635/D-253

United States Department of the Interior

NATIONAL PARK SERVICE
WASHINGTON, D.C. 20240

IN REPLY REFER TO:

July 12, 1972

Memorandum

To: Director, Florida-Caribbean District Office

From: Chief, Branch of New Areas

Subject: Historical Reports

During a recent survey of our files we discovered the following report pertaining to your area:

A Report for the Proposed Gulf Islands National Seashore 1968

You will note that it is old and, to our knowledge, is the only extant copy. This report, because of its age has little relevance to our current operation but, before sending it to the Federal Records Center, we felt it would be wise to first give you an opportunity to determine if it would be of value in your operation. If you should determine that it does not, please return it to the Chief, Division of Legislative Coordination and Support, for transmittal to another office or to the Federal Records Center. We stress that this may be a one-of-a-kind document, and, as such, is deserving of retention where it may be used or may be retrieved for use. Your cooperation is appreciated.

635/D-253

Brooks

A

REPORT FOR THE PROPOSED GULF ISLANDS NATIONAL SEASHORE

RECORD COPY / CPP

PREPARED BY

NATIONAL PARK SERVICE
BUREAU OF SPORT FISHERIES AND WILDLIFE
BUREAU OF OUTDOOR RECREATION
U. S. DEPARTMENT OF THE INTERIOR

JANUARY 1968

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BACKGROUND

In 1939 a Santa Rosa Island National Monument was established to preserve the unspoiled character of this barrier island east of Pensacola Bay. However, with World War II demanding more and more of the nation's resources, the National Park Service's appropriations were cut by more than one-half. The National Monument's development budget was curtailed. The lack of development led to a decrease in support for the project. In 1945 the eastern half of the National Monument was assigned to the War Department. These conditions, coupled with problems of access and other considerations, led to the disestablishment of the National Monument in 1946.

National Wildlife Refuges, administered by the Bureau of Sport Fisheries and Wildlife, have been established on Horn, Petit Bois, ~~Breton, and Chandeleur Islands~~ for the protection, preservation, and management of the fish and wildlife and other natural resources. The Bureau's acquisition program includes all privately-owned lands on Horn and Petit Bois for refuge purposes.

Breton Island occupies a unique place in our nation's conservation history. Its establishment by Executive order in 1904 as the country's second National Wildlife Refuge stressed the island's importance for the preservation and welfare of ducks, gulls, terns, man-of-war birds, pelicans, and other water birds.

Alarmed by the rapidly diminishing amount of seacoast still available to the public, the National Park Service conducted an extensive survey of the Atlantic and Gulf Coasts in 1955 to identify remaining opportunities of preserving outstanding seashore resources. Federal conservation agencies have continued their interest in the preservation of the historic, wildlife, and recreation resources of our coastlines and offshore islands. Several major additions to the National Park System have come as a result of that interest.

In October 1966 the National Park Service completed a preliminary "Report for the Pensacola Forts and the Gulf Islands" which analyzed the feasibility of Service operation and maintenance of the Pensacola Forts (authorized under Public Law 878). The October 1966 report concluded that the site of Fort San Carlos de Barrancas and its immediate environs would not be suitable or feasible for

inclusion in the National Park System unless it were administered in conjunction with other Federal areas nearby. It also concluded that the resources were available in the Gulf Islands study area for a truly outstanding National Seashore.

This study was initiated in 1966 by the National Park Service, Bureau of Sport Fisheries and Wildlife, and Bureau of Outdoor Recreation to determine whether the Gulf Islands and adjacent lands possess national significance to qualify as a national seashore and if so the feasibility of joint development and operation by the Bureau of Sport Fisheries and Wildlife and the National Park Service.

SUMMARY

Stretching along the Gulf shore of Louisiana, Mississippi, Alabama, and Florida is a fringe of barrier islands that can provide recreation for a rapidly expanding industrial and commercial section of the United States. The turquoise-blue waters, the fish and wildlife, and the islands' white sand beaches provide the primary resources on which a variety of recreation uses would be based.

The historical resource includes two sites that have been evaluated by the Secretary of the Interior's Advisory Board on National Parks: Fort San Carlos de Barrancas, a nationally significant site that has been declared of exceptional value in illustrating the history of the United States, and Fort Massachusetts which has been considered to possess more than ordinary historical interest. Fort San Carlos de Barrancas near Pensacola, Florida, epitomizes the colorful Spanish and American history of the area, while Ship Island and Fort Massachusetts off the Mississippi coast near Biloxi present equally colorful aspects of the area's French, British, and American colonial and political history. Other forts and sites depict additional facets of the area's history.

The flora and fauna and the dynamics of seacoast formation add an interesting natural history dimension and provide an attractive setting for recreational pursuits.

Public land orders have assigned to the Bureau of Sport Fisheries and Wildlife approximately 11,000 acres of public domain lands located on Horn, Petit Bois, and Chandeleur Islands for the protection, preservation, and rehabilitation of migratory birds, other wildlife, and their habitats. These lands now comprise the Gulf Islands National Wildlife Refuges.

Specific responsibilities of the Gulf Island National Wildlife Refuges consist of: (1) Provision and protection of wintering habitat for concentrations of both diving and dabbling ducks, (2) rehabilitation of wintering habitat for ducks to increase carrying capacity, (3) preservation of important and historic nesting grounds for colonial nesting birds, particularly gulls and terns, (4) protection of sea turtles and their nesting sites, and (5) provision for public enjoyment of the islands' wildlife and other resources.

An analysis of the recreation and wildlife resources of the barrier islands along the Gulf, off the four-State area, leads to the conclusion that the resources are available for a truly outstanding National Seashore and that the present demand and America's future need for recreation made conservation of these resources an urgent goal for the nation.

To provide for public use of these varied resources, the Joint Study Team proposes the establishment of a Gulf Islands National Seashore that would incorporate an area of approximately ~~32,000~~ 20,000 acres of barrier islands dispersed along the coast from Louisiana to Destin, Florida. The plan includes presently authorized Pensacola National Monument, and the existing Gulf Island National Wildlife Refuges that encompass essentially all the Chandeleur Islands and approximately two-thirds of Horn and Petit Bois Islands.

It is estimated that there will be in excess of 3.5 million visitors to the area during the fifth year after establishment. Ultimate visitation will approach 10 million people annually.

The purpose of this master plan is to guide the use, development, interpretation, conservation, and general administration of the proposed Gulf Islands National Seashore, including the Fort San Carlos de Barrancas proposed National Historic Site.

SIGNIFICANCE

Based on an analysis of the Recreation Advisory Council's criteria, the proposed Gulf Islands area is endowed with the requisite resources to provide a quality of recreation experience which well qualifies it as a National Seashore.

PURPOSE FOR ESTABLISHMENT

To preserve the resources, while providing an exceptional variety of outdoor recreation for the enjoyment of present and future generations.

OBJECTIVES

To develop the seashore so that it can offer the visitor experiences varying from the more concentrated type of beach use in the Santa Rosa Island area to an isolated wilderness-like and wildlife-oriented experience in the desolate Chandeleurs and the other National Wildlife Refuges.

To interpret the area in a manner which will readily alert the visitor to the things to do within the seashore and to the places of interest to be seen.

To conserve and enhance the wildlife values.

REGIONAL CONSIDERATIONS

Location

The National Seashore proposed for the northeast portion of the Gulf of Mexico includes a rather widely-spaced chain of offshore islands, extending over approximately 150 miles, from the Chandeleur Islands in Louisiana to Santa Rosa Island, Florida.

In addition, it incorporates two small mainland tracts at Pensacola, Florida, and an administrative tract in the Biloxi-Gulfport, Mississippi vicinity.

This study examines lands in the States of Florida, Alabama, Mississippi, and Louisiana.

Access

Interstate 10, now under construction, will provide east-west access to all mainland ports adjacent to the National Seashore except for the Chandeleur Islands. Direct highway access to Santa Rosa Island and Perdido Key in Florida is provided by short spurs from U. S. Highway 98. The same highway, connecting with U. S. Route 90 (Gulf Coast Parkway) permits quick communication between all of the ports from which the Mississippi islands can be reached. Ship Island, Mississippi, is supplied with regular excursion ferry service from the towns of Biloxi and Gulfport, although such service from the latter is a "summer only" operation.

The Chandeleur Islands can be reached by boat either from the Mississippi ports or from the south via small delta towns along Louisiana State Route 23, connecting with U. S. 90 at Gretna, just south of New Orleans.

Santa Rosa Island is traversed in its entirety by Florida State Route 399, although its eastern half is presently closed to the public by Eglin Air Force Base fences. Perdido Key is accessible from Florida on State Route 292, and from Alabama via State Route 182. Several miles of its eastern end are accessible only by beach buggy, or by boat. The other islands in the territory considered are without roads.

Of the small mainland tracts, the Naval Live Oaks Reservation fronts directly on Highway 98, and is crossed by several dirt roads. The Pensacola Forts are also reached by paved roads, but access is presently controlled by the Naval Air Station. This station will probably become an "open base" in the near future, but there will still be some complication for the visitor in finding the forts among a multiplicity of roads and side streets which are not yet signed with such visitation in mind. A proposed access road from the north, off State Route 292, will alleviate this situation considerably.

Size of the Study Area

In all, 32,000 acres are included in the lands under consideration. Of this total, 1,600 acres lie on the mainland in the two Florida tracts and a tract near Biloxi, Mississippi; the remaining acreage is offshore on the islands. The islands are low, long, and narrow, and average less than a mile in width. Santa Rosa is the largest, about 45 miles in length. Horn Island, Mississippi, ranks second in size and is only 12 miles in extent. Waters adjacent to these lands are also a significant part of the study area.

Population and Use Potential

The recreational importance of the proposed National Seashore is greatest to the seven-State area of Florida, Arkansas, Tennessee, Louisiana, Mississippi, Alabama, and Georgia. These States support a population of 23 million. The proposed National Seashore will attract many visitors from the heavily populated States of the East and from the Midwest, in addition to those in close proximity of the Gulf Coast. Within 250 miles of the proposed National Seashore there are 10 million people. Of these 10 million people, 4.7 million live in one of the 17 heavily urbanized Standard Metropolitan Statistical Areas. The lands included in the proposed National Seashore are the closest salt-water recreational opportunity for a majority of these people.

Beaches at the Pensacola end of this proposal, because of their extent and accessibility, will always possess a greater potential for recreational development and receive a greater visitor impact than those smaller island areas located a further distance into the Gulf.

At the present time, there is a seven-month (April through September) heavy-use season at Pensacola, but as visitor accommodations and other attractions are developed more fully in the area, a year-round "tourist season" may evolve. Moreover, with the development of a completed system of interstate highways, the Gulf Coast as a whole will be of increasing importance to inhabitants of the Midwestern and Eastern United States. It is estimated that visits to the area will exceed 3.5 million during the fifth year after the establishment of the proposed National Seashore. Ultimate visitation will approach 10 million people annually.

RECREATION, RESOURCES, AND POTENTIAL

Today, one of the nation's most pressing recreation needs is for additional water-enhanced and water-dependent recreational opportunities. The amazing urban and industrial growth that has drastically reduced the public's opportunities to enjoy our beaches is very evident here on the Gulf Coast. If the major islands of the Mississippi Sound and the Pensacola Bay area were completely acquired and administered for public recreation use and the protection and utilization of the wildlife resource, a very valuable National Seashore would result.

The islands' most outstanding recreation resources are their wide, gently sloping beaches of unusually fine white sand, unique flora and fauna, and the clear blue water so characteristic of famed Caribbean bays. The "white sugar sand" of these islands contrasts markedly with beach conditions on the mainland from Gulfport east to Mobile Bay, and much advertising copy has been devoted to this contrast in relation to the "Miracle Strip" of West Florida. The mainland beaches of Louisiana and Mississippi are quite muddy, and have generally been artificially maintained. These circumstances serve to heighten the importance of the offshore islands for both their excellent wild beaches and wildlife resources.

