

VII. IDENTIFYING AND EVALUATING GLADESMEN HISTORIC PROPERTIES

Within the Gladesmen Culture are properties that reflect the history, behaviors, and purpose of the group. In keeping with NRHP Bulletin 38, Guidelines for Evaluating and Documenting Traditional Cultural Properties (Parker and King 1990), examples of properties possessing the characteristics of a TCP are those of:

a rural community whose organization, buildings and structures, or patterns of land use reflect the cultural traditions valued by its long-term residents.

In keeping with that definition in this introductory study, the historic properties identified as part of the Gladesmen Culture that can be evaluated as potential TCPs fall under the functional categories of: commercial sites, non-commercial sites, and waterways/roadways. These descriptive categories were derived to classify those properties identified as important to Gladesmen during field visits and informant interviews. The physical characteristics and associated qualities that identify each property type are discussed below, and specific examples are evaluated for their TCP eligibility in Chapter IX. It should be noted that not all properties (fishing camps, campgrounds, airboat/conservation/sportsmen's clubs, historic structures, roads, and camps) that could be included under these type categories are listed or discussed here; those mentioned are meant to introduce the range of Gladesmen property types that were identified through interviews and fieldwork.

It is important to restate here that many properties associated with Gladesmen Culture may warrant recording as "historic properties" (buildings, structures, sites, and linear resources including waterways and roads, landscapes), but not all of these will meet the criteria for recording them as TCPs. The NRHP guidelines distinguish a TCP as a property that not only meets existing criteria as a historic property that may be NRHP eligible at the state or local level, but is also one that represents a continuing association with the (Gladesmen) culture whose primary importance is its role in maintaining cultural identity and practice. Many locations will not meet TCP criteria if the continuity of their use has significantly changed over time, if they do not retain sufficient integrity, and, most importantly, if they do not contribute to maintaining Gladesmen Culture as a whole (a backcountry camp, for example).

While subsequent NRHP eligibility recommendations in this study will relate strictly to TCPs, this report also provides a foundation for evaluating a wider range of Gladesmen historic properties during future project specific studies. To assist in future planning, this chapter includes information from the NRHP and the Florida Division of Historical Resources that provides guidance on how to evaluate site significance using NRHP criteria. The chapter concludes with an example of site evaluation by NPS that focused on a cluster of backcountry camps that occupies the same location as an earlier archaeological site.

COMMERCIAL SITES

A commercial site, with respect to this project, is a privately owned enterprise located in or adjacent to the study area that has historically been frequented and utilized by members of the culture in pursuit of Gladesmen activities. Commercial sites significant to the Gladesmen Culture include fish camps, hunting and fishing outfitters, trading posts, private campgrounds, and grocery/supply stores. Some of these locations have been in existence for decades, and it is this continuity that is important in establishing a TCP.

In addition to providing necessary backcountry supplies, gasoline, and all things necessary to access the backcountry, these establishments serve several other functions. Many stores, camps, and campgrounds are meeting points for trips into the Everglades and also provide a place for Gladesmen to meet, socialize, and share camaraderie. Places such as Mack's Fish Camp, Camp Mack, and Trails Lake Campground are historically associated with the Gladesmen Culture and continue to hold significance. These properties are places where memories were made and cultural practices learned, and some provided the location of a boy or girl's first exposure to the Everglades. One of the owners of Mack's Fish Camp told the project ethnographer that some deceased customers of the camp have had their ashes spread over the area. A discussion of commercial property types follows.

FISH CAMPS

Fish camps are properties that historically had both commercial and recreational uses. Early twentieth-century fish camps owned by commercial fishing companies often served as the place for employees to have a meal, take shelter, and to skin fish (Butch Wilson, personal communication 2008).

At the turn of the century at Lake Okeechobee, the lakeshore did not contain private property so fisherman squatted on these lands and established primitive camps (Will 1977:120):

By the winter of 1913-14, there were already fifty camps [at Lake Okeechobee], and more came as time went on. A camp was nothing but a long, narrow shack built of palmetto thatch on a frame of cypress poles, or maybe it might be of tarpaper tacked on 2x4s.

