

Preface

Everglades National Park is on the edge in so many senses. The park is at the very edge of the North American continent. The park is on the edge of two major metropolitan areas: Miami/Dade County on the east and Naples and surrounding communities on the west. Commercial and residential development affects the park in many ways. More than anything, the Everglades is on the edge because it is perennially threatened. The water it formerly received as surface flow now come to it only when the demands of agriculture and urban users have been satisfied. The fate of what remains of the Everglades ecosystem is uncertain and will require close cooperation with a host of land and water managers outside park boundaries. In a broader sense, Everglades National Park hovers near the edge of the conventional definition of a wilderness. It is a wilderness cloven in two by a motor road and visited by tens of thousands of motorboats annually. Nonetheless, the visitor who ventures off the road soon finds herself in a veritable wilderness—a strange and wonderful natural world like no other in the United States.

This history assembles in one document, information about the park and its surroundings from many sources, mostly archival. Dozens of books have been written on the Everglades, and many of them touch on aspects of the park's history. This is the first work to focus on the totality of the park's past, and it relies on a number of sources not consulted by previous researchers. In particular, I present much new information on the 20-year campaign to authorize and then establish the park. My assumption is that many readers will consult this volume to answer specific questions on fairly narrow topics, rather than reading it through. Anticipating this sort of use, I have prepared a comprehensive index.

My history begins with a brief summary of the Everglades before the organization of a concerted campaign to establish a national park. Chapters 3 through 5 describe that campaign, the park's establishment, and its dedication. Land acquisition and the park's development for visitors are addressed in chapters 6 and 7. The next two chapters tell the story of the Central and Southern Florida Flood Control Project and its wide-ranging effects through 1990. Water is the lifeblood of Everglades National Park, and park operations can be understood only in the context of the broader South Florida water situation. Chapters 10 through 27 deal with the various aspects of park operations. Finally, the last chapter addresses water issues after 1990 and the development of the Comprehensive Everglades Restoration Plan (CERP). The progress of the CERP will largely determine the park's future.

I have worked to make a complex story—involving hydrology, conservation biology, agriculture, urban development, politics, and diverse local

communities—understandable. Many topics by necessity are treated in summary fashion; I have attempted to direct readers to sources of additional information.

The sheer number of individuals and institutional players in the Everglades drama is daunting. Probably no region on earth has spawned more commissions, task forces, committees, working groups, advisory boards, coalitions, and the like. I hope that I have been somewhat successful in guiding the reader through this maze of organizations and that the capsule biographies in appendix F will be helpful.

If knowledge of the park's past in any way helps managers tackle the challenges of Everglades restoration going forward, I will have succeeded with this work.