In addition to their ocean beaches, Santa Rosa Island and Perdido Key also have good beaches on their sound (northern) sides, with a minimum of salt marsh areas. These calm shallow waters provide excellent swimming for family groups with small children. These islands and adjacent waters offer unlimited opportunities for camping, picnicking, fishing, skin-diving, water-skiing, and boating. Surf and troll fishing are excellent for pompano, billfish, mackerel, red snapper, and other sport fish common to the Gulf.

Other active recreational pursuits include bicycling, hiking, nature walks, photography, beachcombing, and bird watching. Certain areas are posted in season in order that visitors will not molest nesting birds and turtles.

The variety and depth of the area's recreational potential are manifest in the following discussion of its natural, historic, and fish and wildlife resources.

Natural History Resources

Recognition of the need for a National Seashore on the Gulf Coast dates from 1934 to 1935, when special studies revealed that almost all of the offshore islands along that coast were as yet undeveloped commercially. Santa Rosa Island was considered the most desirable location, and was justified as a National Monument in 1939 on the bases of scientific interest, as an example of continental aggradation, and of wilderness preservation opportunity. In developing the island it was envisioned that a 40-mile stretch of beach would remain roadless. Pristine conditions on Santa Rosa have now passed beyond recall, but scientific values in the geological and biological fields have not been lost. Moreover, numerous other islands on the northeast Gulf Coast still retain wilderness qualities. Hence, the possibility, even today, of preserving considerable mileage of wild beach land and waters in the Louisiana-to-Florida vicinity, is very much alive.

The West Florida islands still comprise the best opportunity for geological interpretation, as the succession of wave-built landforms is discernible at a single glance in the Pensacola-Santa Rosa seascape. The Louisiana and Mississippi islands, from the Chandeleurs through Petit Bois, are of great value in the twin considerations of wild shore preservation and the conservation of wildlife. Details of these multiple opportunities are briefly described in the following:

Geology: Continental accretion along the Atlantic and Gulf coasts has been in progress since the Cretaceous Period. Its result amounts to the combined Coastal Plain and Continental Shelf. The National Park System contains numerous examples of the process, but this type of land building may be studied as a dynamic operation only along the immediate seashore. Santa Rosa Island, Perdido Key, and associated Pensacola Bay features represent an outstanding and easily comprehensible succession of landforms, demonstrating the evolution of barrier island to narrow peninsula to mainland ridge of sand.

Santa Rosa Island and Perdido Key represent barrier islands; the Naval Live Oaks reservation is on a peninsula that was a barrier island in the late Pleistocene; and the Pensacola Forts are located on higher and older sand ridges of the same provenance. As a group, these shores and sandbars represent the latest chapter in the land building by the Gulf of Mexico, dating from no longer ago than about 100,000 B.C.

The other islands mentioned above are also barrier landforms, but lie far from examples of the next successive steps, and therefore do not lend themselves easily to geological interpretation.

Animal Life: The fauna of the mainland portion of the study area is not especially remarkable, but that of the islands is of considerable concern, both to the zoological specialist and to the conservationist. The land animals can be divided into two groups, those which are especially adapted to sea edge conditions, and those which are really mainland forms, but are pioneering the islands with a greater or lesser degree of success.

Among the sea edge "specialists," terrestrial crabs and sea birds are of primary importance. The islands of Louisiana and Mississippi, now comprising the Gulf Island National Wildlife Refuges, provide nesting grounds for terns, herons, egrets, and other colonial birds, perhaps as important to the survival of these species as the well-known rookeries of the Texas coastal islands. As a metropolis of Sandwich Tern nesting, these islands are particularly important. In the winter, the same islands provide for populations of blue and snow geese, many species of ducks, and other water birds.

The "pioneers" from the mainland are mostly mammals and reptiles, and of these, the beach mouse deserves special mention. On all of the larger islands these mice have developed very pale coloration as an adaptation to the sand dune habitat, and the Santa Rosa population has been described as a subspecies of its own, known only from that island.

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On the islands, forest development is held back by periodic violent storm action, but extensive slash pine groves appear on Santa Rosa, Horn, Cat, Ono, Ship, and Petit Bois Islands, and some of the dunes are stabilized by such hammock species as magnolia, palmetto, and live oak. As with the realm of geology, the plant life of the proposed National Seashore provides an appreciable interpretive opportunity in the story of plant succession, in parallel with the story of land building by wave action.

Gulf Island National Wildlife Refuges

In addition to these general comments on the area's natural history resources, special reference is warranted on the Gulf Islands National Wildlife Refuges. These refuges include significant natural and recreational resources which should be evaluated within the context of the basic purposes for which the areas were established.

The Gulf Island National Wildlife Refuges encompass three individual National Wildlife Refuges:

1. Horn Island National Wildlife Refuge, established by Public Land Order 1636, May 14, 1958, occupies 2,419 acres on Horn Island with approximately 1,270 acres remaining in private ownership.

2. Petit Bois National Wildlife Refuge, established by Executive Order 1775, May 6, 1913, occupies 749 acres on Petit Bois Island with approximately 717 acres remaining in private ownership.

3. Breton National Wildlife Refuge, extablished by Executive order dated October 4, 1904, and enlarged by Executive order, October 4, 1938, occupies 7,512 acres on Breton and Chandeleur Islands with only small acreages remaining in State and other public ownerships.

The Gulf Island Refuges are managed as a single administrative unit with headquarters facilities located on Point Cadet, Biloxi, Mississippi. Existing acquisition proposals for the Gulf Island Refuges include all private lands on Horn and Petit Bois Islands and all remaining public and private lands located within the Chandeleur chain of islands. Cat and Ship Islands in their existing stages of development possess almost equal current and potential values for waterfowl and colonial nesting birds as those of refuge lands.

The Gulf Island Refuges, adjacent private lands, and related islands and waters provide wintering habitat for waterfowl and nesting and rearing habitat for shorebirds, gulls, and terns of national importance to these wildlife resources.

Annual duck populations on the Gulf Island Refuges have exceeded 3,000,000 use-days. Annual production by migratory birds, principally terns and gulls, has accounted for an estimated 17,000 young birds, making these refuges probably the most important nesting area on the northern Gulf Coast. Nesting normally takes place on the Gulf side between the high waterline and the central dunes. Major nesting areas can be delineated based on past use, but these areas change from time to time as island conditions alter.

Since shorebirds nest during the spring and summer mainly on the Gulf side and waterfowl utilize primarily the sound side during fall and winter, compatible programs for public use and for wildlife protection will require careful planning. Zoning of shorebird nesting and waterfowl use areas and the proper placement of public use developments will be essential factors to consider in seashore planning.

In addition to the Gulf Coast Islands' value for migratory birds and other wildlife, they include about the only remaining examples of undisturbed natural coast and off-coast islands along the entire northern Gulf. The Chandeleur Island complex is a prime candidate for inclusion in the National Wilderness Preservation System. Horn and Petit Bois as well as the Chandeleurs are scheduled to be studied in the near future to determine their suitability for wilderness use.

Historical Resources

Fort San Carlos de Barrancas--On August 21, 1961, Secretary Udall announced that the site and fort had been found to possess exceptional value in commemorating and illustrating the history of the United States. The semicircular fortification was built of Pensacola brick in 1787, during the last Spanish occupation of West Florida. The high bluff on which it was built, called by the Spaniards, "Barrancas de Santo Tomas", was the site of the earlier Fort San Carlos de Austria, which dated from the first permanent Spanish settlement on Pensacola Bay in 1698. The new Fort San Carlos assumed a great importance as the defense bastion of Pensacola, the capital of West Florida, and with St. Augustine, the northern outpost of the Spanish Caribbean empire.

Fort San Carlos is one of three Spanish forts remaining east of the Mississippi River in Continental United States, the other two being Forts San Marcos and Matanzas at St. Augustine. Just as St. Augustine was the capital of East Florida, so Pensacola was the capital of West Florida. San Carlos has features in Spanish architectural design which are not found on either Fort San Marcos or Fort Matanzas, or elsewhere in the United States on Spanish military architecture.

During the period 1833-1844, Fort Barrancas, a four-sided brick fortification, was constructed immediately in rear of and connected to Fort San Carlos. Fort Redoubt was built about 1,000 yards north of Fort San Carlos de Barrancas as part of the same defensive system. The first shots of the Civil War were fired here on the evening of January 8, 1861. During the Civil War, Confederate troops occupied these forts until 1862. Federal troops held the forts for the rest of the war.

Pensacola 1720-1754--The site of the 1559 settlement of Pensacola may have been near the Spanish Fort of San Carlos. However, this site was abandoned about 1720 when the French captured and destroyed Pensacola. The Spanish moved to Santa Rosa Island and established a new Pensacola, which occupied about 12 acres and consisted of a stockaded fort, a rather pretentious governor's house, a church, and a few small habitations. A tropical storm struck the island on November 3, 1752. In three days there were no ridges, sand dunes, village, or fort remaining. The only two structures left standing were the storehouse and the hospital. The site was studied by the Florida State University Department of Anthropology in 1964. Hale G. Smith summarizes the findings in "Archaeological Excavations at Santa Rosa Pensacola." *

*Notes in Anthropology, Vol. X, Florida State University, 1965.

He states that the excavation artifacts demonstrate the close connection the residents maintained with the French during this period, that trade directly or indirectly indicated contacts with England, northern Europe, Mexico, and China.

Ship Island and Fort Massachusetts--The first French settlement on the Gulf Coast was established in February 1699 on the east end of Ship Island, 10 miles south of present Biloxi, Mississippi, in the Gulf of Mexico. For nearly 25 years, the island was an important entrepot for French Louisiana, particularly during the years 1699-1702 and 1718-1722 when Biloxi was the capital. There, safe from pillage, were stored the vast quantities of supplies which had to be brought from France to keep the colony going. After the removal of the capital to New Orleans in 1722, Ship Island suffered a rapid decline in importance. At the height of its usefulness, Ship Island was the busiest port in Louisiana, the funnel through which passed men and supplies en route to or from the interior. During the War of 1812, Ship Island was the base from which the Pakenham expedition moved to invade Louisiana. The British fleet, 60 vessels strong, sailed from its anchorage at the island to participate in the last naval engagement in which Americans fought a foreign foe in American waters.

Fort Massachusetts, begun on the western end of the island shortly before the outbreak of the Civil War, was unfinished when hostilities began. Mississippi State troops seized the island, but it was abandoned to the blockading Federal forces in the fall of 1861. Ship Island served as the base from which Flag Officer David G. Farragut's fleet sailed to attack Fort Jackson and St. Phillip and capture New Orleans. During the last months of the war, the fort and island were used as a military prison.

No trace of the French settlement remains above ground, but Fort Massachusetts still stands in fairly good condition. The eastern end of the island contains some trees, but the remainder was denuded of foliage during the Civil War and consists of little more than sand dunes and marsh.

Fort Pickens--This fort was started in the 1800's. Its primary significance lies in the fact that it was one of the few bastions in Confederate territory held by Union troops throughout the war. Its long-range bombardments, exchanged with Fort Barrancas and Fort Redoubt, and at closer range with Fort McRee, during the Civil War, are its chief claim to historical attention. Architecturally, Fort Pickens appears to be typical of some areas already in the National Park System.

Fort McRee--The site of the fort is under the waters of Pensacola Bay. No surface remains of the fort appear to exist. Fort McRee and Fort Pickens were in a unique dramatic position in that their guns were turned on each other during the Civil War. However, by remaining a Union fort, Pickens effectively blockaded the harbor outlet. McRee's historical role, although interesting, is insignificant.