Many of these camps grew into small settlements and, according to Will (1977:122), the first settlement at Lake Okeechobee grew from a camp established in 1897. Located eight miles south of Taylor Creek, the community of Utopia began as a hunting camp; soon area fisherman also began to use it. The settlement eventually grew into a cluster of palmetto shacks, a two-story store, a school, and post office. The town died along with the commercial catfish industry at the lake during the late 1930s or early 1940s.

Contemporary fish camps vary in size, structure, and layout depending on the geographical region. They are located throughout the region on or adjacent to lakes, creeks, and coastal areas. In southern Florida, the commercial fish camp serves as a headquarters for people using the area for fishing, camping, boating, and vacationing. Many probably started out with an enterprising local who built a few boats and rented them out to fishermen. The operation grew after a marina or

dock was constructed and the boat fleet expanded. The camp owner might provide snacks and cold drinks for sale, as well as bait and tackle. Through time, some fish camps began to provide rudimentary cabins for lodging since many were located in rural areas with no options for overnight stays (Wilson, personal communication, 2008). In addition to outfitting fisherman, these camps provided a place for sportsmen, locals, and visitors to gather and tell stories, socialize, and relax.

Some camps, such as Mack's Fish Camp (in Broward County) and Camp Mack (in Polk County) have grown into larger commercial operations (Figure 21). Of these, Camp Mack in the KCOL region has expanded from its original wooden docks, store, and boat bays to a small community with a marina, long-term rental houses, clubhouse, motel, and airboat concession. The camp has been well known in the KCOL region since the early 1950s and today one can usually find locals gathered there. The atmosphere is both modern and reminiscent of yesteryear, as many of the original wooden building (bait shacks, store, boats bays, cabins) are still used for their original purposes. Other smaller commercial camps are less elaborate and contain a dock or marina, boats for rent, a store for supplies and bait, and sometimes cabins.

SPORTSMEN'S CLUBS

The Everglades Rod and Gun Club is an example of a commercial sportsman's club (Figure 22). It is located in Everglades City, and the club lodge is situated on the site of the first structure on the property, a home built ca. 1864 by William Allen, the first permanent settler and founder of the town. Barron Collier purchased the property in the 1920s and operated the club as a private establishment for his friends. The main lodge has been enlarged over the years and is a large, two-story framed building with screened, wraparound porch, cypress paneled dining room, and mounted fish trophies in the lobby. Through the years the gun club property has expanded with the addition of a marina, docks, additional lodging facilities, pool, bar, and restaurant. The club is now a vacation destination offering commercial services ranging from charter boat trips to deluxe lodging.

CAMPGROUNDS

Campgrounds and Recreational Vehicle (RV) Parks serve an important function in the Gladesmen Culture (Figure 22). Due to their location, adjacent to or within the Everglades backcountry, they serve as gathering and access points for entry into the woods and swamps. Airboats and swamp buggy users also utilize these sites as places to unload their machines and store transport trailers. Campgrounds additionally serve as informal gathering areas for sharing meals and fellowship with fellow Gladesmen. Many campgrounds have stores that provide food, supplies, and information about the area. New South Associates noted two types of campgrounds in the CERP area; privately owned and state or federally owned. The government owned campgrounds vary, with facilities ranging from primitive (with no water or restroom facilities), to campgrounds with RV dump stations, RV and tent camping, water, showers, and restrooms. Some campgrounds have adjacent access to swamp buggy trails.

