



United States Department of the Interior

NATIONAL PARK SERVICE
WASHINGTON, D.C. 20240

July 12, 1972

IN REPLY REFER TO:

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:

Reconnaissance Report for Pensacola-Santa Rosa 1966

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.

Robert R. Anderson



RECONNAISSANCE REPORT
FOR
PENSACOLA-SANTA ROSA
(FLORIDA)

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by
Resource Planning Office
Washington Planning and Service Center
August 1966

GULF ISLANDS

Update - Sept. 1976

"FORT SAN CARLOS" is ACTUALLY
"BATERIA de SAN ANTONIO"
(Battery SAN ANTONIO)

"Ft. McRea" - should be - "Ft. McRee"

"Ft. Redoubt" - should be -
"Advanced Redoubt OF
FORT BARRANCAS"

RECONNAISSANCE REPORT FOR PENSACOLA-SANTA ROSA (FLORIDA)

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RECONNAISSANCE REPORT FOR PENSACOLA-SANTA ROSA (FLORIDA)

Purpose of Study

This study is twofold in purpose. It was initiated to determine the feasibility of National Park Service operation and maintenance of the Pensacola Forts. The study was also to determine whether the Florida portion of the Gulf Islands and adjacent lands possess national significance to qualify as a National Seashore.

Description of the Area

1. Location

The study area included the Gulf portion of Escambia, Santa Rosa, and Okaloosa Counties in the northwest corner of the State of Florida. It included an area from Perdido Pass in Alabama to East Pass in Destin, Florida as well as lands adjacent to Pensacola Bay near Pensacola, Florida. Pensacola is in latitude 30 degrees 25 seconds north and longitude 87 degrees 13 seconds west.

2. Size

The study area included about 64 miles of the barrier dune islands (Santa Rosa and Perdido Key) with a width in a few instances of about a mile and a half, but generally varying between a half a mile and a mile. Lands under study on the Naval Air Station involved an area one by one and a half miles square. The Naval Live Oaks study area totaled approximately 1283 acres.

3. Access

Perdido Key is available from Alabama over State Route 182 and from Pensacola, Florida on State Route 292. Fort McRae, on Perdido Key is presently available by beach buggy along the Key or by boat from the Intracoastal Waterway or the Gulf.

State Route 399 traverses most of Santa Rosa Island from Fort Pickens on the west to Destin, Florida on the east. The missile range of Eglin Air Force Base on the Island is closed to the public. Four bridges across the Intracoastal Waterway connect Santa Rosa Island to U.S. 98, which threads westward through the communities of Destin, Fort Walton, and Pensacola, Florida to Mobile, Alabama. U.S. 98 passes through the Naval Live Oaks tract near the western extremity of Pensacola Peninsula between Pensacola and the Island of Santa Rosa.

Except for the Fort Barrancas area, access to all the sites mentioned above presents no problems. The present access to Fort Barrancas is through the main gate of the Naval Air Station. At the present time visitation to the Air Station is controlled. The Commanding Officer plans to make the Station an open base as soon as possible. Nevertheless a visitor is confronted with a multiplicity of roads and buildings that make a visit to the Fort

complicated to say the least. To correct the problem of access, the Navy, in cooperation with the State Highway Department, is projecting a visitor access road from State Route 292 out of Pensacola, which would cross Bayou Grande and lead the visitor to the Fort Barrancas site.

EVALUATION OF THE SIGNIFICANT RESOURCES

History

By Public Law 878 (July 2, 1948) the Secretary of the Interior was authorized to accept lands that included: "(1) Old Fort San Carlos and Old Fort Barrancas... (2) Old Fort Redoubt... (3) Old Fort Pickens," and to determine the property's national significance for national monument purposes. If it was determined to be in the national interest, the area was to become Pensacola National Monument through publication of its boundaries in the Federal Register. The Secretary was also authorized to transfer the lands to the State, if it was determined that the area would be more suitably administered as a State historical park, provided that the State perpetually maintained the area for State historical park use.

As indicated above, the primary historical resources are related to the Pensacola Forts. These and other points of historical interest are evaluated in the following paragraphs.

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 Tome," 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.

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 Barrancas as part of the same defensive system. During the Civil War, Confederate troops occupied these Forts until 1862. Federal troops held the Forts for the rest of the war.

In May, 1938, Roy Appleman, then Acting Regional Historian, stated:

"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. Fort 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 to the best of my knowledge... These unique remains should be 'preserved at all costs.'"