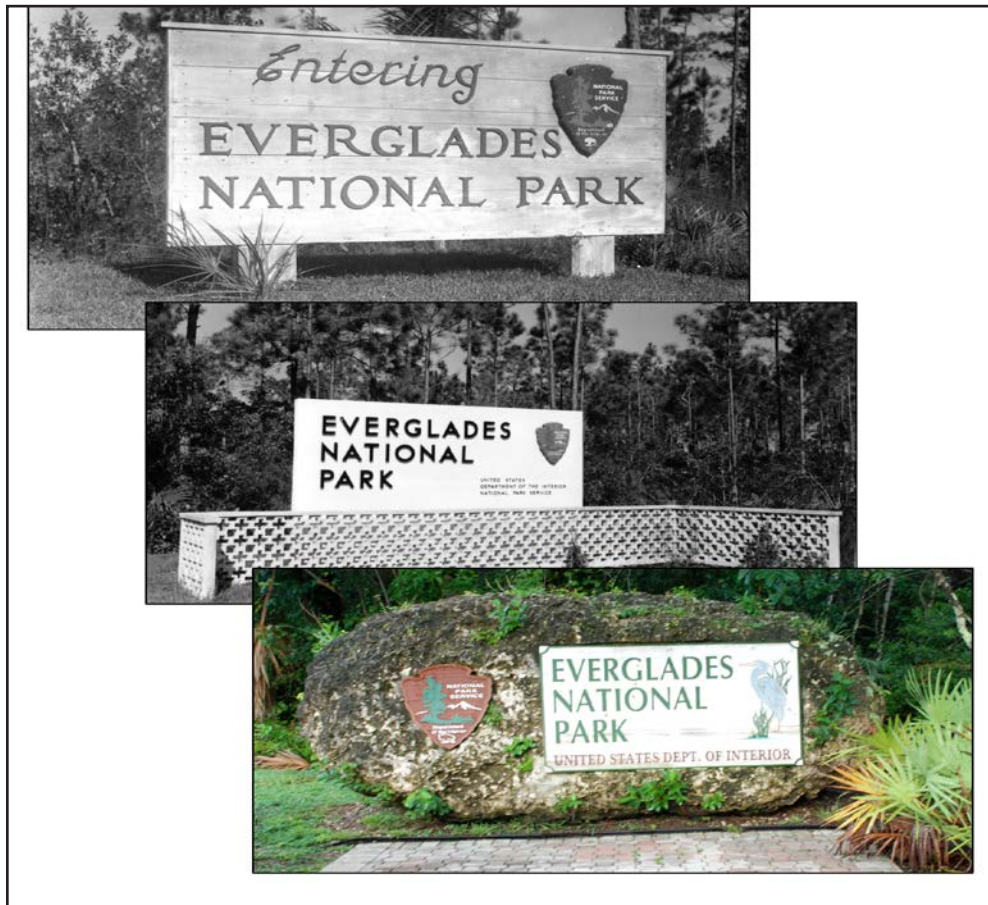


Fig PR-1. Park entrance signs through the years

Acknowledgements

This history was prepared under the cooperative agreement between the National Park Service and the Organization of American Historians. The Southeast Regional Office of the NPS accepted the final manuscript of the history in summer 2014 and may yet publish it in some form. While awaiting that event, I have opted to web publish the history.

The agreement's technical representative for the project was Bethany Serafine, historian in the NPS Southeast Regional Office. The original OAH project manager was Susan Ferrentinos, OAH public history manager. Aidan Smith took over as OAH project manager in 2012. The park's project manager was Melissa Memory, chief of cultural resources at Everglades until the summer of 2013, when she became superintendent at Fort Pulaski National Monument. Melissa largely delegated the day-to-day coordination of the project to Nancy Russell, at that time curator of the South Florida Collections Management Center.

I cannot begin to express the extent of my indebtedness to dozens of Everglades National Park staff members who helped me complete this history. Dan Kimball, superintendent of Everglades and Dry Tortugas National Parks from before the project's inception until March 2014, recognized the importance of the administrative history. He gave freely of his time in an interview, provided me with introductions, and conveyed his support of the project to everyone in the park.

Nancy Russell has no superior in her dedication to the history of the Everglades, her management of the collections center, and her enthusiasm for this history. For four and one-half years, we were in contact almost daily, and Nancy has tracked down the most obscure documents, answered the most bizarre questions, and helped me keep up my motivation. On my ten research trips to the park, the collections center staff—Bonnie Ciolino, Jennifer Stafford, Siobhan Miller, Aaron Seltzer, Jenna Edwards, Dianely Martin, Adele Peña, Lynn Moulton, Meg Eastwood, Amanda Gonzalez, and Cheryl Price—have been uniformly helpful and a pleasure to share workspaces and lunch tables with.

I am grateful to all the current and former park staff members who agreed to be interviewed; they are listed in the bibliography. In addition, park staff members have been generous in responding to my telephoned and emailed questions; these include Fred Herling, Paul O'Dell, Alan Scott, Sonny Bass, Skip Snow, and Brien Culhane. Several current and former staff members also commented on drafts of the history. I want to thank then all: Nancy Russell, Melissa Memory, Skip Snow, David Rudnick, Jeff Kline, Mike Savage, Mike Jester, Bob Showler, Jason Osborne, Alysso Gantt,

Bridget Litten, Susan Reece, Tom Iandimarino, Kevin Bowles-Mohr, William Gordon, and Brian Coleman.

