invasive plants observed by park staff in the general vicinity of Flamingo that may be present in the cultural landscape study area include the lead tree (<i>Leucaena leucocephala</i>), Brazilian pepper (<i>Schinus terebinthifolius</i>), lather leaf (<i>Colubrina asisatica</i>), and possibly Guinea grass (<i>Panicum maximum</i>).

Treatment

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