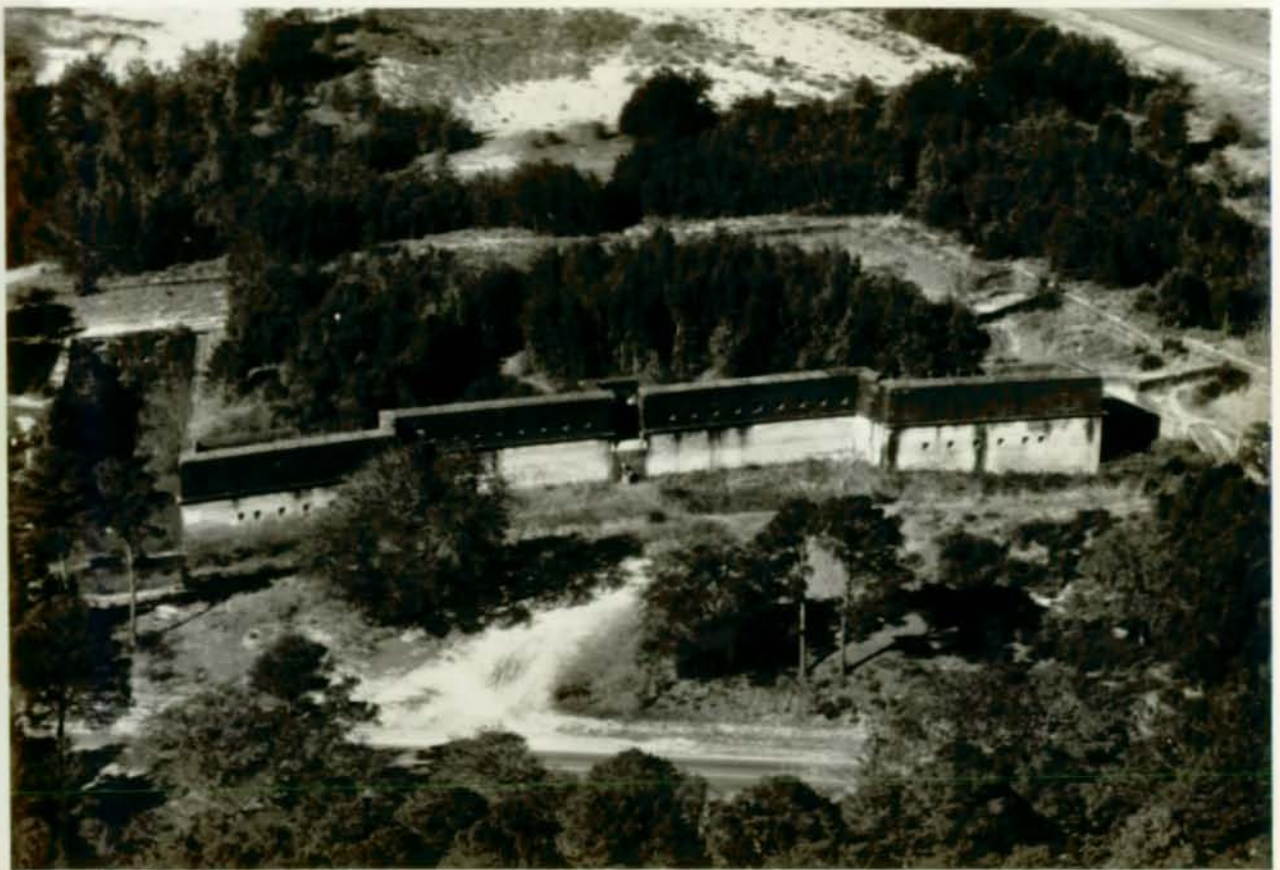
* Manucy notes on Historical Fortifications, Pensacola Florida, Most of the historical data in this report is from Manucy's notes.

FORT SAN CARLOS de BARRANCAS
from the Gulf side
on Pensacola Naval Air Station



Official U.S. Navy Photo

FORT REDOUBT
on Pensacola Naval Air Station



Official U.S. Navy Photo

PENSACOLA SANTA ROSA 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."* He states that the excavation artifacts demonstrate the close connections the residents maintained with the French during this period, that trade directly or indirectly indicated contacts with England, Northern Europe, Mexico, and China.

* Notes in Anthropology, Volume X, Florida State University 1965

FORT PICKENS

This Fort was started in the 1800's. Its primary significance lies in the fact that with Fort Taylor and Fort Jefferson, they comprise probably the only forts in Confederate territory that were held by Union troops throughout the war. Its long range bombardments, exchanged with Fort Barrancas and Fort Redoubt and at closer range with Fort McRae during the Civil War, are its chief claim to historical attention, except for a few skirmishes that add interest to a visit to Santa Rosa Island.

FORT McRAE

The site of the Fort is under the waters of Pensacola Bay. No surface remains of the Fort appear to exist. Fort McRae 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. McRae's historical role, although interesting, is insignificant. Architecturally, Fort Pickens and Fort McRae appear to be typical of some areas already in the National Park System.

FORT PICKENS
on Santa Rosa Island
Pensacola Lighthouse and Naval Air Station
across Bay



Official U.S. Navy Photo

Looking Westward Across Land Adjecant to Site Of
FORT McREA



Original Fort site is under water near the bottom of this picture.
No physical remains are visible at the time of team's visit.

Official U.S. Navy Photo

THE PENSACOLA LIGHTHOUSE

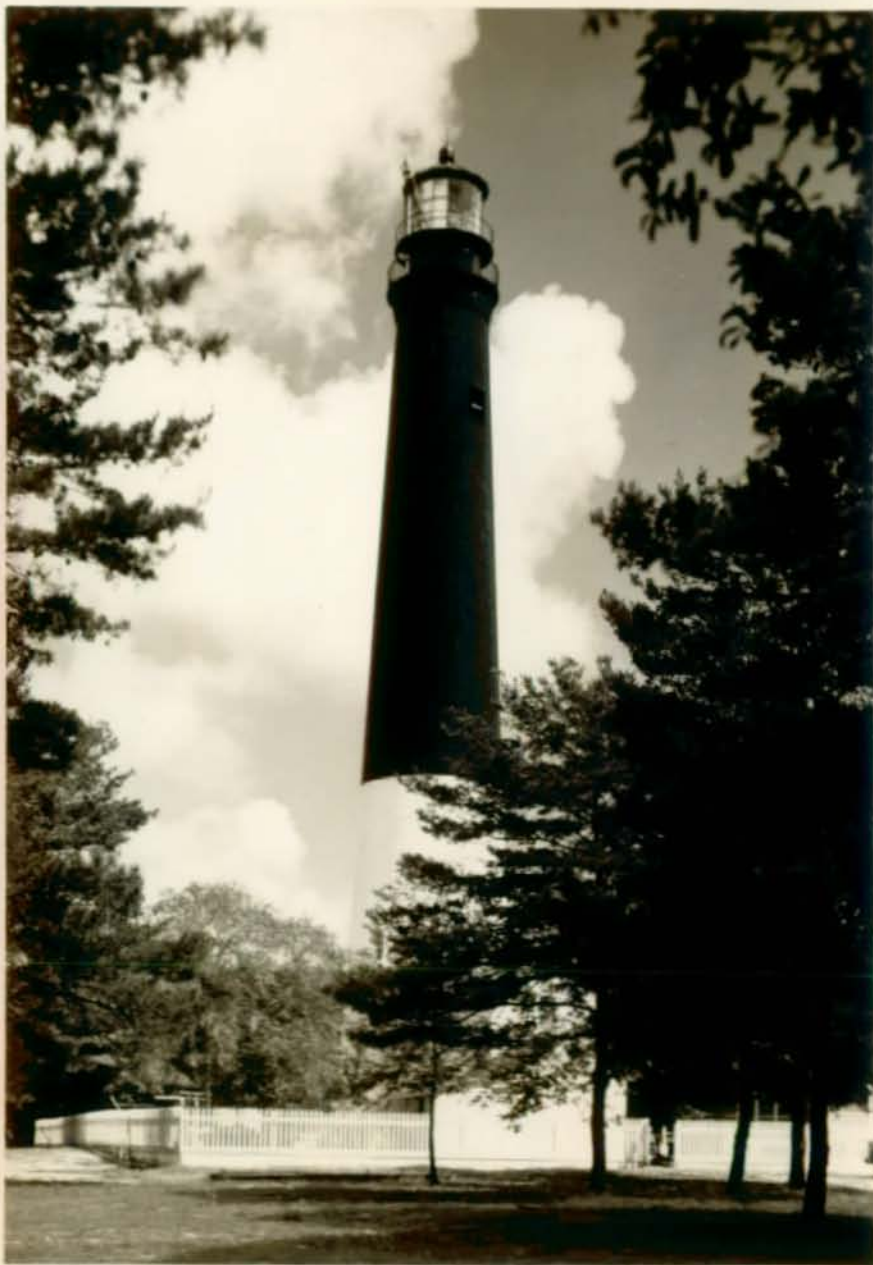
The Coast Guard lands and structures, exclusive of the Lighthouse, are proposed for inclusion with lands for Fort Redoubt and Fort San Carlos de Barrancas in a proposed National Historic Site.