The Pensacola Lighthouse--The Coast Guard lands and structures, exclusive of the lighthouse, are proposed for inclusion with lands for Fort Redoubt and Fort San Carlos de Barrancas.

The lighthouse marks the entry into Pensacola Harbor. It is located on the shore of Pensacola Bay about one mile southwest of Fort Barrancas and within the Naval Air Station. Coast Guard personnel have been moved from the area, but the light is still operative by remote control. The lighthouse was originally constructed to a height of 85 feet in 1825. However, it was renovated in 1858. It now stands 191 feet above sea level. With lighting facilities of approximately three million candlepower, its beam is said to be visible 20 miles away.

Naval Live Oaks Plantation--In 1828, President John Quincy Adams set aside the naval reserve, called Live Oaks Plantation, for the purpose of conserving the live oaks used extensively for building vessels. Timbers for reconditioning "Old Ironsides" in 1927 came from Live Oaks Plantation. Two hundred acres were originally cleared as an experimental tract for planting trees. Adams' action was presumably the first Federal venture in conservation. It would appear worthy of National Landmark Status for its place in the history of the conservation movement.

Other Fortifications--The study area also contains seacoast fortifications covering a period from the Spanish American War through World War II to modern missile sites. The interpretive opportunities, associated with presenting the history of coastal fortifications from the 1500's to the present will greatly increase visitor understanding and appreciation of these features and the historical periods they represent.

Archeology--According to National Park Service records, the principal story of archeology is to be found on the mainland rather than on Santa Rosa Island proper. However, except for the Naval Live Oaks area, the mainland sites within the study area have been so disturbed by construction activities that it is doubtful that any significant sites would be found. Evidences of the Deptford, Swift Creek, Needen Island and Fort Walton Groups have been found on Santa Rosa Island.

The Fort Walton Mound site, a Registered National Historic Landmark, is the type-site of the Fort Walton culture existing along the northwest Florida coast and in adjacent areas of States to the northwest in late prehistoric and early historic times. This culture represents the Indian way of life here at the discovery of the New World and the exploration of Florida by De Soto.

The temple mound at Fort Walton measures 225 by 175 feet at the base and 12 feet in height. An earthen ramp on the south side leads to the summit platform, measuring 180 by 135 feet. The mound has been set aside as a park by the City of Fort Walton Beach. The city is now restoring the site and developing a small museum near the mound.

FACTORS AFFECTING RESOURCES AND USES

LEGAL FACTORS

The legal relationships vary considerably from island to island, and in the case of the Florida portion of the seashore, from segment to segment.

Santa Rosa Island

Old Quarantine Station--Transferred to what is now the Bureau of Commercial Fisheries on March 8, 1938, for laboratory purposes.

Eglin Air Force Base--Lands on the easterly portion of the island, approximately 4700 acres, were transferred from what was then the Santa Rosa Island National Monument to the War Department by Presidential Proclamation in 1945.

Santa Rosa Island National Monument was disestablished on July 30, 1946, and its remaining lands were conveyed (under 60 Stat. 712) to Escambia County. The deed to Escambia County executed on January 15, 1947, provided approximately 4800 acres of land should be used or leased in the public interest but could not otherwise be disposed of except that it could be conveyed by the county back to the Federal Government.

Pensacola National Monument--The Act of July 2, 1948 (62 Stat. 1220) authorized an area of approximately 13 acres to preserve Fort San Carlos de Barrancas, Fort Redoubt, and Fort Pickens, and to interpret the roles these forts played in the defenses of Pensacola harbor. These lands are presently under the jurisdiction of the Department of Defense and the State of Florida (Fort Pickens).

Naval Live Oaks--Legislation introduced in the last Congress to clarify ownership of a portion of this tract was not enacted. The land ownership is still under a cloud. In a suit in 1950 between the State of Florida and others claiming ownership, the Florida Supreme Court said the State had no case as it accepted taxes from the litigants on the property in question. No Federal case has developed relative to ownership of these lands as yet. However, the land was conveyed to the State of Florida by the Federal Government in 1947 for public park purposes. The deed of conveyance included reversionary rights if the property were not so used.

National Wildlife Refuges included in the proposed seashore are subject to the regulations of the Bureau of Sport Fisheries and Wildlife and any special provision contained in the Executive orders establishing the three refuges involved. The Memorandum of Understanding executed on August 5, 1966, between the National Park Service and Fish and Wildlife Service should serve as a guide for interagency relationships.

State vs. Federal Actions--Variations in offshore land ownership concepts of the four States involved and questions of Federal-State relationships need clarification in several instances. A recent Act of the State Legislature of Mississippi defines ownership of offshore lands up to 2,250 feet from mean high tide on the shoreline as belonging to the owner of the adjacent shoreline. This law will probably be tested in the courts. Questions have arisen relative to the tidelands oil cases presently under litigation between the several States and the Federal Government insofar as the boundary (1,000 feet from mean low tide) is concerned. Louisiana law states that "all men may freely use designated portions of its offshore lands conformably with the use for which nature has intended them." This statement is in agreement with principles developed for the management of National Recreation Areas which states: "Natural resources within the

area may be utilized and managed for additional purposes where such additional uses are compatible with fulfilling the recreation mission of the area."

County Authorities--Okaloosa and Escambia Counties in West Florida are empowered by the State Legislature to administer land for public purposes on Santa Rosa Island.

Oct 1969

LAND STATUS

The total acreages are estimated to be as follows:

Island	Private Lands	State or County Lands	Federal Lands	Total Acres
Santa Rosa		~~600.00~~ 650.00 1/	3,825.00	6,080.00
		1,655.00 2/		
Perdido Key	2,211.35	~~18.36~~ 156.10	257.06	2,486.77
Ono Island	964.19	0.00	0.00	964.19
Petit Bois	763.16	0.00	717.00	1,480.16
Horn	1,268.00	2.00	2,441.79	3,711.79
Ship	1,021.00	75.00	110.00	1,206.00
Cat	2,500.00	0.00	0.00	2,500.00
Chandeleur	0.00	1,760.00	7,512.00	9,272.00
Naval Live Oaks	0.00	1,283.00	0.00	1,283.00
Davis Bayou	88.00	73.00	0.00	
GRAND TOTALS	8,815.70	5,466.36	14,862.85	28,983.91

LANDS SHOWS TOTAL OF 156.A

1/ ~~County~~ Santa Rosa Island (Escambia County) Authority lands to be acquired

2/ Other State-owned lands on Santa Rosa Island

CLIMATE

The Gulf Region is characterized by warm temperatures and high humidity, but summer heat is ameliorated at all points by the waters of the Gulf of Mexico. For example, Biloxi, Mississippi, averages 55 days per year of temperature readings at 90 degrees or above. Forty miles inland, about twice that number is expected. The winter months are generally mild, with January minimum temperatures averaging 42 to 46 degrees, and January maximums averaging over 60 degrees at the same station.

Precipitation, rather evenly distributed from season to season, averages about 63 inches per year at New Orleans, Mobile, and Pensacola. July is generally the rainiest month, with average totals of seven to eight inches of moisture.

Wind, Waves, and Sand

The soils of the islands are primarily dazzling white sands. On the outer beaches from Santa Rosa to Cat Island, the sand is especially pure, of white quartz, and contains small proportions of broken shell fragments. Organic matter accumulates in the salt marshes of the north shores, in the small ponds and marshes of the islands' interiors, and wherever tree and shrub growth holds forth.

The effects of winds and storm waves are evident everywhere on the islands. Low dunes parallel all of the Gulf beaches. Behind them, particularly noticeable on Santa Rosa Island, are broad swales marking surge basins occupied briefly, every few years, by high storm waters. The highest dunes are on the north shores, some reaching elevations of over 30 feet, but even these show some "blow-out" effect from combined wind and water action.

Devastating hurricanes visit some parts of the island chain more than once in a decade. Local tradition reports the last "hundred year storm" tide at 13 feet above mean sea level, but lesser inundations are the rule. Under such a storm, only points of land would show above water on Cat, Horn, and Santa Rosa Islands, while the others would be completely awash. Of the island chain, the Chandeleurs are the lowest lying. They are frequently awash even during minor storms. Army Corps of Engineers studies have indicated that protective breakwaters and other structures calculated to turn back seas of 20 to 30 feet above mean sea level would be adequate for the Gulf Island area. Mainland ridges of 30 feet and higher have apparently never been threatened during the region's long history of hurricanes and tropical storms.

RESOURCES USES

EXISTING AND PROPOSED USES

The proposed National Seashore is in and near areas subject to acute pressures for developments of many kinds. Four of its land segments (Fort San Carlos de Barrancas, Naval Live Oaks, Perdido Key, and Santa Rosa Island), for example, are within a half hour's drive from downtown Pensacola. Recent proposals for intensive development of the Mississippi offshore islands have included a causeway study. A causeway constructed to Dauphin Island in Alabama has led to subdivisions and other types of intensive development. The question of division and development is still very open at the Naval Live Oaks Reservation, and every passing month sees new homes constructed on lands held in trust by the counties (Okaloosa and Escambia) on Santa Rosa Island.

PARTICIPATION OF NEIGHBORING AGENCIES IN RECREATION

In future management and planning considerations, neighboring agencies can be of assistance. Several provide recreational facilities that would supplement the seashore development program.

Federal Agencies

The U. S. Army Corps of Engineers Division Office in Mobile, Alabama, is about equidistant from each extremity of the proposed seashore. Their responsibilities include flood-plain studies, shore erosion, and channel maintenance in the gulf waterways and harbors. When authorized by Congress, the Beach Erosion Board, under the Chief of Engineers, may initiate erosion studies anywhere along the gulf coast.

The seashore's proximity to the Intracoastal Waterway makes close liaison with the Corps essential. Cooperative planning could result in Corps dredging operations under a benefit rather than a potential threat to shoreline stability. The selection of sites for spoil disposal, for example, could increase the land mass required for development, recreation, and wildlife habitat, or serve as source material for enrichment of the beaches.

Eglin Air Force Base is the largest landholder at the eastern extremity of the seashore near Fort Walton Beach, Florida. The base includes a portion of the proposed seashore. The Eglin complex is 750 square miles, or 465,700 acres, including 300,000 acres where public hunting and fishing are permitted. It contains 26 artificial ponds stocked with trout, bluegills, bass, and catfish. From about a mile west of the Fort Walton Bridge on Santa Rosa Island, the base owns a 14-mile east-west portion of the island. Entry to the air base on the island is restricted.

A large ditch and fence divide the westernmost end of the base's property from the remainder of the island near Navarre Bridge. The Air Force uses selected sites on the island for missile-tracking operations. Over 450 high altitude vehicle probes have been launched from Santa Rosa Island. The island contains some minor recreation developments for Air Force personnel.

The U. S. Naval Air Training Station, Pensacola, Florida, Florida, provides ball fields and beach developments primarily for the use of its personnel. However, free public tours of the Naval Air Station are conducted daily, starting at the station's west gate with stops at Fort San Carlos de Barrancas, the Naval Air Museum, an aircraft carrier, and other sites of visitor interest.

In addition to the mainland tracts involving Fort San Carlos de Barrancas and Fort Redoubt, the air station has properties on both Santa Rosa Island and Perdido Key. It is a principal landholder in the Pensacola area.

The U. S. Coast Guard has extensive responsibilities throughout the region. Some of its operations are being phased out. The Pensacola Lighthouse has been automated. The Coast Guard has an active station on Santa Rosa Island. This adds a measure of safety to the recreational boater.

The U. S. Forest Service administers the DeSoto National National Forest, north of Gulfport-Biloxi, Mississippi, which affords several recreation sites, with camping and picnicking available.