Figure 21.
Commercial Fish Camps



A. Camp Mack River Resort, (PO07)
Photograph Taken From Kissimmee

B. Mack's Fish Camp
(BD4566)



C. Open-Air Pavilion
Mack's Fish Camp
(BD4566)



Figure 22.
Commercial Sites



A. Everglades Rod and Gun Club, Everglades City (CR01083)

Source: www.evergladesrodandgun.com



B. Mitchell's Landing Campground, Big Cypress National Preserve

Private campgrounds also vary in complexity. Trail Lakes Campground, for example, is located on the Tamiami Trail in the Big Cypress National Preserve. It sits on the site of an old logging camp and many of its structures date to the 1960s. Trail Lakes offers RV and tent camping, concessions, showers, water, bait and tackle, and picnicking. There are several permanent structures on the property, many dating to the original campground construction. These buildings include the store, a zoo, the owners' residence, and a clubhouse. Due to its location in the Big Cypress, interviews indicate the campground provided easy access into the Swamp until swamp buggy restrictions closed the buggy access trail located within the campground. Though some private campgrounds provide many, if not more, of the same amenities as Trail Lakes, others may consist of just tent and RV sites, water services, outhouses, and showers.

NON-COMMERCIAL SITES

This category of property includes clubs, organizations, and backcountry camps. The first two represent individuals and groups of Gladesmen coming together based on special interests including airboats and other vehicles used to access southern Florida, conservation, and preservation. Camps have been used by the earliest Gladesmen up to the present, and examples illustrating both the old and the new are discussed.

CLUBS AND CONSERVATION ORGANIZATIONS

Clubs and organizations such as sportsmen's clubs, rod and gun clubs, and conservation organizations are an integral part of contemporary Gladesmen Culture. The importance and history of some of these clubs date back to the early 1950s. In southern Florida there are clubs or organization for practically every Gladesmen activity: airboating, use of tracked vehicles and swamp buggies, conservation, fishing, hunting, and search and rescue. The clubs meet at clubhouses that vary in complexity from a single building to large-acreage properties with multiple buildings, docks, campgrounds, and RV parking. Many of these facilities originated with a few sportsmen gathering at a selected place to hunt or fish; some have grown into a series of regional organizations with hundreds of members, organized activities, and governing by-laws.

The Airboat Association of Florida (AAF), for example, established in 1951, is a sportsman and conservationist organization with its headquarters located on Tamiami Trail in Miami-Dade County. Situated adjacent to Everglades National Park, the AAF property consists of a caretaker's house, clubhouse, RV storage/campground, outdoor cooking facilities, and a concessions area. The organization promotes conservation and recreational activities in the Everglades; members also participate in search and rescue operations and community service. The AAF property is central to the organization and its members. It serves as the site of fundraisers, barbeques, airboat outings, and weekend stays in the RV campground.

BACKCOUNTRY CAMPS

The establishment of backcountry camps, both temporary and permanent, has always been a Gladesmen practice and necessity. Before the establishment of Everglades National Park and Big Cypress National Preserve, people roamed the land at will, because, as Glen Simmons phrases it, "all the land and marsh seemed to belong to me" (Simmons and Ogden 1998:35). This describes

a time prior to the post World War II era, when commercial airboats and swamp buggies were not providing access into wet and dry areas, respectively. Instead, access to the backcountry depended on skiffs or canoes launched as far into the wilderness as was possible to reach at that time. Camps are by far the most common Gladesmen site type, and these are scattered throughout southern Florida wherever Gladesmen have needed to spend the night. To adequately describe the evolution of these very common sites, both early and modern Gladesmen camps are discussed below.

Early Gladesmen Camps

Many of the early Crackers and Gladesmen were land squatters, establishing themselves, their camps, and their homesteads throughout the Everglades region. In some instances the camp locations and homesteads evolved into small communities, some of which still exist; others live on only in memory. The environment has reclaimed most of those abandoned camps, although remnants are scattered on the surface throughout the region and subsurface deposits no doubt remain as archaeological sites over 50 years old. This is especially true of at least one location, discussed later in the chapter, that was the site of a Seminole camp (Jessie Willie's) established on top of a prehistoric tree island site. Both occupations predate its use as a twentieth-century camp. After 1947 and the establishment of Everglade National Park, the NPS burned some of the backcountry camps that existed [illegally] on federally-acquired ENP land, and other camps throughout the region caught fire due to droughts and lightning strikes.