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. 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.

PENSACOLA LIGHTHOUSE

Naval Air Station

about one half mile form Fort Barrancas



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 ~~1828~~ 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. Like so many areas of our conservation history, it appears that the last sad chapter is about to be written, as the plantation portion of the Live Oaks is about to be turned over to private developers, if a present bill before Congress passes. If this area was truly the first Federal venture then 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 to World War II. The interpretive opportunities, associated with presenting the history of coastal fortifications from the 1500's to the 1950's, 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 could be found. Santa Rosa Island is said to contain remains of the Deptford, Swift Creek, Needen Island and Fort Walton groups. All these Indians were largely dependent on game and fish, especially shellfish for food. The existence of these sites adds an interesting dimension to the area's history. A more comprehensive and up-to-date evaluation of the

area's archeological resources is needed than that which is presented here. Archeological assistance will be needed for the preparation of a Planning report or a Master Plan for the area.

EVALUATION OF THE SIGNIFICANT RESOURCES (cont'd.)

Natural History

On May 19, 1939 the Santa Rosa Island National Monument was established by proclamation of President Franklin D. Roosevelt because of its historical, scientific, and recreational value. It was declared to be of national significance because it illustrated, in an outstanding manner, processes by which much of the shoreline of the continent was formed. Although it was established as a National Monument primarily because of its geological and scientific interest, other natural aspects of the area were of almost equal interest. The area's major natural facets are described below:

GEOLOGY

The development of the coastal lowland which fringes our continent on the east and south began in Cretaceous times. Through a time span of unknown length in the Cretaceous, and throughout the 60 million years or so of Cenozoic time, American rivers carried sediments down to the Atlantic and the Gulf of Mexico. There, marine waters steadily reconstituted and redistributed these materials, banking them up by wind and wave action against both coasts, in successive shallow layers. This accumulation of sediments constitutes the Coastal Plain and Continental Shelf of Eastern North America. Most of Florida is composed of rather new sediments in this series, and exposures near Pensacola date from no earlier time than the Pliocene.

While suffering no deformation during the Cenozoic, the southeastern continental margin did tend to be raised and lowered slightly with respect to sea level, and this made the accumulation of sediments a hit and miss affair. The formations at Pensacola are bounded above and below by eroded surfaces. The deeper rocks beneath that city are mostly limestones separated by unconformities, showing that continental oscillations may have been rather severe in the Eocene and Oligocene periods. In the Miocene, the north gulf coast became positioned very close to its present position,

and thereafter shallow water sands and a few continental deposits appear in the sedimentary record. In the Pliocene and Pleistocene periods, no deep water formations show up at all in West Florida, but the record, particularly of the Pliocene, is far from complete. The Pliocene Citronelle Formation, which composes the colorful bluffs of the Pensacola Bay area, contains abundant fossils of cypress, water elm (Planera) and water oak in a flora closely resembling that of modern Alabama and northern Florida. As these remains occur in lagoon, beach and sand bar material, it is a safe bet that the local Pliocene environment was much like that of today.

During the Pleistocene, fluctuations of sea level have been attributed to fluctuations in the extent of the polar ice cap, rather than in crustal elevations and depressions. Wave cut terraces on the present landscape provide an excellent record of Pleistocene high water marks, and these correlate with well-known (but poorly dated) recessions of continental glaciation. The highest known reach of the Pleistocene Gulf of Mexico was only 150 feet above the present shoreline, and the most recent high stages were at 25-35 and 8-10 feet above current sea level. All of the modern shore features of the Pensacola area came into

being during these marine invasions. The peninsula just north of Santa Rosa Island, for instance, developed as a submerged offshore bar late in the Sangamom (third) interglacial stage (ca. 100,000 B.C.), when gulf waters were slowly retreating from a position 100 feet above their present level. After the onset of the first Wisconsin Glaciation (termed Iowan), it was never submerged again, but it bears two lower shoreline scraps, at approximate elevations of 30 and 10 feet. During these latest interglacial rises of the sea, termed Pamlico (ca. 35,000 B.C.) and "post-Wisconsin" (ca. 5000-2000 B.C.), it seems likely that Santa Rosa Island developed in its turn as a submerged barrier bar.