The Bureau of Commercial Fisheries conducts marine studies from laboratories based on Santa Rosa Island and Pascagoula. Its operations provide a ready source of professional and technical personnel. Its management program, which includes low relief tidal ponding structures and other developments, will have to be considered in all plans for the National Seashore.

State Considerations

An analysis of the Mississippi Comprehensive Outdoor Recreation Plan submitted to the Bureau of Outdoor Recreation for qualification in the Land and Water Conservation Fund Program, indicates no conflict or duplication of effort between State plans and the National Seashore proposal. In most instances, the State and Federal proposals are complementary. The Plan for Mississippi, for instance, contains the following excerpts:

"Mississippi's offshore islands offer one of the best recreational potentials of the State and should be made more accessible and available for public use. The most suitable development for these islands, or as much of them as is possible, would be to include them in the National Park System as the country's newest national seashore. Mississippians should support the implementation of the Gulf Islands National Seashore proposals . . .

"The proposed Gulf Islands National Seashore represents one of the outstanding, if not the prime, outdoor recreational opportunities for Mississippians and should become a reality. This could meet much of the recreation needs for the Gulf Coast region and contribute toward meeting outdoor recreational needs for the entire State and adjoining States."

State agencies with pertinent interests in conservation along the Gulf Coast include the Fish and Game Division and the State Park Boards of all four States, and the Mosquito Abatement Commissions of at least two States. Neighboring State parks effectively preserve elements of the area's history, recreation, and natural environments. They include Florida's Beasley State Park, and Fort Pickens State Park on Santa Rosa Island, Alabama's Gulf State Park, and Mississippi's Magnolia State Park. In the latter two State Parks are found some of the best developed climax hardwood forests to be seen within the

study area. Magnolia State Park adjoins the mainland tract proposed as an operational area for the western portion of the seashore. National Park Service planning assistance should be made available upon request of the State, as seashore developments would undoubtedly increase visitation far beyond the limits Magnolia State Park could presently accommodate. This park was developed as a recreational demonstration area under the CCC program.

County Considerations

The role of the counties in the recreation field should not be overlooked. There are several county parks in various states of development, which provide beach and marine type facilities within the study area.

In addition, Okaloosa County and Escambia County have authorities empowered by the State Legislature to administer lands on Santa Rosa Island which have been deeded by the Federal Government to the counties for public purposes. The authorities' powers include the right to assess and collect leases and rentals; establish and collect utility rates; fulfill law enforcement and other municipal type functions. The Okaloosa Island Beach Authority, for instance, plans yacht basins and park recreation developments for portions of the area they presently administer.

Local Public and Private Organizations

Local organizations with important interests in the Gulf Islands include two educational institutions, several historical societies, garden clubs, Audubon societies, and similar organizations. The Gulf Coast Research Laboratory, at Ocean Springs, Mississippi, has conducted studies of Mississippi Gulf Ecology for many years. It can provide valuable guidance and technical assistance.

A scientific laboratory, in association with the University of West Florida, has been proposed for development on the Naval Live Oaks site. Whether developed there or elsewhere in the Pensacola vicinity, it would provide another reservoir of technical assistance.

Local historical societies have been organized in several of the south Gulf cities and counties. The Pensacola Historical Society studies, and those of the Fort Walton Indian Museum along with the Florida State University, have had valuable archeological results in the areas of Indian and early Spanish history at Naval Live Oaks and on Santa Rosa Island.

THE PLAN

To insure the preservation of the recreation resources and provide for the intensity and variety of uses contemplated, it is proposed that a Gulf Islands National Seashore be established which would include the following Gulf Coast islands, adjacent waters, and mainland areas:

The Chandeleur Islands in Louisiana

Cat, Ship, Horn and Petit Bois Islands in Mississippi

A mainland operational tract in the Biloxi-Gulfport vicinity

Ono Island in Alabama

Perdido Key in Alabama and Florida

Santa Rosa Island and the Naval Live Oaks Reservation in Florida, and a tract of nationally significant historic land on the Pensacola Naval Air Station in Florida that includes the Coast Guard Station and the lands surrounding Fort San Carlos de Barrancas and Fort Redoubt

In establishing the seashore appropriate recognition will be given to the significant historical values, wilderness preservation, and the wildlife resources.

Two existing developed areas, Fort Walton Beach and Pensacola Beach, at the islands' termini of bridges on Santa Rosa Island would be excluded from the National Seashore.

The plan would preserve 32,000 acres of land in public ownership. The boundaries would extend 1,000 feet from the low-tide line of the offshore islands into the Gulf. Except for Ono Island, the Intracoastal Waterway would form the northern boundary line. By extending the boundaries to include water areas and offshore submerged lands, the opportunity will be afforded to provide a more attractive seashore environment and would permit a greater variety and distribution of visitor use and preservation and enhancement of marine and wildlife habitats.

The area included in this plan would provide outstanding and extensive beach areas for the rapidly developing four-State area. These islands represent one of the last remaining opportunities for the establishment of a National Seashore in the Gulf region.

PLANNING CONSIDERATIONS AND REQUIREMENTS

To provide the full measure of recreational experiences to the visitor in keeping with the preservation and enhancement of the natural resources, solutions must be found to a variety of problems listed below under Visitor Use, Administration, and Development.

VISITOR USE

Access--No special access problems exist for Santa Rosa Island, which is linked to the mainland by three bridges, nor for Peridio Key, which has two bridge accesses.

No road access is available to the Mississippi-Louisiana offshore islands included within the proposed seashore. To prevent fish and wildlife habitat destruction and to conserve the unique recreational potentials, none should be proposed.

Visitors presently arrive at Ship Island (Fort Massachusetts) on a regularly scheduled ferry boat. Visitation to all the offshore islands is otherwise limited to charter or private boat or plane.

Access to offshore islands will not be as delimiting a factor to visitation in the future as it is today. Although many visitors will probably continue to arrive at the islands by ferry boats, speedier means of access will also be required.

Based on an over-the-water distance of 10 miles:

Helicopters would presently charge $6 to $14 for a round trip.

Air Cushion Vehicles will be available in five years that could carry 90 passengers (7 tons) at 65 MPH for $1.50 one way.

Hydrofoil could presently transport people round trip for $2.50.

Heliports or pads would be required and control would have to be exercised so that the fan action would not affect the stability of the dunes. Air cushion vehicles, although suitable over water, should not be permitted to travel over dune or other unstable land except at specially selected and controlled sites.

Concessioners should eventually provide the commercial facilities for visitor transit that appear most feasible. The concessioner could also provide concessioner-operated beach transportation to distribute use to selected sites along beaches.

Zoning--The seashore should eventually be zoned for a variety of uses. Specific areas should be selected for beach buggy, surfing, or other specialized public uses.

Insect Abatement Programs

Flies and mosquitoes are a problem within most areas included in the seashore. Mosquito abatement programs are presently conducted on all the islands with the exception of the National Wildlife Refuges. Wildlife values have been considerably diminshed due to an extensive drainage program on at least half of Santa Rosa Island. The Mississippi-Louisiana offshore islands are patrolled by helicopter in season to reduce any threat of mainland infestation from the islands. Without the present programs, however, opportunities for recreational enjoyment would be greatly reduced.

A study will be needed so that any abatement program instituted will be compatible with fish and wildlife values and at the same time create a hospitable environment for public use. The study should include but not be limited to the breeding habitat, the possibilities of introducing mosquito-fish in ponds, and the effects of present programs.

ADMINISTRATION

The seashore includes mainland tracts and islands strung out over a four-State area. The logistics of management, interpretation, and maintenance are further complicated by possibilities of joint administration in certain instances. Therefore, both the Bureau of Sport Fisheries and Wildlife and the National Park Service submit separate recommendations under the management subheading. (See BSF&W and NPS development maps).

Management

Bureau of Sport Fisheries and Wildlife--Although the problems associated with joint use of areas or facilities by different administering agencies can be easily imagined, the opportunities implicit in such arrangements are often overlooked. It would appear that an opportunity exists for the National Park Service and the Fish and Wildlife Service to play a mutually supporting role while at the same time enlarging the possibilities for each agency to fulfill its basic purpose. Because of the problems of access, discussed earlier, it is probable that the Florida portion of the seashore would receive the most extensive recreation use, Ship and Cat Islands less extensive, while the pressures of visitor use would measurably diminish on the Horn and Petit Bois Refuges, and would be the least on the remote and occasionally tide-swept Chandeleur Islands of Breton Refuge.

Although each specific area or island within the proposed seashore boundary contains extensive beach areas, unique plant and animal life, historical values, and wildlife breeding and feeding habitat, the seashore can be divided geographically for proper land use and purpose. The Alabama and Florida areas are best suited for beach type recreation, interpretation of history, and preservation of the historical resources. The Louisiana and Mississippi islands are particularly valuable to the migratory bird resources as waterfowl wintering habitat and colonial bird nesting and rearing grounds, and for wildlife oriented recreation.

The major purposes of the Mississippi-Louisiana Islands for wildlife and wildlife-oriented recreation does not preclude their use for other recreation activities in zoned areas or for the preservation and enjoyment of historical sites such as Fort Massachusetts on Ship Island. Essentially all the Chandeleurs and approximately two-thirds of Horn and Petit Bois are presently Federally owned and reserved for wildlife preservation purposes. These islands and adjacent waters have significant national values for wildlife, wildlife oriented recreation, and wilderness preservation. Therefore, the Bureau recommends that:

1. The Bureau of Sport Fisheries and Wildlife be assigned the responsibility for the acquisition, development, management, land use, interpretation, and public use controls on the Mississippi-Louisiana islands and the west seashore entrances.

2. The National Park Service be assigned the responsibilities for the acquisition, development, management, land use, interpretation, and public use controls on the Alabama-Florida areas and the east seashore entrances.

3. The Service be assisted by the Bureau in planning wildlife and habitat management programs on its assigned lands.

4. The Bureau be assisted by the Service in planning public use programs on its assigned lands.

5. The foregoing be included in the enabling legislation establishing the Gulf Islands National Seashore.

A fairly explicit cooperative agreement would be needed between the agencies to alleviate the problems associated with joint administration. It must not be so restrictive, however, that it delimits the opportunities otherwise afforded.

Management

National Park Service--Although the problems associated with joint use of areas or facilities by different administering agencies can be easily imagined, the opportunities implicit in such arrangements are often overlooked. It would appear that an opportunity exists for the National Park Service and the Fish and Wildlife Service to play a mutually supporting role while at the same time enlarging the possibilities for each agency to fulfill its basic purpose. Because of the problems of access, discussed earlier, it is probable that the Florida portion of the seashore would receive the most extensive recreation use, Ship and Cat Islands less extensive, while the pressures of visitor recreation use would measurably diminish on the Horn and Petit Bois Refuges, and would be the least on the remote and occasionally tide-swept Chandeleur Islands of Breton Refuge. Although each specific area or island within the proposed seashore boundary contains extensive beach areas, unique plant and animal life, historical values, and wildlife breeding and feeding habitat, the Louisiana and Mississippi islands are particularly valuable to the migratory bird resources as waterfowl wintering habitat and colonial bird nesting and rearing grounds. The major purposes of the Mississippi-Louisiana Refuge Islands for wildlife preservation do not preclude their use for water and land-oriented recreation activities in zoned areas and other aspects of wildlife-oriented recreation.

A fairly explicit cooperative agreement would be needed between the agencies to alleviate the problems associated with joint administration. It must not be so restrictive, however, that it delimits the opportunities otherwise afforded.

The agreement should recognize that:

1. The Bureau of Sport Fisheries and Wildlife be assigned the responsibility for development, management, land use, interpretation, and public use controls on the Mississippi-Louisiana Refuge Islands.
2. The National Park Service be assigned the responsibilities for the development, management, land use, interpretation and public use controls on the remaining proposed lands.
3. The Service be assisted by the Bureau in planning wildlife and habitat management programs on its assigned lands.
4. The Bureau be assisted by the Service in planning public use and recreation programs on its assigned lands.