Early camps usually did not have permanent structures:

Before the park (ENP), men had camps all over this country. There must have been a hundred of these camps that we used when gator hunting. A camp could be in a hammock or just a hole hollowed out; usually it was just a piece of higher ground that had been cleared. Most of these camps were just drift camps where the peat had settled... and a hammock would get started...Rarely did any of our camps have any kind of permanent structures on them (Simmons and Ogden 1998:35-36).

Most of the camps had names that described an event, the distance from the road, a natural feature, or someone who had camped there. Camp Nasty was a favorite name among Gladesmen, and Broken Bones and Break-A-Leg need no further explanation (Simmons and Ogden 1998:36-37). The Gladesmen knew the names and locations of all these camps as they often depended on them for shelter:

Well most of the time they was like 20 x 20 [feet] and they were wood structures sitting on concrete blocks. They were very primitive, and they had old furniture in them for beds and...chairs. [The camps] were always open. If anybody broke down, they could always go to a camp, spend the night out of the way of mosquitoes, and there was always food in there. The law of the land was camps were never locked. They were open for everybody (Switzer 2008).

This open door policy is still evident in some camps. Many camps that the New South ethnographer observed in Water Management Area 3 contained screened enclosures. There were no locks on the doors and the enclosures allowed people protection from the summer lightening storms and rain that are common during the summer in southern Florida.

Simmons (Simmons and Ogden 1998:37) recounts that when traveling through the Everglades by skiff he always carried a mosquito bar to sleep inside. This necessity consisted of a sheet of cheesecloth or sugar sacks tied together and attached to a tarpaulin placed approximately three feet off the ground. The tarp could be hung on a pole or rope that had been nailed between two trees. The sides of the bar hung down and were tucked under the bedding, with the bar secured by guns, shoes or whatever was handy. Bedding consisted of piled up grass that Simmons called "gator-nest beds." In base camps, supplies would be buried or hidden to prevent theft (Maharrey 2008a; Simmons and Ogden 1998:37).

Temporary camps existed throughout the region, with most people using them as a base for their hunting or fishing activities. People often just pitched a tent off the road and took it down after they finished hunting. Other camps were semi-permanent and consisted of walled structures on a platform. Many modern Gladesmen continue to camp in this manner, bringing their tents and supplies in on a swamp buggy and taking everything with them when they leave. Although Frank Denninger has a camp, he sometimes hikes in the backcountry with just a tarp and food. He will pick a spot for the night, stretch the tarp over himself, and sleep on the ground.

Modern Gladesmen Camps

Through time, people began building camps with more permanent structures (Figure 23). Tom Shirley (2008) described one of the first camps that he saw, north of Alligator Alley, as consisting of a tin shanty that the owner added rooms to over the years. Byron Maharrey began to build his camp in the late 1950s on Miccosukee tribal land in Miami-Dade County on the edge of Water Catchment Area 3A. He had hauled all the building materials in on a trailer pulled by a swamp buggy and had almost completed the camp when the Miccosukee Tribe notified him that he was on their land, so he removed all of the camp except the platform (Maharrey 2008a).

Hundreds of camps existed in what is now the Big Cypress National Preserve. The NPS bought out much of the land that the camps were on but some people did not sell their holdings. These camps apparently exist under a permit system, with the owner still owning the acreage. But restrictions have been placed on the land around these privately owned parcels and several interviewees have said they can no longer take the swamp buggies out from their parcels without using designated routes.

Deserted camps were often taken over by hunters actively using an area:

...we found a camp south of the Alley one time, didn't look like it was being used. And we talked to a few people that came into the camp. We started sprucing it up. We just took over a camp. Sometimes you can take them over... But if you do that, you [have] got to understand if the guy that owns it comes back, or the guy that built it – because these are squatter camps...You had to respect the guy that built it... you get out. But like this one bigger camp we took over, we found out who owned it and called the guy and he was old and didn't go anymore so he said, No ya'll can have it (Denninger 2008).