Today, Santa Rosa is still more sand bar than island. Its highest dunes are only slightly higher than 30 feet, and during severe storms they may be quickly destroyed. At such times, the entire island may be awash for brief periods. Most of the island's surface is covered by loose sand and active dunes. The contrast between such conditions and the well-established wooded land along the north shore of Santa Rosa Sound is very great, and forms an exhibit-in-place of the process of continental accretion. If the former Santa Rosa Island National Monument, or parts of it, are given National Seashore status, this process of land building by the sea will be a "natural" as a geological interpretive theme.

An obvious geological feature of the Pensacola Bay shores is the "white sugar sand" prominently mentioned by chambers of commerce and other boosters of the area. It is not quite as unique as certain claims for it would have us believe, but it does contrast with shores in Mississippi and Louisiana, and with the Florida coast east of Cape San Blas. The beaches of these adjacent areas are somewhat stained, probably by clay brought down to the coast by the Mississippi, Pearl, Alabama, and Apalachicola Rivers. The "Miracle Strip", on the other hand, is supplied by rivers of rather short profile. The drainages of these streams do not have very far northern reaches, but rather are confined to territory also characterized by rather pure sand. Most of the sand grains brought south by these little rivers enjoyed previous existences in coastal bars and dunes of earlier times. Hence, one might say without much danger of contradiction, that the Pensacola sands owe their beauty to having been purified by wave action not once, but doubly or triply, or perhaps even several times during Pleistocene advances of the Gulf. At any rate, they are close to 100% pure quartz by actual test during an Escambia County soil survey.

PLANT LIFE

The shores and islands of Pensacola Bay are forested by mixed stands of pine and live oak, in various stages of recovery from cutting and fire and, on the islands, from the combined forces of wind and sea. The climax vegetation of this region would be hammock land of live oak and magnolia, but in the area considered none of this cover type remains. The pines that dominate the landscape are of two kinds, slash pine and shortleaf pine, neither occurring in mature stands. Slash pine is found nearly everywhere about Pensacola, including some groves on the barrier islands, but the shortleaf seems confined, as a forest dominant, to a few inland sand ridges.

The richest development of forest cover that we observed was on the Naval Live Oaks Reservation. There, between highway 98 and the south shore of the peninsula, the land has been protected from fire since before 1940, and mature live oak woodland prevails. The largest trees were presumably planted in the 1830's as a part of the nation's first systematic conservation effort. Among these oaks are a few vigorous young magnolias, and fewer young hickories, showing that the climax stage is at least dawning here. Sapling magnolias are fairly common, and pines (shortleaf) make up a very minor element in these woods.

On Santa Rosa Island, Fort Pickens State Park has preserved a stand of slash pine about one and a half miles in length, disturbed only by recent campground construction. Other trees here are all very low and shrubby, and soil and salt spray conditions undoubtedly weigh heavily against hammock development in this situation. "Dune hammocks", small groves of oak and magnolia in the lee of a few dunes on the north shore of the island, do represent a measure of climax vegetation in an offshore environment, but the acreage involved is very small.

Associated with the Fort Pickens pinewoods are a few freshwater ditches and marshy depressions grown up with water plantain, lizard-tail, and other rank aquatic plants. The zenith of aquatic (freshwater) environment on Santa Rosa Island is a pair of water-lily ponds observed from the air near the west end of the Eglin Air Force Base holding. Small brackish ponds, larger lagoons, and broad saltmarsh are all fairly well represented on the island, but much of the saltmarsh, regarded as an important resource 25 years ago, has been buried under spoil during construction and maintenance of the intracoastal waterway. At Big Sabine Point, some six miles east of Pensacola Beach, a relatively untouched stretch of saltmarsh has persisted. At mainland points of observation, no fresh water habitats were observed.

The Gulf shores of Perdido Key and Santa Rosa Island support a nearly continuous "turtle grass" community in the subtidal shallow between fresh and offshore bar. This is cursed by swimmers, but is important in the ecology of littoral fish, crustacians, etc.

About 200 species of flowering plants are known from Santa Rosa Island. Over 100 more are present on the adjacent mainland, and their various combinations in several major habitat types comprise a resource well-deserving of study and conservation. On Ono Island, Alabama, at Fort Pickens State Park, Naval Live Oaks Reservation, Pensacola Lighthouse Reservation, and on the Eglin Air Force Base portion of Santa Rosa Island, particularly valuable woodland communities have survived Pensacola's suburban expansion, and these should comprise the nuclei of Service proposals (natural areas) in the vicinity of that city.

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ANIMAL LIFE

The marine and terrestrial environments of the Pensacola area are neither unique nor particularly remarkable for their animal inhabitants. The fauna has been depleted considerably during the advance of "civilization" and "progress", and large eye-catching creatures, except for porpoises and sharks, are no longer important factors in the scenic resource. On the other hand, small birds and mammals are present in numbers, particularly on the offshore islands; marine invertebrates, particularly terrestrial crab species, border on the spectacular; and the shores of the gulf on the outer islands are significant nesting grounds for at least one species of marine turtle.

In addition to the obvious recreational features of surf casting and the gathering of marine shells, there are other faunal values of potential utility in interpretation and recreation. A fifty year study by the local Audubon Society reveals that 64 bird species are resident about Pensacola, and that 258 species occur more that casually in their proper seasons. Bird numbers reach their low ebb in the summer months, but least and black terns are conspicuous about the bay at that season, and the enthusiast can still expect to glimpse such endangered species as the Mississippi kite and the osprey with considerable confidence.