Page missing.

Maintenance

The logistics associated with this activity are not as overwhelming as a glance at the map might imply. A cooperative agreement with the Department of Defense relative to administration of the enclave of proposed historic site on the Pensacola Naval Air Station should include language, if necessary, which would authorize contractual arrangements with the Navy for maintenance of roads and grounds on a reimbursable basis. The site administrators should be authorized to tie into the Navy's water, sewage, power, and other utilities. The possibility of subcontracting with the Navy for other maintenance needs should also be explored. These possibilities have been discussed informally with responsible naval personnel and no great difficulties are anticipated.

Contractual arrangements with other Federal agencies may be possible which would reduce the size of staff, the amount of supplies and equipment required, and in other ways reduce maintenance costs.

DEVELOPMENT

Dredging

Dredging is a continuous operation along the Intracoastal Waterway and in the ship channel from Pascagoula, which passes the westernmost point of Petit Bois Island, Corps of Engineers dredges often operate only a few feet west of the island. Since Mississippi offshore islands are moving from east to west (easternmost portions are eroding and westernmost accreting), the dredging activity if continued could possibly result in the eventual disappearance of Petit Bois Island as its westward growth has been halted. The dredged material is presently deposited in deeper waters farther out in the Gulf. Studies might indicate that the channel could be located further west (off the eastern or diminishing tip of Horn Island) or that the spoil could be debauched in a manner near the eastern end of Horn Island so that the deposition might tend to stabilize this portion of the island, or at least bring about a near balance between accretion and erosion on the eastern tip.

Facilities

All of the islands are subjected to hurricanes. Lesser storms cause waves to wash over Ship Island from south to north at several points. The Chandeleurs have a very low relief and thus are wind and waterswept to a considerable degree. Planning for facilities for the Mississippi-Louisiana offshore islands must take these conditions into consideration. At the Chandeleurs, for example, some special sea stations may have to be designed to provide mooring places for larger boats or planes, or to serve as "interpretive pads" at selected sites. The "Texas towers," although too massive and of too high an elevation, indicate that structures can be designed for operational purposes in these areas. The threats of wind and water will also affect types of land-based facilities to be provided.

DRAFT

BACKGROUND ON INTERAGENCY RELATIONS IN PREPARATION OF GULF ISLANDS REPORT

We believe an understanding of the background of emotional evolvement and causes for delay in bringing this report to fruition would be helpful for reviewing the report.

This study originated from several sources. Director Hartzog, Regional Director Cox, Congressman Colmer (Mississippi) and others visited Ship Island in the Gulf in December 1965. During that visit the Director assured the Congressman that a study would be made of the Mississippi Gulf Islands. In April a delegation from Mississippi, who were interested in subdividing Horn Island, Bureau of Sport Fisheries and Wildlife Refuge, met with Congressional aides and with Chester Brown, National Park Service, John Gottschalk, Bureau of Sport Fisheries and Wildlife, and John Tkach, Bureau of Outdoor Recreation. The three Federal representatives advised the group that a study would be undertaken of the entire Gulf Island complex from Petit Bois Island to the Chandeleurs. This study would consider park, recreation, refuge, historical, and other possible uses of the area.

In May 1966 a joint National Park Service, Bureau of Sport Fisheries and Wildlife, Bureau of Outdoor Recreation study team visited the Gulf Islands to initiate the study. The team included Chester Brooks, Fred Ley, Richard Russell and Neil Butterfield, National Park Service;

Troyt York, Bureau of Outdoor Recreation; Royston Rudolph, William Ashe, Philip Van Dyke and Dave Peterson, Bureau of Sport Fisheries and Wildlife. Mr. York was replaced later by Don Shedd and Arthur Abbs of Bureau of Outdoor Recreation. National Park Service members of the team were also involved in a single agency study of the Pensacola Forts and Santa Rosa Island. A reconnaissance report on the latter study was submitted to NPS-WASO in August 1966.

On September 28, 1966, in a meeting in the Director's office alternative plans for a national seashore were presented. The plans included the following lands:

Plan I - The Gulf Islands from Santa Rosa Island, Florida, to the Chandeleur Islands, Louisiana, plus several mainland sites;

Plan II - The same as Plan I except that the Louisiana-Mississippi Islands were excluded;

Plan III - The same as Plan II except for the exclusion of Ono Island in Alabama and the western half of Perdido Key in Florida-Alabama.

The Director stated the study report would be confined to Plan I.

In October a preliminary report "Pensacola Forts and Gulf Islands" was submitted. This report was released to the Congressional delegates from the effected States with a cover memorandum dated October 26, 1966, which indicated it was a preliminary report for their advance information. It added that neither Bureau of Outdoor Recreation nor

the Secretary had reviewed or approved the report. Prior to release Team Captain Chester Brooks discussed the report and the reason for its early release with Mr. Gillette, then Chief of Division of Wildlife Refuges and other Bureau of Sport Fisheries and Wildlife personnel. However, release of the report caused an explosion in the Atlanta Regional Office of Bureau of Sport Fisheries and Wildlife. On November 4, 1966, Neil Butterfield, Chester Brooks and other members of the National Park Service study team met with Bureau of Sport Fisheries and Wildlife Regional Director Gresch and other BSFW personnel to discuss the study. We were subjected to considerable verbal abuse and the study was temporarily stalemated.

In April 1967 as a drafting service the NPS submitted a draft Gulf Islands National Seashore bill for Congressman Sikes. Through a April 20 memorandum to the Secretary, Mr. Gottschalk, Bureau of Sport Fisheries and Wildlife, recorded his disclaimer to the establishment of any official Departmental position on the national seashore until a joint report was finalized. He asked that the study team be reestablished though, in fact, it had never been dissolved.

Numerous interagency meetings were held and the study seemed back on course. However, completion of the joint report has been further delayed due to quibbling over words, drawings, etc. The most recent

delay has been the wait for the Bureau of Sport Fisheries and Wildlife plan. We thought we had an agreeable development plan. It had been discussed in July, 1966, in Atlanta and presented with modifications again in Atlanta in July 1967. We thought we had worked out all the difficulties and presented another revision in October 1967 in Atlanta and failed to reach agreement again. We finally decided to prepare separate development plans. We furnished Bureau of Sport Fisheries and Wildlife the mylar for preparation of their plan on December 11, 1967. We have been ready to have the master plan copies reproduced (ITEK) since that date, but after numerous phone calls to Bureau of Sport Fisheries and Wildlife in Atlanta, did not receive their plan until February 16, 1968. The report was submitted for reproduction (ITEK) on February 27, 1968.

The basic reason for the most recent delays has been the emphasis on the part of Regional personnel of Bureau of Sport Fisheries and Wildlife that Refuge purposes were as important on Cat and Ship Islands as they are on the Refuge Islands and that recreation purposes were secondary to Bureau of Sport Fisheries and Wildlife on these two islands. They also feel that BSFW values would not be as well protected under NPS as under BSFW. We have gained the impression that the BSFW was not as interested in establishing a national seashore as they were in extending the Refuge system to Cat and Ship Islands. BSFW has maintained throughout the study that they should manage the Mississippi-Louisiana

islands proposed for inclusion in the seashore. Bureau of Outdoor Recreation members of the study team did not contribute to the delay. Any data we have requested from them has been received promptly. However, as far as we can tell their Regional Office has supported BSFW Regional Office on the question of management of the Mississippi-Louisiana islands.

In view of the above we have prepared a joint report which reflects compromises in viewpoints of the study team members of the three agencies. The narrative section contains only one area of major disagreement. BSFW and NPS team views on the subject of management are included as separate recommendations in the report. Two general development plans are presented that indicate divergent views. In both the narrative and the development plans the divergence primarily concerns who would manage Cat and Ship Islands.

There are several alternatives which the Director might consider. These are based on some local opposition, interbureau considerations and some political "realities."

1. The report represents a compromise among the three agencies.
(a) If the area were authorized under NPS auspices with no strings attached to the legislation, we would prefer NPS administration of recreation on all the islands, including the Refuge islands.

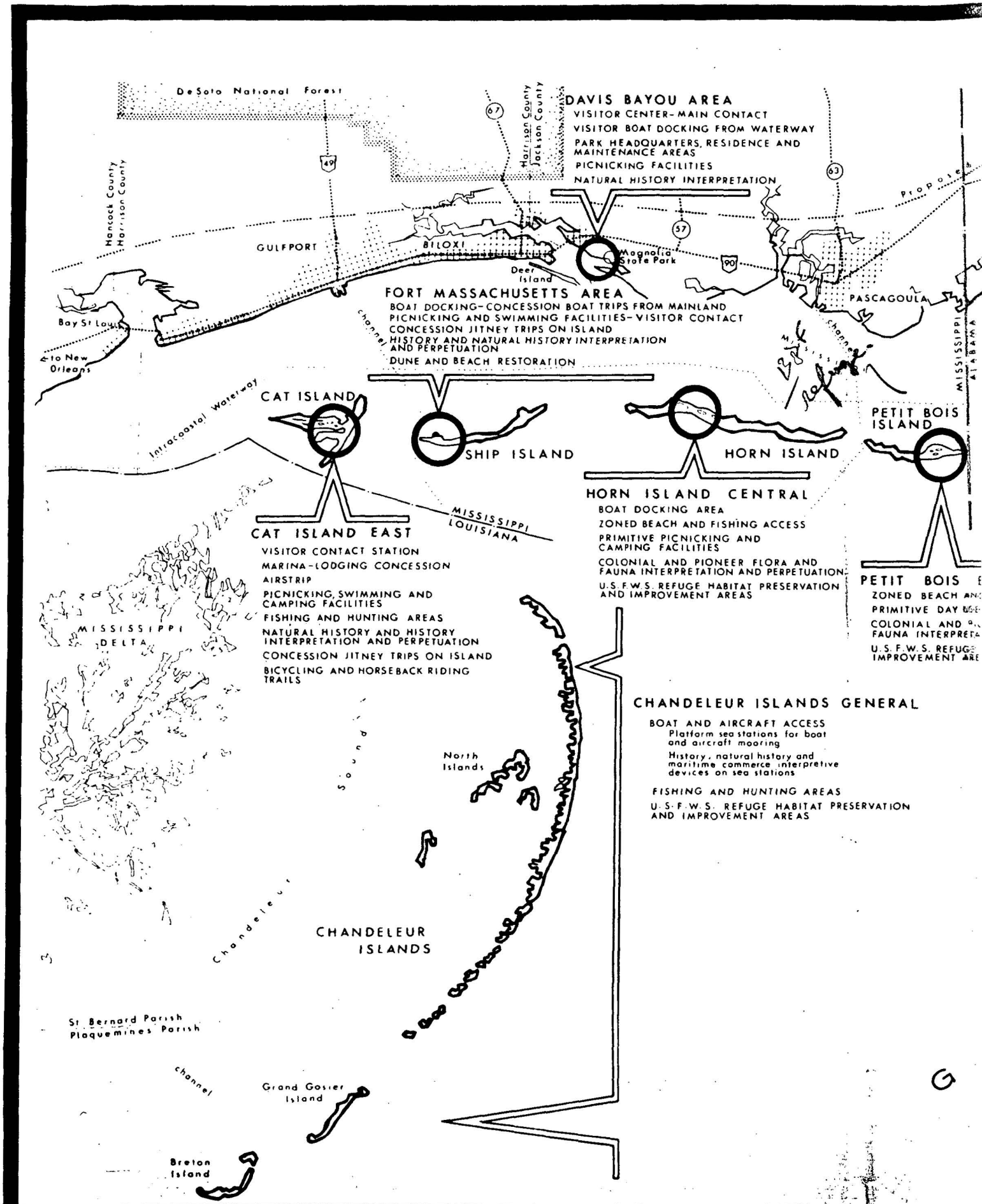
(b) If this were not possible then we favor the proposal as presented in this report under NPS administration. BSFW would administer the Refuge islands for BSFW purposes and for recreation, in accordance with recreation management plan for the entire seashore based on the development plan. National Park Service administration has strong Congressional support in Mississippi, Florida, and Louisiana and Congressional sponsorship for the Gulf Islands legislation in Alabama. To the best of our knowledge, BSFW has no Congressional support in the four States for their management of the Mississippi-Louisiana Islands (Cat and Ship) as part of the seashore.