Figure 23.
Duck Camp #2



A. Cabin Exterior



B. Kitchen Area

A well-established set of camps exists in the East Everglades Extension Area. Gladesmen Joel Marco stated that this series of camps, located on hammocks in the northeastern portion of the Expansion Area, are over 50 years old. Mr. Marco pointed out that some had been built when the Stiltsville settlement was established out on Biscayne Bay in the 1920s or 1930s. He stated that these camps are still active and recalled accessing them by swamp buggy. At present, access is reportedly restricted by the NPS to airboat or on foot (Marco 2008). Descriptions of these camps differ, depending on the size and what types of facilities the camp users have built:

They're typically in size...between 300 and 800 square feet at best...They're well made. They've held up a long time through all these storms and hurricanes. They're very rustic. And the means of building these camps...when it's dry we would load materials on tracks and buggies... (Marco 2008).

Mr. Marco began visiting these particular camps when he was a teenager in the mid-1970s. Multiple families would buggy or airboat out and have big family reunions and gatherings. During hunting season, they brought their dogs and would use the camps as a base for deer hunting. Generators supplied power to the camps and someone stayed in camp to take care of the dogs and the facilities (Marco 2008).

Generally speaking, camps are built to take advantage of the geography and weather of the Everglades. Wayne Jenkins had friends with a hunting camp in the Fakahatchee Strand. He used to accompany them to camp every weekend until the state purchased the property and it became part of the Fakahatchee Strand Preserve State Park. The camp was deep in the woods and it took most of a day to get there on swamp buggies. The camp consisted of a single, screened in room, with a slanted tin roof and a screen door. The screens allowed breezes to waft through the structure and the slanted roof kept rain out. One corner of the house, used as the kitchen, held a small woodstove. Jenkins and his friends hunted deer during hunting season but in the mid-1980s, the state restricted hunting in the area so they spent their time taking photographs and observing wildlife. No longer able to hunt in the area, the group eventually lost interest in the camp. It is still owned by Mr. Jenkins's brother, but has not been used for several years (Jenkins 2008).

Many of the contemporary camps are very elaborate, with all the amenities of a modern home in Miami; others camps are simple and consist of a single wooden cabin. All serve the same purpose: access into the backcountry to participate in traditional Gladesmen activities. For many contemporary Gladesmen, hunting and fishing are sometimes secondary to being in camp with family and friends, relaxing in the woods, and enjoying nature.

Several older Gladesmen interviewed by New South stated they don't even hunt anymore at backcountry camps. Instead they just "hang out" by themselves or with family, away from the noise and hustle of the city. Other Gladesmen recalled that they essentially grew up in these camps and this is where they learned about the plants and animals of southern Florida, had their first hunting and fishing experiences, and spent time with family and friends.

WATERWAYS AND ROAD SYSTEMS

WATERWAYS

Waterways in Florida include, but are not limited to, the Atlantic Ocean, Gulf of Mexico, lakes, rivers, swamps, marshes, streams, creeks, sloughs, sawgrass prairies, and man-made canals (Figure 24). All have served Gladesmen as a means of subsistence, transportation, recreation, and commerce. The sheer number of natural and man-made waterways in southern Florida makes it impossible to examine them comprehensively; an introduction and discussion of some of the changes in the region is given here.

Waterways are linear resources and natural landscapes that are the lifeblood of any region and serve to nourish the environment and its inhabitants. Inasmuch as the Everglades ecosystem is a virtually flat wetland basin without much natural drainage, water is the dominant characteristic of this landscape. Historically, the watercourse of the Everglades region began at its headwaters at the Kissimmee Chain of Lakes, which empties into Lake Okeechobee. This huge lake, which historically had no natural outlet, would fill past capacity during the summer rains and overflow as a huge sheet of water that filtered south toward Florida Bay.

Flora and fauna took advantage of the plentiful water resources and the myriad natural environment that existed throughout the region, with each species adapting to specific surroundings. People also used the waterway to their advantage, both for transportation and access to natural resources. They adapted and planned their means of travel based upon the geography, water levels, and seasons. The emergence of man-made canals opened up additional avenues of transportation, but the canals also closed altered access to more favorable natural waterways that Gladesmen had traditionally used. These canals also altered and/or degraded the lands and their associated natural resources, often resulting in less available food supplies in some areas. Many areas that had been open for use became restricted or closed entirely. Population growth and the drainage of swamplands further decreased traditional use areas. Many of the waterways of present-day southern Florida are smaller and vastly different in character than they were during the eighteenth and nineteenth centuries.