Sea birds are the principal attraction at any time of year, and the annual parade of spring and fall migrants regularly includes 25 species of shorebirds, 19 ducks, 11 gulls and terns, and 20 other species of miscellaneous waterbirds. Mammals are not conspicuous, but the story of those that have successfully colonized the off-shore islands could be an important interpretive consideration. The special adaptations to life among the sand dunes, of animals such as the beach mice and fiddler crabs could be worked into another interesting interpretive theme.

Santa Rosa Island animals of more than passing ecological interest may be enumerated as follows:

(a) The beach mouse, Peromyscus polionotus, is abundant on the island, in a nearly pure white strain which has been given the racial designation leucocephalus. This race is known only from Santa Rosa Island.

(b) The gray kingbird, Tyrannus dominicensis, is a conspicuous nesting bird at Fort Pickens State Park. Here, it is at the northwestern limit of its range in the United States, and away from its usual mangrove habitat.

(c) The Atlantic loggerhead turtle, Caretta caretta, reportedly still comes ashore in some numbers to lay eggs each May. To

quote from J.O. Stevenson's report of 1938, this is "one species that needs all the protection it can get". Possibly other marine turtles still resort to the island, and all, the green, hawksbill, ridley and loggerhead, are badly endangered species, on the verge of extinction along our coasts.

(d) The American alligator has been recorded from the ponds at Fort Pickens at least as recently as 1962. Civil War diaries indicate that it was formerly common in this habitat, and our brief aerial survey showed that suitable ponds exist at several points on the island. The pioneering of the island by this and other fresh-water reptiles and amphibians could form a very interesting interpretive story.

RECREATIONAL CONSIDERATIONS

For full National Seashore recreational potential, the proposed area should include all of Perdido and Santa Rosa Island, excepting existing Pensacola Beach and related Escambia County Authority lease tracts for private cottage use. These county tracts should have a determination review for phasing into legitimate public use.

Proposed boundaries would extend some sixty miles above the Florida Gulf island shore, of which less than two miles of accretion land on the west end of Perdido Key is now in Alabama. Arrangements should be made for adequate control measures of submerged State sound lands between the islands and the intracoastal waterway and adjacent Gulf bottom lands. This tidal zone has important recreation and fishery potential in need of protection from speculation and pollution. The islands' outstanding features are the wide gently sloping beaches of unusually fine white sand, and brilliant clear blue water, a coloring comparable to Caribbean Bays. With a minimum of development, the area can provide excellent opportunities for swimming, picnicking, surfing, sunbathing and other popular day use beach activities. One of the unique qualities of Santa

Rosa Island is the adequate sound side beaches, with the absence of marshes, the calm, shallow water is excellent for family groups.

For those desiring more active recreation, the islands offer unlimited opportunities for camping, fishing, skin diving, water skiing, and boating. Surf and troll fishing are outstanding for pompanos, bill fish, mackerel, red snapper and other favorite sport fish common in the Gulf. Crabbing and floundering are also excellent.

The island should be managed and developed for maximum public recreation use, as State Roads now extend the length of Santa Rosa Island and over half of Perdido Key. A balance between high density and low density would be planned to maintain the natural environment and setting.

A National Seashore would afford opportunity to redistribute the intensive, but limited, day use and camping facilities at Fort Pickens State Park on Santa Rosa, and would serve as a recreation reserve which could be developed as population growth, from the newly emerging Gulf coast commerce real estate ventures and tourism, engulf and block recreational areas.

Traffic circulation to Pensacola and other mainland centers of lodging and supplies is presently adequate, and is being upgraded by the State and Federal agencies. Pensacola offers nearby commercial recreational outlets and historical interest.

A rich historical background of Pensacola Bay and island vicinity in French and Spanish Florida prior to U.S. acquisition offers a cultural pageant opportunity, tying the recreational-historical relationship of the Forts and Seashore; and a splendid depth to the interpretive program throughout the Seashore.

SUITABILITY - FEASIBILITY OF PENSACOLA NATIONAL MONUMENT

The acreage described in Public Law 878 for the National Monument is not of sufficient size to justify National Park Service administration. To qualify on the basis of size as an administrable unit, the Monument should include the lands surrounding Fort San Carlos de Barrancas and Fort Redoubt as shown on Drawing 7100. The availability of these lands for transfer to the Service is also a qualifying factor. During discussions of the proposal, Rear Admiral Lynch, Chief of Naval Air Training at Pensacola Naval Air Station, indicated his agreement for inclusion of the Naval lands shown on Drawing 7101, but stated he would need approval of the Defense Department for transfer of lands. By an agreement with the Coast Guard the Navy has taken over maintenance of the buildings (except for the lighthouse) comprising the former Coast Guard Station on the base. The Coast Guard has not yet transferred these lands to the Navy. It is presumed these lands could also be made available to the Service. However, this possibility has not been discussed with Coast Guard personnel. Under present conditions the Fort San Carlos de Barrancas area is not readily accessible to visitors. Construction of a new proposed visitor road to the Fort site and the opening of the Naval Air Station to visitors by creating an open station will make the area suitable and feasible as a National Monument as far as access is concerned.

REHABILITATION COSTS

In November, 1965, Regional Staff Architect Aschmann made an inspection of Fort San Carlos de Barrancas and other historic structures at the Naval Air Station to advise the Navy Department on rehabilitation and restoration techniques.