Individuals at other NPS locations were very helpful. Abel Ramos in the NPS Technical Information Center sent me digital copies of drawings and documents. Richard Vernon at the NPS Southeast Archeology Center guided me through the center's holdings on Everglades, and center archeologist Margo Schwadron patiently answered my telephoned questions. John Brucksche of the NPS Harpers Ferry Center helped me find items that in the NPS history collection. Jason Lautenbacher, NPS's national records manager, arranged for me to consult retired NPS files at the Federal Records Center in Suitland, Maryland.

Thanks are due to the archivists and librarians at all of the nonNPS repositories I have visited for this project. These include R. Boyd Murphree, formerly at the Florida State Archives; John R. Nemmers, Florence Turcotte, and James G. Cusick at the University of Florida Library; and John Shipley at the Miami-Dade Public Library. A number of archivists at the National Archives and Records Administration facilities in College Park, Maryland, and Philadelphia provided valuable assistance. Also helpful were the archivists at the University of Miami Special Collections and the Conservation Collection at the Denver Public Library.

I am hugely in debt to my wife, Madeline Baum. She has prepared 22 maps and site plans for this history, which should prove a boon to readers. Further, she has patiently dealt with all of my computer-related issues and supported me through four and one-half years of effort. The task was so much easier and more pleasant with her help.

All of the above-mentioned individuals and dozens of others contributed greatly to this complex project. I hope they will be pleased with the resulting history. Any errors of fact or interpretation in the document are mine alone.

Abbreviations and Acronyms Used in Footnotes

AAAS	American Association for the Advancement of Science
AG	Attorney General
BIA	Bureau of Indian Affairs
CEPP	Central Everglades Planning Project
CERP	Comprehensive Everglades Restoration Plan
CF	Central Files, Everglades National Park
Corps	U.S. Army Corps of Engineers
CP	Ernest F. Coe papers
CR	Cultural Resources Division, Everglades National Park
C&SF	Central and Southern Florida
Dir.	Director. Unless otherwise indicated, all references are to the director of the National Park Service.
DCS	National Park Service Denver Service Center
DNR	Department of Natural Resources
DOA	Department of the Army
DOI	Department of the Interior
DOJ	Department of Justice
EC	Everglades Coalition
EDD	Everglades Drainage District
EFR	Everglades National Park Fire Records
ENHA	Everglades Natural History Association
ENP	Everglades National Park
ENPA	Everglades National Park Association
ENPC	Everglades National Park Commission
FCD	Flood Control District
FFWCC	Florida Fish and Wildlife Conservation Commission
FNPMA	Florida National Parks and Monuments Association
FWS	U.S. Fish & Wildlife Service
GMP	General Management Plan
GPO	Government Printing Office
HFC	National Park Service Harpers Ferry Center
IIF	Internal Improvement Fund of Florida
IPM	Integrated Pest Management
IWL	Izaak Walton League of America
LA	Landscape Architect
MMJ	May Mann Jennings

NA Ph	National Archives at Philadelphia
NARA II	National Archives at College Park, Maryland
NAS	National Audubon Society
NASc	National Academy of Science
NOAA	National Oceanic and Atmospheric Administration
NPA	National Parks Association
NPCA	National Parks Conservation Association
NPS	National Park Service
NWR	National Wildlife Refuge
PAC	Public Affairs Collection
O-SOI	Office of the Secretary of the Interior
R&VP	Resource and Visitor Protection
R-CASA	Records of the Superintendent's Office, Castillo de San Marcos National Monument
RD	Regional Director
RDR1	Regional Director, Region One
RDSE	Regional Director, Southeast Region
SAR	Superintendent's Annual Report, Everglades National Park
SEAC	Southeast Archeological Center of National Park Service
SFCMC	South Florida Collections Management Center
SFNRC	South Florida Natural Resource Center
SFRC	South Florida Research Center
SFWMD	South Florida Water Management District
SLH	Spessard L. Holland
SMR	Superintendent's Monthly Report, Everglades National Park
SOI	Secretary of the Interior
SOA	Secretary of the Army
TWS	The Wilderness Society
UF	University of Florida
USAF	U.S. Air Force
USDA	U.S. Department of Agriculture
USFS	U.S. Forest Service
USGS	U.S. Geological Survey
WASO	Washington Office, National Park Service
WCA	Water Conservation Area
WNRC	Washington National Records Center, Suitland, Maryland