Gladesmen still hold these waterways as culturally significant but lament the landscape changes and the loss of what can be thought of as "old Florida." As an example, the Kissimmee River and associated KCOL have traditionally played important roles in the Gladesmen Culture. Gladesmen have lived in the area for generations, utilizing its natural resources for subsistence, transportation, and recreation. In terms of change to this type of system, the Kissimmee River Project, implemented between 1967 and 1971, channelized the river and drained two-thirds of the floodplain. The canal excavations and resulting placement of spoil material also destroyed a large portion of the original river channel.

Today the Kissimmee River and associated KCOL is one of the most popular recreation areas in southern Florida, but natural and man-made boundaries influence where activities occur on the river, its tributaries, and lakes of the region. Before channelization, development, and the increase in private land ownership, many people roamed at will. The artificial changes made to the river and the increase in agricultural endeavors has, over time, degraded the hydrologic and natural resources of the water system and changed usage. Artificial boundaries such as canals and water control structures, coupled with land development, further decreased open areas. However, as part of CERP, the ongoing Kissimmee River Restoration Project (KRRP) is in the process of revitalizing the river system by restoring the original channel on part of the river (Corps 2008).

Figure 24.
Examples of Everglades Region Waterways



A. Lake Kissimmee



B. Air Boat Path, Francis S. Taylor
Wildlife Management Area



C. Grassy Water Preserve, Palm Beach County

ROAD SYSTEMS

The existence of transportation systems in the form of trails, roads, or trails that evolved into roads, was critical in drawing settlers to southern Florida and providing access to the region. Early Gladesmen traversed what is now the CERP area using linear resources such as waterways and rudimentary trail systems. As the infrastructure of Florida developed, one and two-track roads were built, some on existing trails and others constructed on virgin land.

Many of these early road systems became maintained gravel or paved roads, or a combination of both. Individual camps and houses, as well as small settlements, communities, trading posts, post offices, and stores sprang up on the roads. Trails and roads, in addition to waterways, were the means of access into the Gladesmen Culture area as well as the mode of transport for extracted resources. Roads served as gathering spots, places to camp and live, the location of important events, and as the “jumping off” point into the backcountry.

Historic roads in the southern Florida have a long history of association with the Gladesmen and many retain importance to the culture as former or continuing access points. Many of them retain their historical significance, rural feeling, and setting. They have been the sites of events significant to Gladesmen, although the continuity of their use has not always remained maintained (Figure 25).

Road construction in swampy areas is a challenge that has been met by elevating roadbeds above the water level. Early roads such as the Turner River Road were constructed by dynamiting the rock layer, digging the rock and other material out, and using the material to elevate the road above the swamp. The borrow canals that run alongside the roads resulted from road construction. Other roads, such as Birdon Road, may have started out as cow paths. When more recent desire for access to an area increased, heavy machinery probably ground out a rudimentary road that has since been developed into a maintained gravel road.

IDENTIFYING SIGNIFICANT SITES AND STRUCTURES

The discussion above describes how to recognize Gladesmen historic properties, and those identified thus far include fishing camps, campgrounds, airboat/conservation/sportsmen’s clubs, historic structures, roads, and camps. To assist in future planning, below we include information from the Florida Division of Historical Resources (2003) that provides guidance on how to evaluate the level of significance of Gladesmen historic properties using the NRHP criteria. Also included are brief statements of why NRHP listing is encouraged, what the nomination procedure entails, and what NRHP listing will and will not do relative to property ownership. Following this, an example is used to demonstrate how the NRHP criteria can be applied to a backcountry camp that includes both standing structures and an archaeological component.