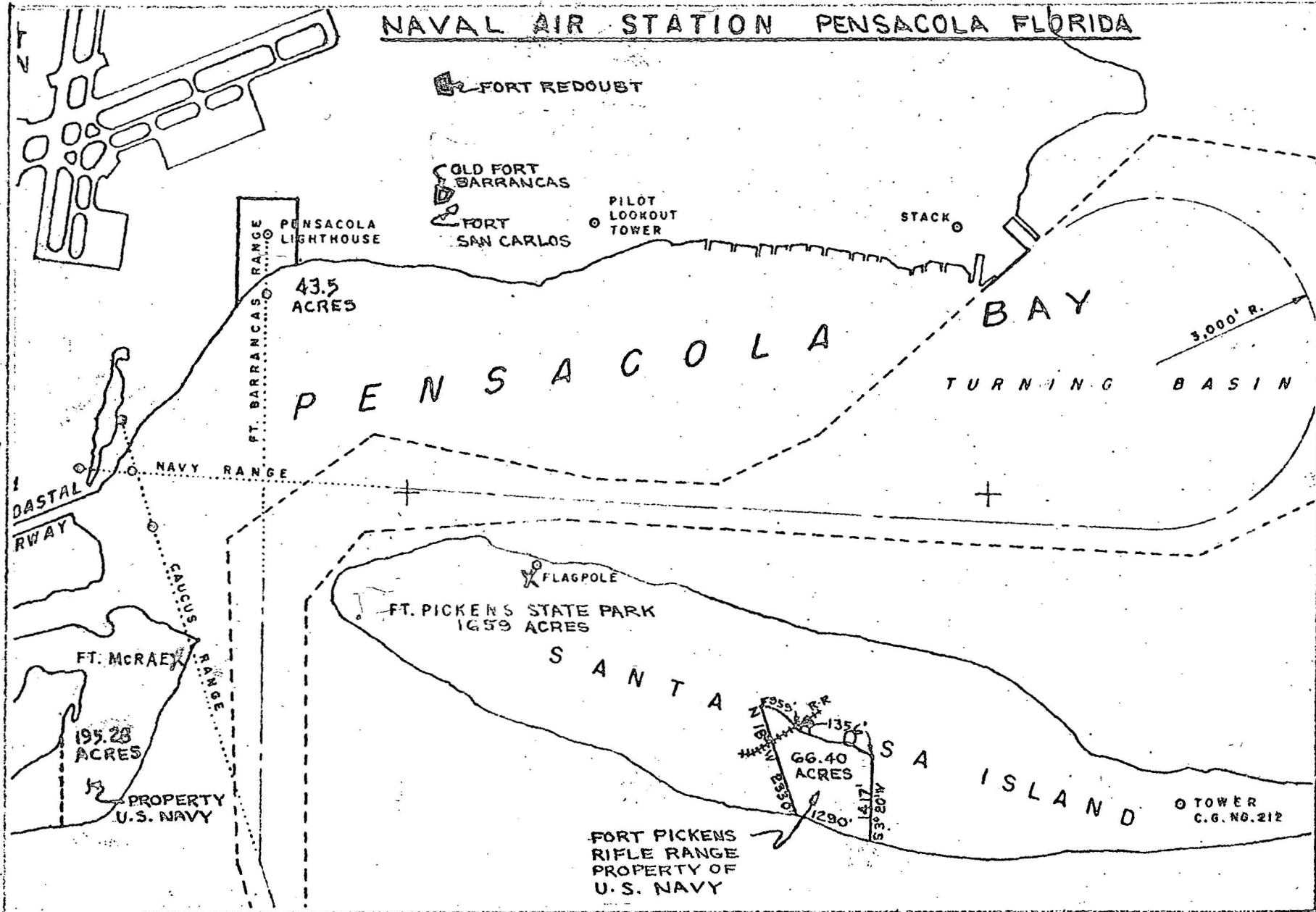
His observations are quoted below:

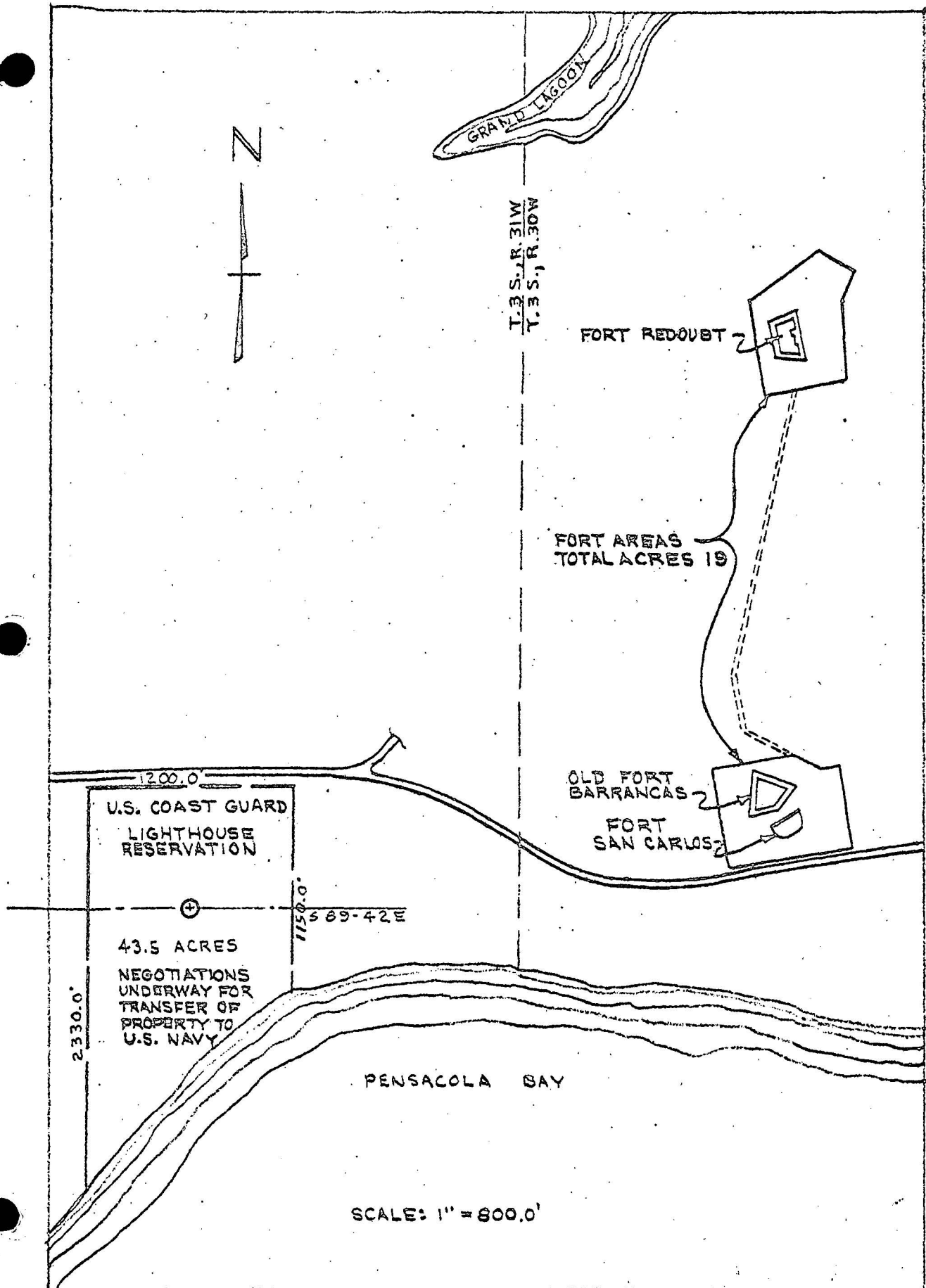
Forts San Carlos and Barrancas, National Historic Landmarks are in very poor condition and will require considerable work to make them safe for visitors. The public is now allowed to visit the parade grounds of Fort Barrancas and one room in the Gallery of Fort Barrancas. At San Carlos much of the Spanish portion restored by the WPA has deteriorated or collapsed. Passages in and between the two forts, once open to the public, are now sealed because they are too hazardous for unsupervised use. At present, the Navy has only \$1,000 for maintenance of the Forts. These funds are used for cutting grass, pickup of trash and removal of some vines and other undesirable plants. Nothing is budgeted or spent for repointing or needed repairs. I estimate that a minimum of \$60,000 will have to be spent before the public can be permitted in the closed areas of the Forts. Additional funds for repointing and better maintenance will also be required.