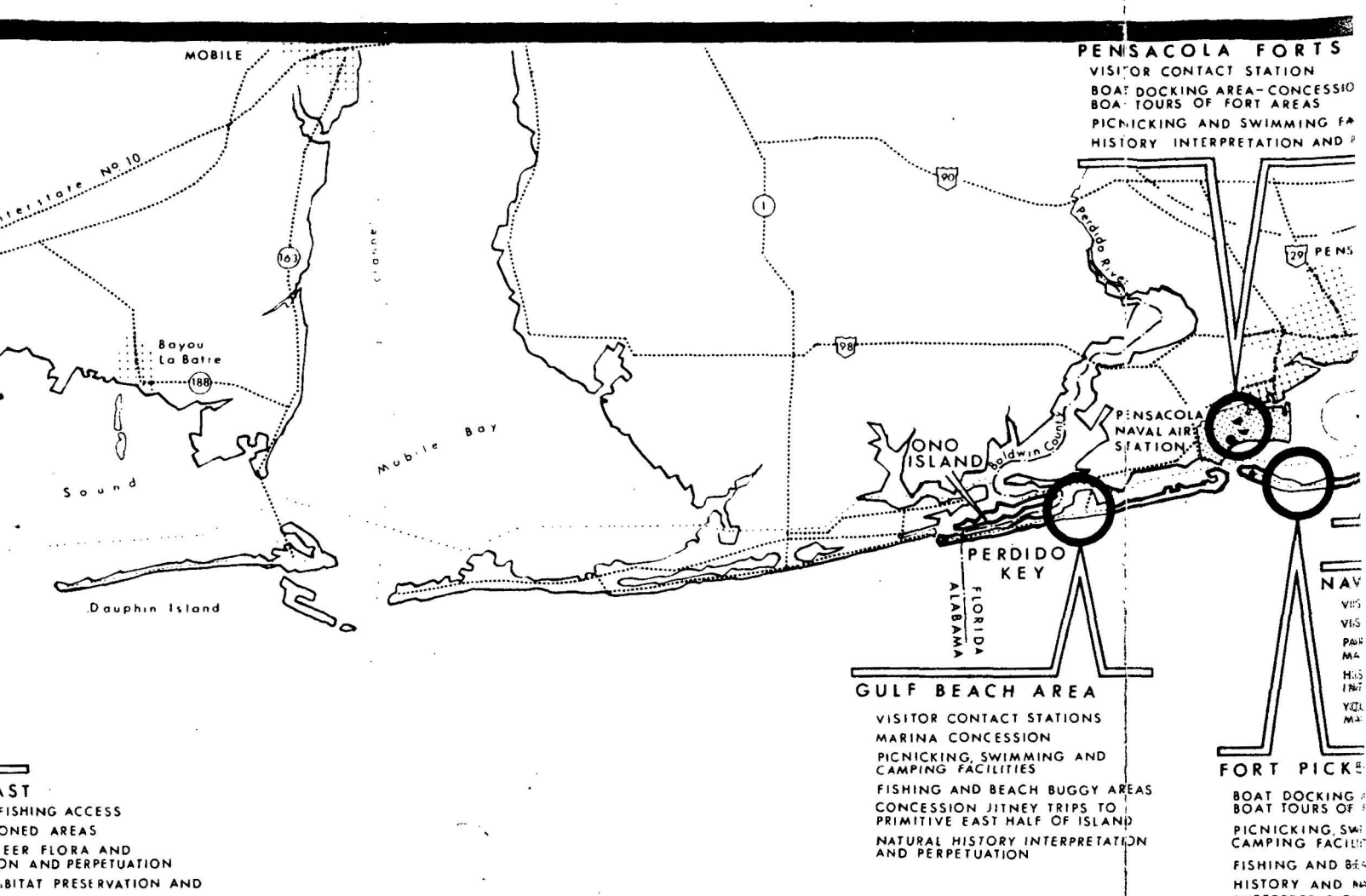
2. (a) Eliminate the Louisiana-Mississippi portion from the proposal or (b) have this segment administered by BSFW. The first portion (a) would be both undesirable from our standpoint and unrealistic with Congressman Colmer of Mississippi (Chairman of the Rules Committee) sponsoring the legislation for the full four State national seashore. However, if Interior should decide in favor of BSFW administration of the Mississippi-Louisiana Islands we could still develop an outstanding national recreation area on the Florida-Alabama portion.

After Authorizing Legislation

In January 1968, H.R. 14735 and S. 2887 "to provide for the establishment of the Gulf Islands National Seashore" were introduced.

If the area is authorized we could negotiate cooperative agreements with the Department of Defense and Treasury Department for Service administration of lands under their jurisdiction prior to actual transfer of these lands to NPS. This would include: Eglin Air Force Base land on Santa Rosa Island, Naval Air Station land on Santa Rosa Island, Perdido Key and on the mainland surrounding Fort Barrancas and the Coast Guard lighthouse. (Treasury Department) With other Federal lands and the possible inclusion of Fort Pickens State Park as well as Escambia County and Okaloosa Island Authority undeveloped lands and the donation of State and private lands on Ship Island, a national seashore could be established soon after authorization.


DeSoto National Forest
Hancock County
Harrison County
Harrison County
Jackson County
67
49
63
57
90
DAVIS BAYOU AREA
VISITOR CENTER-MAIN CONTACT
VISITOR BOAT DOCKING FROM WATERWAY
PARK HEADQUARTERS, RESIDENCE AND MAINTENANCE AREAS
PICNICKING FACILITIES
NATURAL HISTORY INTERPRETATION
GULFPORT
BILOXI
Deer Island
Magnolia State Park
PASCAGOULA
Bay St Louis
to New Orleans
FORT MASSACHUSETTS AREA
BOAT DOCKING-CONCESSION BOAT TRIPS FROM MAINLAND
PICNICKING AND SWIMMING FACILITIES-VISITOR CONTACT
CONCESSION JITNEY TRIPS ON ISLAND
HISTORY AND NATURAL HISTORY INTERPRETATION AND PERPETUATION
DUNE AND BEACH RESTORATION
channel
Intracoastal Waterway
CAT ISLAND
SHIP ISLAND
HORN ISLAND
PETIT BOIS ISLAND
MISSISSIPPI
LOUISIANA
CAT ISLAND EAST
VISITOR CONTACT STATION
MARINA-LODGING CONCESSION
AIRSTRIP
PICNICKING, SWIMMING AND CAMPING FACILITIES
FISHING AND HUNTING AREAS
NATURAL HISTORY AND HISTORY INTERPRETATION AND PERPETUATION
CONCESSION JITNEY TRIPS ON ISLAND
BICYCLING AND HORSEBACK RIDING TRAILS
HORN ISLAND CENTRAL
BOAT DOCKING AREA
ZONED BEACH AND FISHING ACCESS
PRIMITIVE PICNICKING AND CAMPING FACILITIES
COLONIAL AND PIONEER FLORA AND FAUNA INTERPRETATION AND PERPETUATION
U.S.F.W.S. REFUGE HABITAT PRESERVATION AND IMPROVEMENT AREAS
PETIT BOIS
ZONED BEACH AN
PRIMITIVE DAY
COLONIAL AND
FAUNA INTERPRET
U.S. F.W.S. REFUG
IMPROVEMENT ARE
MISSISSIPPI DELTA
Sound
North Islands
Chandeleur
CHANDELEUR ISLANDS
CHANDELEUR ISLANDS GENERAL
BOAT AND AIRCRAFT ACCESS
Platform sea stations for boat and aircraft mooring
History, natural history and maritime commerce interpretive devices on sea stations
FISHING AND HUNTING AREAS
U.S.F.W.S. REFUGE HABITAT PRESERVATION AND IMPROVEMENT AREAS
St Bernard Parish
Plaquemines Parish
channel
Grand Gosier Island
Breton Island
G


MOBILE
Interstate No 10
163
Bayou La Batre
188
Sound
Dauphin Island
Mobile Bay
1
90
98
Perdido River
29
PENS
ONO ISLAND
Baldwin County
PENSACOLA NAVAL AIR STATION
PERDIDO KEY
FLORIDA
ALABAMA
PENSACOLA FORTS
VISITOR CONTACT STATION
BOAT DOCKING AREA-CONCESSIO
BOA TOURS OF FORT AREAS
PICNICKING AND SWIMMING FA
HISTORY INTERPRETATION AND
GULF BEACH AREA
VISITOR CONTACT STATIONS
MARINA CONCESSION
PICNICKING, SWIMMING AND CAMPING FACILITIES
FISHING AND BEACH BUGGY AREAS
CONCESSION JITNEY TRIPS TO PRIMITIVE EAST HALF OF ISLAND
NATURAL HISTORY INTERPRETATION AND PERPETUATION
FORT PICK
BOAT DOCKING
BOAT TOURS OF
PICNICKING, SW
CAMPING FACILI
FISHING AND BE
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BITAT PRESERVATION AND

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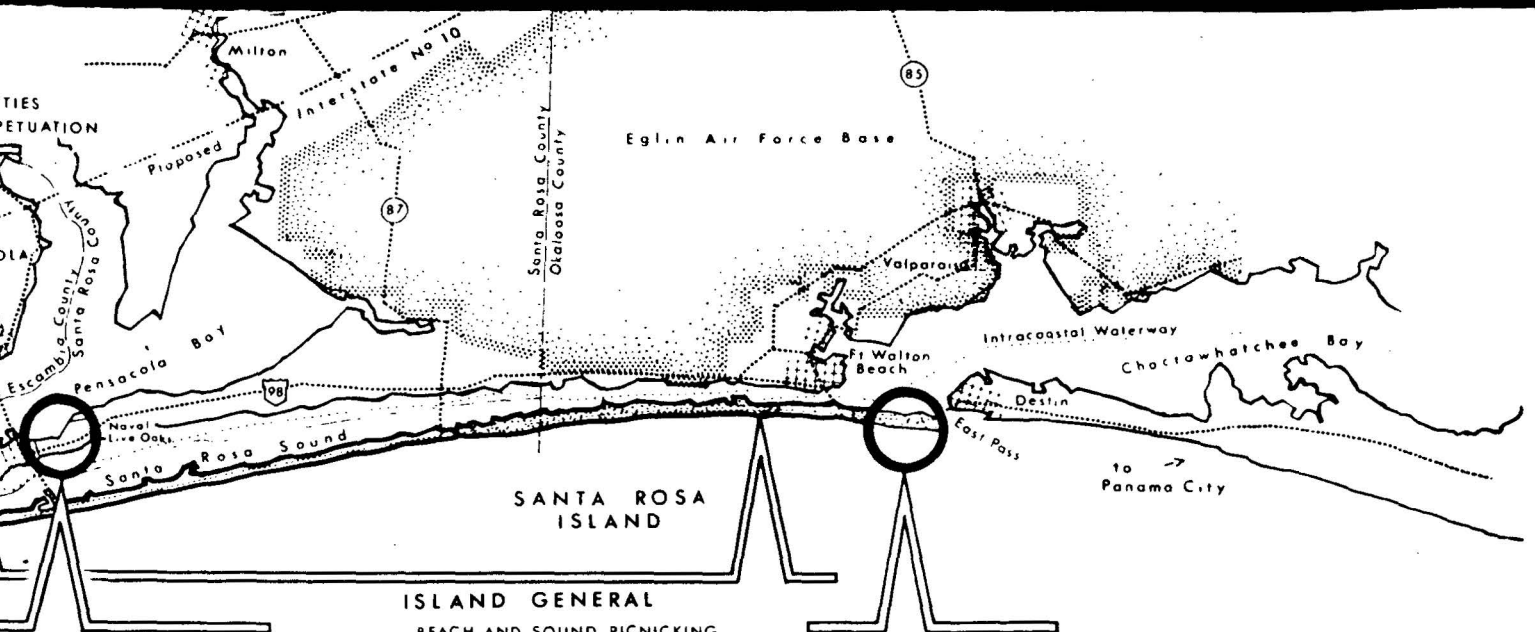