THE NATIONAL REGISTER OF HISTORIC PLACES

The National Register of Historic Places (NRHP) is an official listing of historically significant sites and properties throughout the country that is maintained by the National Park Service, U.S. Department of the Interior. It includes districts, sites, buildings, structures, and objects that have been identified and documented as being significant in American history, architecture, archaeology, engineering, or culture. These sites and properties reflect the prehistoric occupation and historical

Figure 25.
Historic Roads



A. Turner River Road, Collier County (CR1085)



B. Loop Road, Monroe County (MO01920)

development of our nation, state, and local communities. The following criteria are used by the State Historic Preservation Officer and the Keeper of the National Register in evaluating properties for eligibility for listing in the National Register.

- A) association with events that have made a significant contribution to the broad patterns of our history;
- B) association with the lives of persons significant in our past;
- C) embodiment of the distinctive characteristics or designs of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant or distinguishable entity whose components may lack individual distinction; and
- D) history of yielding, or potential to yield, information important in prehistory or history.

Archaeological Sites

Usually, archaeological sites are evaluated as eligible or potentially eligible for NRHP listing under Criterion D; that is, the sites are considered to have the ability to yield information important in prehistory or history (DHR 2003:100). Criteria A and B may also apply for individual sites. For example, the archaeological remains of a historic battlefield may be considered significant under both criteria A and D if associated with a significant event (e.g., the Second Seminole War) and if it retains research potential. Criterion C may be considered when an archaeological site (or association of sites) embodies the distinct characteristics of a type, period, or method of construction, and is especially applicable if similar examples of the type are rare or poorly preserved.

In general, two types of information are critical for an evaluation of eligibility: contextual data and descriptive data. Contextual data includes information that places the site within a framework wherein assumptions about age, cultural affiliation, and function are substantiated with supporting data. Descriptive data required for site evaluation include, but are not limited to, site location, boundaries, and size; internal composition (subareas, features, strata, artifacts, attributes); the surrounding natural environment; and disturbances/intrusions (i.e. proposed development, agricultural practices, erosion, vandalism, urbanization).

Historic Resources

The significance of historic structures is usually evaluated under Criterion A (association with historic events); Criterion B (association with important persons); or Criterion C (distinctive design or distinguishing characteristics as a whole). Often, more than one criterion applies to historic structures (DHR 2003:103). For example, a historic residence may be distinguished for both its original occupant (i.e., pioneer in the women's suffrage movement), as well as its architectural style (i.e., a surviving example of the Queen Anne style). In any evaluation of eligibility, it is critical that

the following items are addressed and justified: 1) boundaries, 2) significance and the applicable NRHP criteria, and 3) contributing and noncontributing resources when the historic property contains more than one historic feature, or when there is a historic district.

SITE INTEGRITY

In order to be listed in the NRHP, a cultural resource must meet Criterion A, B, C, or D and must possess integrity (DHR 2003:97-98). According to the "Guidelines for Applying the NRHP Criteria for Evaluation" contained in NRHP Bulletin 15, integrity is "the authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's historic or prehistoric period." The NRHP criteria specify that integrity is a quality that applies to historic and prehistoric resources in seven ways: location, design, setting, materials, workmanship, feeling, and association. These aspects, or qualities, of integrity, are defined below.

- Location: The place where the historic property was constructed or the place where the historic event occurred.
- Design: The combination of elements that create the form, plan, space, structure, and style of a property.
- Setting: The physical environment of a historic property.
- Materials: The physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property.
- Workmanship: The physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.
- Feeling: A property's expression of the aesthetic or historic sense of a particular period of time.
- Association: The direct link between an important historic event or person and a historic property.

Analysis of integrity should be based on careful research in terms of both documentation of the property's history, and physical inspection of the property. For properties important for their information potential, such as most archaeological sites, integrity depends on the presence of those parts of the property that contain the important data and survive in a condition capable of yielding important information.

A historic structure important for its expression of a particular architectural style must have retained most of the physical features that compose that style to be eligible. For example, while it may have lost some detailing or a limited amount of historic materials, the property must retain the majority of the features that are essential to illustrate the style in terms such as massing, spatial relationships, proportion, pattern of windows and doors, texture of materials, and ornamentation.