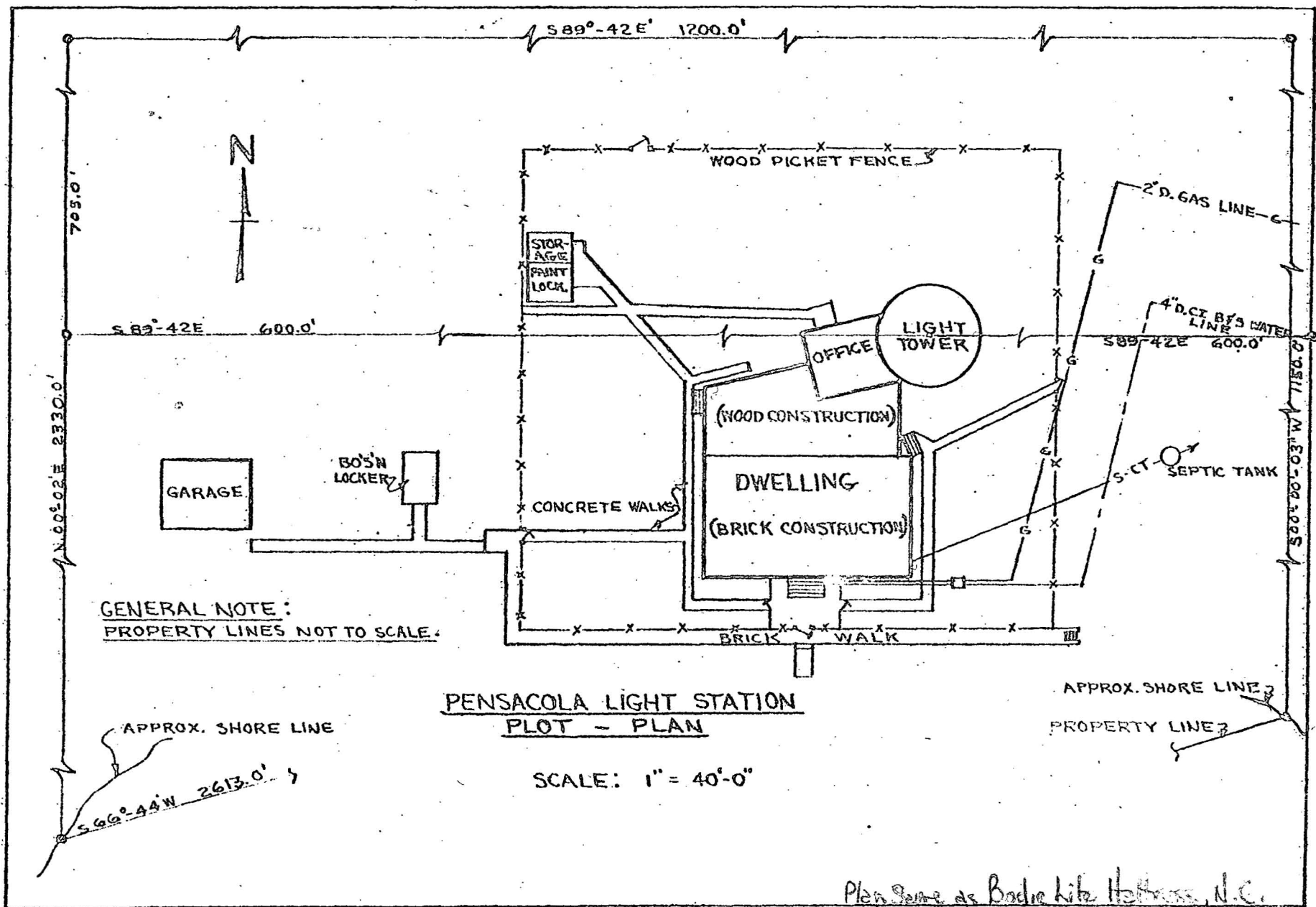
Fort Redoubt..., is also in very poor condition. This Fort is overrun with plants and vines. The parade ground is a jungle. The Sally Port floor and entrance bridge are missing, and brickworks are deteriorating. Public has access to moat around Fort and outerworks only. Considerable work must be done to restore and preserve this work only. Considerable work must be done to restore and preserve this structure.