ISLAND GENERAL

BEACH AND SOUND PICNICKING AND SWIMMING FACILITIES-WITH VISITOR CONTACT STATIONS
FISHING FACILITIES
CONCESSION PIERS
SOUNDSIDE BOAT LAUNCHING AREAS
HISTORY AND NATURAL HISTORY INTERPRETATION AND PERPETUATION

EAST PASS AREA

SECONDARY VISITOR CENTER
VISITOR BOAT DOCKING FROM WATERWAY
BEACH PICNICKING AND SWIMMING FACILITIES

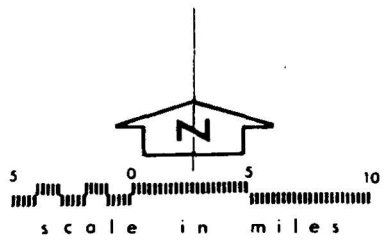
L LIVE OAKS AREA

OR CENTER - MAIN CONTACT
OR BOAT DOCKING FROM WATERWAY
HEADQUARTERS, RESIDENCE AND TENANCE AREAS
RY AND NATURAL HISTORY PRETATION
H CAMPS AND NE RESEARCH CENTER

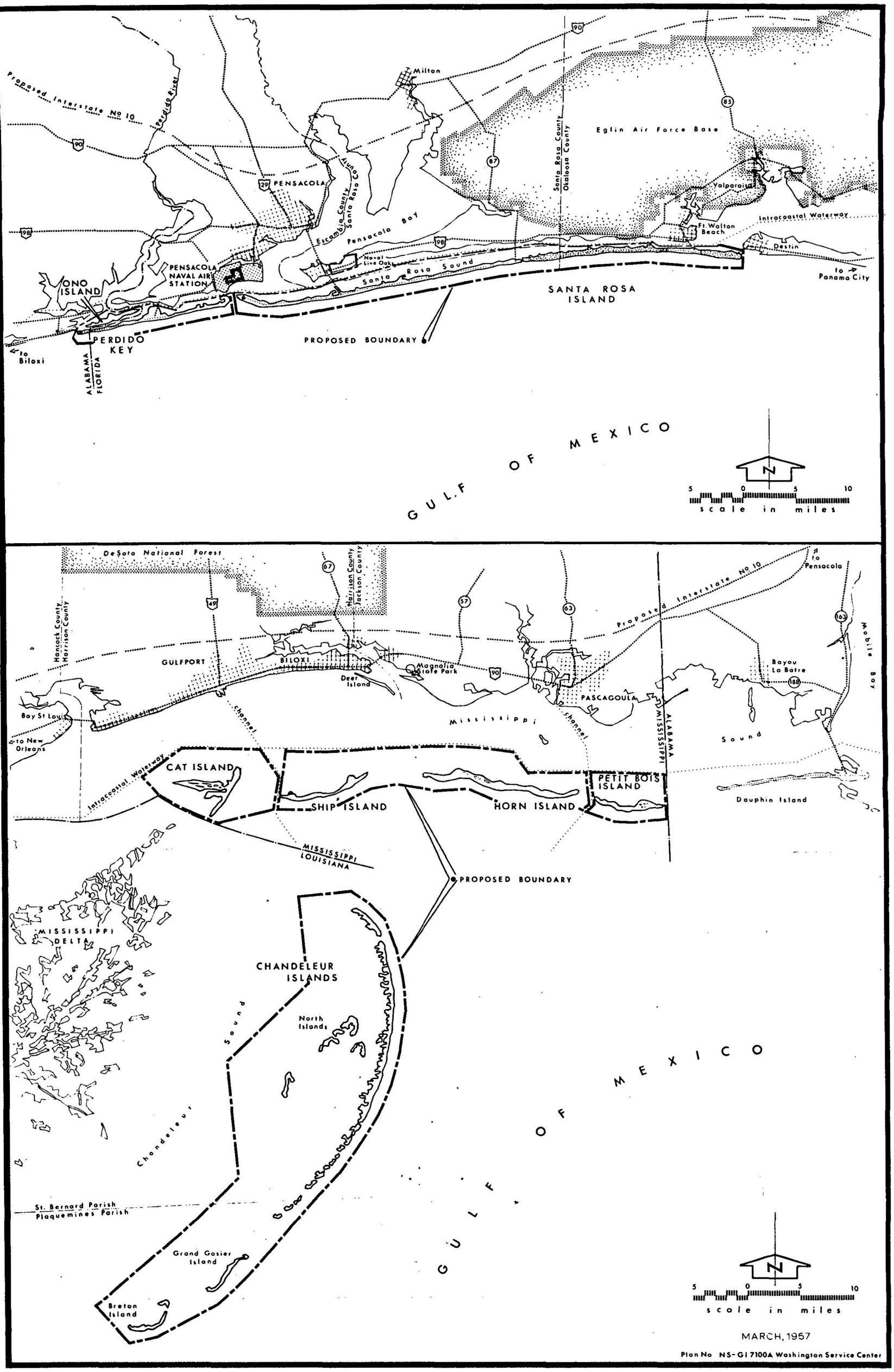
S AREA

EA - CONCESSION RT AREAS
MING AND S
H BUGGY AREAS
URAL HISTORY ND PERPETUATION

M E X I C O



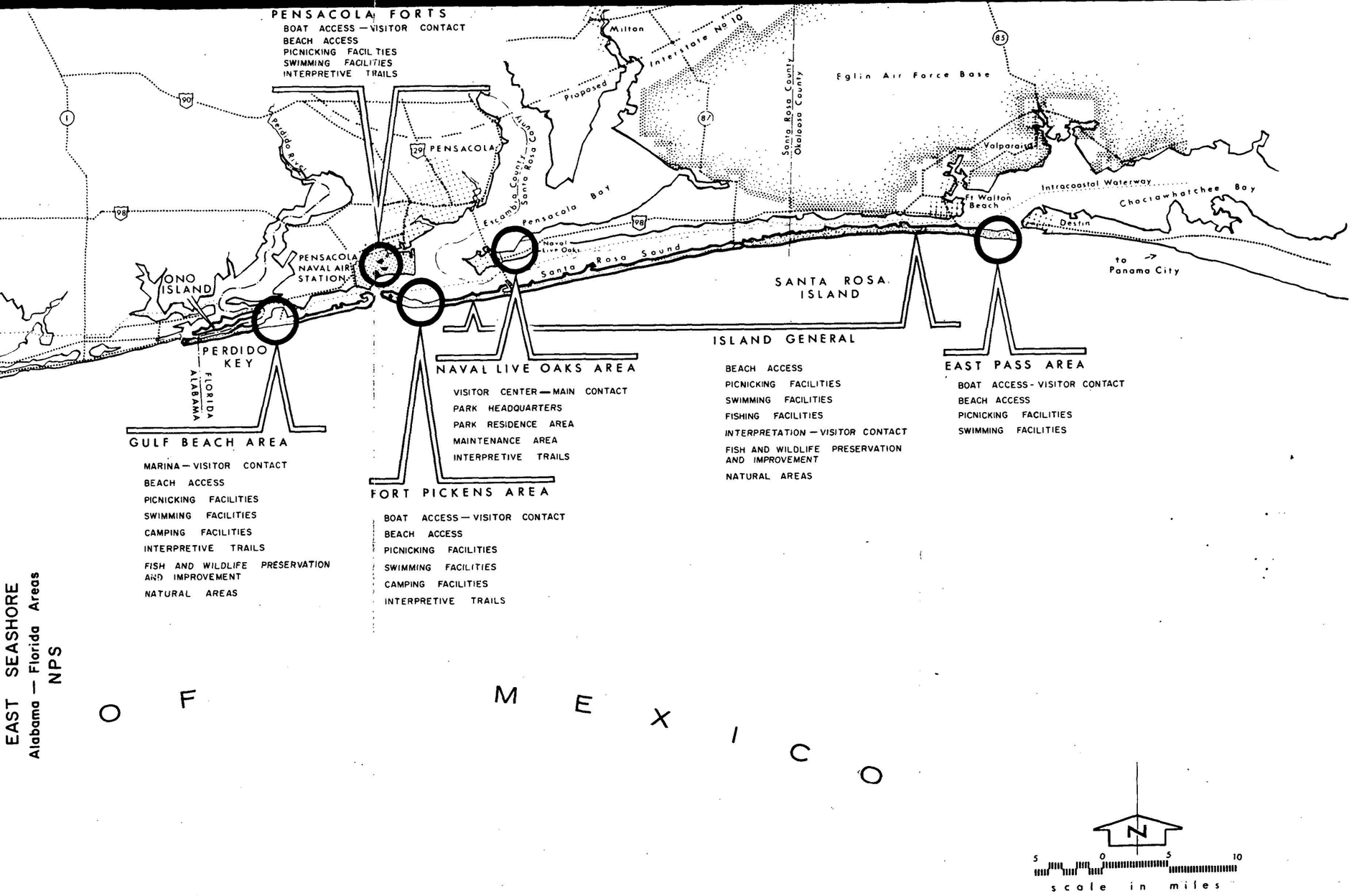
Plan No. NS-GI 7200 Washington Service Center



PROPOSED BOUNDARY PLAN

PROPOSED GULF ISLANDS NATIONAL SEASHORE

National Park Service ..... United States Department of the Interior



BUREAU OF SPORT FISHERIES AND WILDLIFE NO. 1

GENERAL DEVELOPEMENT PLAN

PROPOSED GULF ISLANDS NATIONAL SEASHORE

FLORIDA • ALABAMA • MISSISSIPPI • LOUISIANA

BSF&W PROPOSAL

United States Department of the Interior

GULF OF MEXICO

WEST SEASHORE
Mississippi — Louisiana Islands
BSF&W

EAST SEASHORE
Alabama — Florida Areas
NPS

POINT CADET AREA
WILDLIFE INTERPRETIVE CENTER — MAIN CONTACT (WEST END)
MARINA
HEADQUARTERS AND SERVICE AREAS (WEST END)

RESTORATION OF FORT MASSACHUSETTS
BOAT DOCKING — CONCESSIONS
WILDLIFE AND NATURE INTERPRETIVE FACILITIES
HABITAT PRESERVATION AND IMPROVEMENT FOR WATERFOWL, SHORE BIRDS, GULLS, TERNS, WADING BIRDS, ENDANGERED SPECIES
PICNICKING, FISHING AND SWIMMING FACILITIES

CAT ISLAND
VISITOR CONTACT STATION
LODGING AND MARINA CONCESSION
BEACH ACCESS AND SWIMMING FACILITIES
CAMPING AND PICNICKING FACILITIES
WILDLIFE AND NATURE INTERPRETIVE FACILITIES
NATURAL AREAS
HABITAT PRESERVATION AND IMPROVEMENT FOR WATERFOWL, SHORE BIRDS, GULLS, TERNS AND WADING BIRDS
PROTECTION AND RESTORATION OF RARE AND ENDANGERED WILDLIFE
FISHING FACILITIES

SHIP ISLAND
HABITAT PRESERVATION AND IMPROVEMENT FOR WATERFOWL, SHORE BIRDS, GULLS, TERNS, AND WADING BIRDS
PROTECTION AND RESTORATION OF RARE AND ENDANGERED WILDLIFE
NATURAL AREAS
BOAT ACCESS AND DOCKING FACILITIES
WILDLIFE AND NATURE INTERPRETIVE FACILITIES
PRIMITIVE CAMPING FACILITIES
BEACH ACCESS, FISHING AND PICNICKING FACILITIES

HORN ISLAND
HABITAT PRESERVATION AND IMPROVEMENT FOR WATERFOWL, SHORE BIRDS, GULLS, TERNS AND WADING BIRDS
PROTECTION AND RESTORATION OF RARE AND ENDANGERED WILDLIFE
NATURAL AREAS
WILDLIFE AND NATURE INTERPRETIVE FACILITIES
BEACH ACCESS, FISHING AND BOAT DOCKING FACILITIES

PETIT BOIS ISLAND
HABITAT PRESERVATION AND IMPROVEMENT FOR WATERFOWL, SHORE BIRDS, GULLS, TERNS AND WADING BIRDS
PROTECTION AND RESTORATION OF RARE AND ENDANGERED WILDLIFE
NATURAL AREAS
WILDLIFE AND NATURE INTERPRETIVE FACILITIES
BEACH ACCESS, FISHING AND BOAT DOCKING FACILITIES

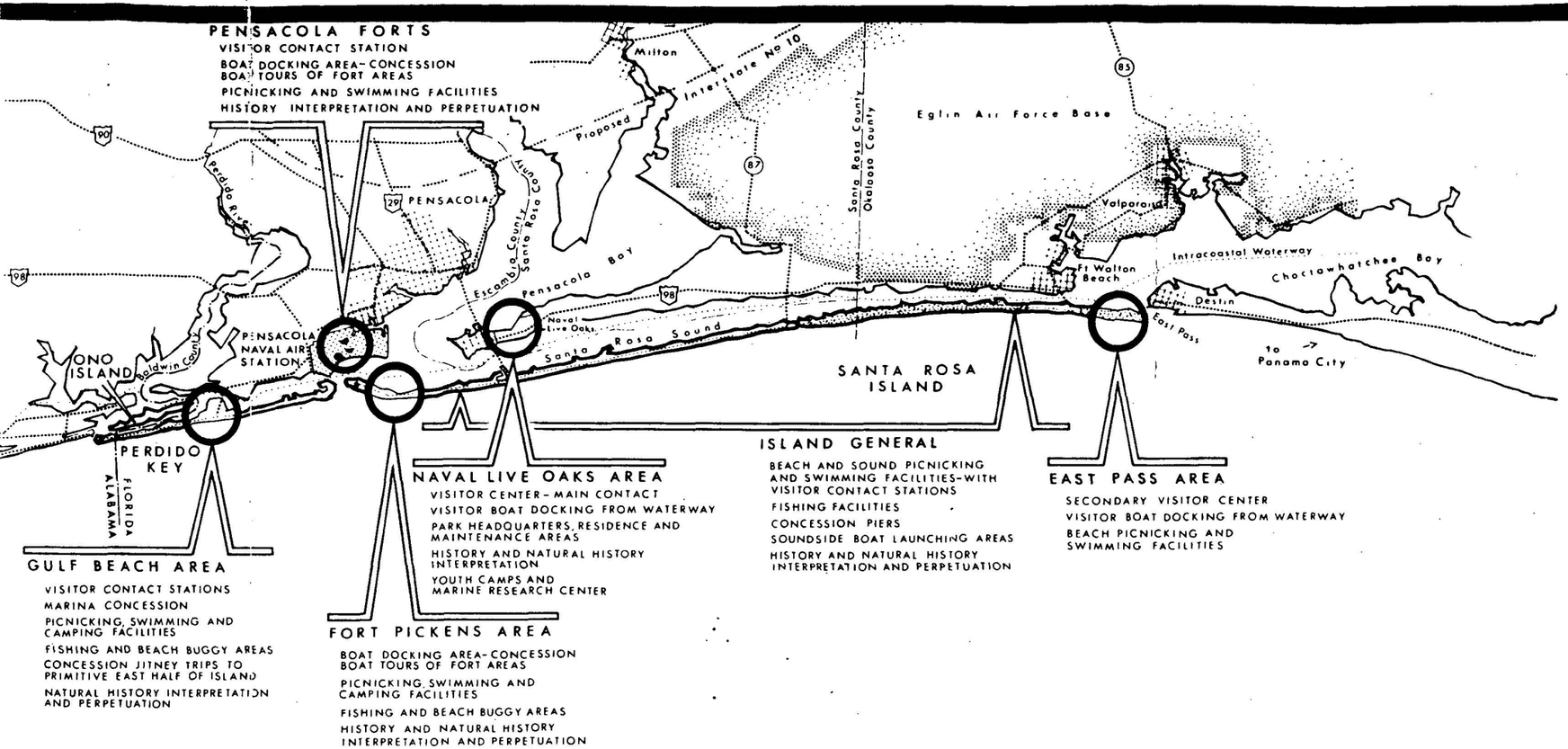
CHANDELEUR ISLANDS
HABITAT PRESERVATION FOR WATERFOWL, SHORE BIRDS, GULLS, TERNS, AND WADING BIRDS
PROTECTION AND RESTORATION OF RARE AND ENDANGERED WILDLIFE
WILDERNESS PRESERVATION
NATURAL AREAS
BOAT AND AIRCRAFT ACCESS
FISHING ACCESS
WATERFOWL HUNTING
WILDLIFE AND NATURE INTERPRETIVE FACILITIES

GULF BEACH AREA
MARINA — VISITOR CONTACT
BEACH ACCESS
PICNICKING FACILITIES
SWIMMING FACILITIES
CAMPING FACILITIES
INTERPRETIVE TRAILS
FISH AND WILDLIFE PRESERVATION AND IMPROVEMENT
NATURAL AREAS

PENSACOLA FORTS
BOAT ACCESS — VISITOR CONTACT
BEACH ACCESS
PICNICKING FACILITIES
SWIMMING FACILITIES
INTERPRETIVE TRAILS

FORT PICKE
BOAT ACCESS —
BEACH ACCESS
PICNICKING FACI
SWIMMING FACI
CAMPING FACILI
INTERPRETIVE

De Soto National Forest
Harrison County
Jackson County
Hancock County
Harrison County
GULFPORT
BILOXI
Deer Island
Magnolia State Park
Proposed Interstate No 10
Bay St Louis
to New Orleans
Intracoastal Waterway
Mississippi Sound
Ship Channel
PASCAGOULA
MISSISSIPPI
ALABAMA
Bayou La Batre
Mobile Bay
Dauphin Island
MOBILE
Perdido Bay
PENSACOLA
PENSACOLA NAVAL AIR STATION
ONO ISLAND
PERDIDO KEY
FLORIDA
ALABAMA
MISSISSIPPI DELTA
MISSISSIPPI
LOUISIANA
North Islands
Chandeleur Sound
CHANDELEUR ISLANDS
St Bernard Parish
Plaquemines Parish
Grand Gosier Island
Breton Island



O F M E X I C O

Plan No. NS-GI 7200 Washington Service Center

GENERAL DEVELOPEMENT PLAN

PROPOSED GULF ISLANDS NATIONAL SEASHORE

FLORIDA • ALABAMA • MISSISSIPPI • LOUISIANA

NPS PROPOSAL

National Park Service

United States Department of the Interior

DeSoto National Forest

Harrison County
Jackson County

Hancock County
Harrison County

GULFPORT

BILOXI

Deer Island

Bay St Louis

to New Orleans

Intracoastal Waterway

DAVIS BAYOU AREA

VISITOR CENTER- MAIN CONTACT
VISITOR BOAT DOCKING FROM WATERWAY
PARK HEADQUARTERS, RESIDENCE AND MAINTENANCE AREAS
PICNICKING FACILITIES
NATURAL HISTORY INTERPRETATION

Magnolia State Park

FORT MASSACHUSETTS AREA

BOAT DOCKING- CONCESSION BOAT TRIPS FROM MAINLAND
PICNICKING AND SWIMMING FACILITIES- VISITOR CONTACT
CONCESSION JITNEY TRIPS ON ISLAND
HISTORY AND NATURAL HISTORY INTERPRETATION AND PERPETUATION
DUNE AND BEACH RESTORATION

Proposed Interstate No 10

MOBILE

Bayou La Batre

PASCAGOULA

Mississippi Sound

MISSISSIPPI
ALABAMA

Dauphin Island

CAT ISLAND

SHIP ISLAND

HORN ISLAND

CAT ISLAND EAST

VISITOR CONTACT STATION
MARINA - LODGING CONCESSION
AIRSTRIP
PICNICKING, SWIMMING AND CAMPING FACILITIES
FISHING AND HUNTING AREAS
NATURAL HISTORY AND HISTORY INTERPRETATION AND PERPETUATION
CONCESSION JITNEY TRIPS ON ISLAND
BICYCLING AND HORSEBACK RIDING TRAILS

HORN ISLAND CENTRAL

BOAT DOCKING AREA
ZONED BEACH AND FISHING ACCESS
PRIMITIVE PICNICKING AND CAMPING FACILITIES
COLONIAL AND PIONEER FLORA AND FAUNA INTERPRETATION AND PERPETUATION
U.S.F.W.S. REFUGE HABITAT PRESERVATION AND IMPROVEMENT AREAS

PETIT BOIS ISLAND

PETIT BOIS EAST

ZONED BEACH AND FISHING ACCESS
PRIMITIVE DAY USE ZONED AREAS
COLONIAL AND PIONEER FLORA AND FAUNA INTERPRETATION AND PERPETUATION
U.S.F.W.S. REFUGE HABITAT PRESERVATION AND IMPROVEMENT AREAS

MISSISSIPPI DELTA

Mississippi Sound

North Islands

Chandeleur Sound

CHANDELEUR ISLANDS

CHANDELEUR ISLANDS GENERAL

BOAT AND AIRCRAFT ACCESS
Platform sea stations for boat and aircraft mooring
History, natural history and maritime commerce interpretive devices on sea stations
FISHING AND HUNTING AREAS
U.S.F.W.S. REFUGE HABITAT PRESERVATION AND IMPROVEMENT AREAS

St Bernard Parish
Plaquemines Parish

Grand Gosier Island

Breton Island

Mobile Bay

Perdido Bay

ONO ISLAND

Baldwin County

PERDIDO KEY

FLORIDA
ALABAMA

GULF BEACH AREA

VISITOR CONTACT STATIONS
MARINA CONCESSION
PICNICKING, SWIMMING AND CAMPING FACILITIES
FISHING AND BEACH BUGGY AREAS
CONCESSION JITNEY TRIPS TO PRIMITIVE EAST HALF OF ISLAND
NATURAL HISTORY INTERPRETATION AND PERPETUATION

PENSACOLA FORTS

VISITOR CONTACT STATION
BOAT DOCKING AREA- CONCESSION BOAT TOURS OF FORT AREAS
PICNICKING AND SWIMMING FACIL
HISTORY INTERPRETATION AND PER

PENSACOLA NAVAL AIR STATION

NAVA
VISIT
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PARK
MAIN
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FORT PICKEN

BOAT DOCKING AR
BOAT TOURS OF FC
PICNICKING, SWIM
CAMPING FACILITI
FISHING AND BEAC
HISTORY AND NAT
INTERPRETATION A

GULF OF