No figures were given for rehabilitation of Fort Redoubt or Fort Pickens. Workmen were busy stabilizing the western portion of Fort Pickens during our visit to the State parks. More data are needed on rehabilitation and maintenance costs for these structures.

NAVAL AIR STATION PENSACOLA FLORIDA







SUITABILITY AND FEASIBILITY OF A SANTA ROSA NATIONAL SEASHORE

As has been previously stated, a Santa Rosa Island National Monument was established in 1939. On July 30, 1946 the Monument was abolished by Public Law 564 and its lands transferred to Escambia County. Why was an area with such outstanding potential abolished?

DISESTABLISHMENT OF SANTA ROSA ISLAND NATIONAL MONUMENT

Probably the major reason for the establishment and the dis-establishment of the National Monument could be found in three factors: the personality of the men who were Directors of the National Park Service at the time; the spirit of the times; and the national emergencies during their directorates.

Arno. B. Cammerer was faced with the problems of the depression years. The various emergency relief programs created an atmosphere conducive to innovation. During Cammerer's administration, the Service became very interested in seashores as recreation areas and tried to get some of them reserved before they were all turned over to private ownership.* Santa Rosa Island National Monument was established during Cammerer's administration.

Cammerer and the Service came under heavy fire from the purists of some of the conservation organizations, who charged the Service with violation of "true national park standards and accused the Service of paying too much attention to historical, military and recreation areas, and to recreation in general as opposed to the great scenic National Parks and Monuments." **

*Ise, John, Our National Park Policy, p. 425

**Ibid, p. 439, p. 443-44

Drury was probably a little more sympathetic with the purist view than any of the other Directors.* With the besetting problems he faced as far as Santa Rosa was concerned, measured against the needs of other Service areas, it is not too surprising he favored disestablishment of the National Monument.

*Ibid, p. 443-44

SERVICE REASONS FOR DISESTABLISHMENT OF SANTA ROSA ISLAND NATIONAL MONUMENT

1. World War II

A. Prior to our country's entry into the War a modest development program had been undertaken under CCC and other emergency relief programs. However, with a war to finance, Congress cut Park appropriations more than 50 percent.* The lack of development and the seeming restriction associated with a National Monument resulted in a loss of influential local support. A local effort was made to have the area classified as a National Recreation Area. Congressman Sikes introduced legislation in 1941 with this in mind. Through Secretary of the Interior Ickes the Service opposed NRA status for Santa Rosa.

B. In 1941, the Department of the Interior conveyed the eastern half of Santa Rosa Island National Monument to the War Department for use as part of Eglin Air Field.

2. Access Problem

The bridge that provided access to the Pensacola Beach area of Santa Rosa Island was privately owned and in need of expensive

*Ise, p. 449

repairs. The Service was not too interested in assuming responsibility for maintenance of the bridge and thus, during Service administration of the National Monument negotiations for access to the area from Pensacola were stalemated.

3. Leases issued by Escambia County Authority to concession-type operators prior to establishment of the National Monument appeared to be valid. Thus, NPS control of commercial development on the island was limited.

If the Service is restricted to the size area listed in Public Law 878, and if the present problems of visitor access to the site were not corrected the costs related to maintaining, operating and developing a Pensacola National Monument and the small visitation it would receive under the existing situation, would make Service administration infeasible. Even if these restrictions were removed, the cost of operating and maintaining such a small area with increased but yet relatively small visitation would make Service administration a marginal undertaking as far as feasibility is concerned.

The area would be feasible if operated as a National Historic Site in conjunction with other proposed Service operated areas nearby.

RECOMMENDATIONS

Establishment of a Santa Rosa National Seashore, which would include all islands from Perdido Pass in Alabama to East Pass near Destin, Florida, and recognition of Fort San Carlos de Barrancas as a National Historic Site to be administered in connection with the Seashore.

Suggested phases to achieve the above objective.

1. Utilize the existing legislation which authorizes the establishment of a Pensacola National Monument to create the nucleus for both the Seashore and the Historic Site.
2. Negotiate cooperative agreements with the following Federal, State and county agencies for Service administration of lands under their jurisdiction for recreation purposes:

A. Department of Defense (1) Eglin Air Force Base land on Santa Rosa Island, (2) Naval Air Station land on Santa Rosa Island, Perdido Key, and on the mainland surrounding Fort Barrancas and Coast Guard lands.

B. The Florida Park Service for Fort Pickens State Park lands. If these lands are not available, then administration, operation and maintenance of Fort Pickens should be left with the State. Service operation of Fort Pickens without the State park lands would not

be feasible.

C. The Escambia County Authority for the undeveloped lands on Santa Rosa Island under its authority.

D. Okaloosa Island Authority for undeveloped lands on Santa Rosa Island under its authority. More study is needed relative to those lands and the desirability or undesirability of Service administration. No contact was made with Okaloosa or Escambia County Authority members during the study.

3. Legislation to create a Santa Rosa National Seashore which would also include a clause changing the name of Pensacola National Monument to Fort San Carlos de Barrancas National Historic Site.

FOLLOW UP

It is suggested that a meeting be held with the Director at an early date to determine the next course of action based on the foregoing recommendations. Such a discussion would be helpful also in determining the course for the Gulf Islands study which includes the islands of the Mississippi and Louisiana Coast.

Work Required

1. Assistance of the Lands Division in the Service Center to determine ownership of the lands in the proposed National Seashore, and the acreage and costs involved in acquisition.
2. Cost study for rehabilitation of the various Forts.
3. Exploration toward and negotiation of the necessary cooperative agreements.
4. A Santa Rosa-Pensacola Planning Report and Master Plan.