SIGNIFICANCE AND THE NRHP CRITERIA

The evaluation of significance is important because the qualities defined will be used in the assessment of project effect (DHR 2003:103-104). Significance should relate to the cultural context described for the project area or the broad themes identified. The formal statement of significance must refer to the specific NRHP criteria and provide facts on how the historic structure meets the criteria. It must also address integrity. When properly applied, lack of integrity will disqualify a structure from eligibility, regardless of other considerations.

NRHP Bulletin 16A lists 30 categories as areas of significance, ranging from Agriculture to Transportation to "Other." What historical associations does the resource have, and to what degree? Are there other similar resources in the area that are more significant? For resources that are significant under Criterion C, they need to have retained a high degree of physical integrity so as to illustrate what makes them significant. There is more leeway in physical integrity for resources significant under the other criteria.

WHY NRHP LISTING IS ENCOURAGED

Listing in the National Register does not, in itself, impose any obligation on the property owner, or restrict the owner's basic right to use and dispose of the property as he or she sees fit. It does, however, encourage the preservation of significant historic resources in three ways:

1. by providing official recognition of the historic significance of the property and encouraging consideration of its historic value in future development planning,
2. by imposing limited protection from activities involving funding, licensing, or assistance by Federal agencies that could result in damage or loss of its historic values, and
3. by making the property eligible for Federal financial incentives for historic preservation.

NOMINATION PROCEDURE

The nomination of historic resources in Florida for listing in the National Register is a function of the State Historic Preservation Officer, Florida Division of Historical Resources. Anyone interested in having a particular property listed may submit a nomination proposal to the State Historic Preservation Office. The nomination proposal must meet National Register standards. It is the responsibility of the person submitting the proposal to provide the necessary information and materials. The staff of the Division is available for consultation on preparation of proposals.

RESULTS OF LISTING IN FLORIDA

The NRHP is used primarily as a planning tool in making decisions concerning the development of our communities to ensure, as much as possible, the preservation of buildings, sites, structures, and objects that are significant aspects of our cultural and historic heritage. Sometimes there are misunderstandings as to what listing in the National Register will mean for a property owner. The following is an outline of what it will do and what it will not do.

What NRHP Listing Will Do

- * The National Register provides recognition that the property is deemed by the federal and state governments to be significant in our history at the national, state, and/or local levels. Most properties are significant because of their local significance.
- * The National Register identifies the properties that local, state, and federal planners should carefully consider when developing projects.
- * Listing may make a property eligible for a Federal Income Tax Credit.
- * In 1992, the Florida Legislature passed legislation that allows counties or cities to grant *ad valorem* tax relief for owners of properties that are listed or eligible for listing in the National Register or in a local district.
- * Listing may make a property exempt from certain Federal Emergency Management Act (FEMA) requirements and eligible for some American Disabilities Act (ADA) and building safety code adjustments.
- * Listing or being determined eligible for listing is not required for receiving state preservation grants. The competition for the grants is intense, however, and this official recognition adds weight to the argument that a property is significant and should be awarded a grant.

What NRHP Listing Will Not Do

- * Listing in the National Register or being determined eligible for listing does not automatically preserve a building, and does not keep a property from being modified or even destroyed.
- * Unless an undertaking is state or federally funded, or regulated by local ordinance, private property owners may deal with their property in any way they see fit. Architects in the State Historic Preservation Office are available to provide advice concerning the best ways to approach rehabilitation needs while maintaining the historic character of a property.
- * Private owners are not required to open their listed property to the public for visitation.
- * The federal and state governments will not attach restrictive covenants to a property or seek to acquire it because of its listing in the National Register.

PREVIOUS EVALUATION OF GLADESMEN CAMPS IN EVERGLADES NATIONAL PARK

An evaluation of nine historic Gladesmen camps in the northeastern portion of ENP (Miami-Dade County) was conducted by NPS historian Brian Coffey (n.d.), who described individual camps and presented significance evaluations and recommendations for their management. While not all of the camps were known to be over 50 years old, the study was conducted to describe and evaluate these resources, as they are under the protection of NPS under the National Historic Preservation Act. Using the NPS study as an example will help to illustrate the application of NRHP criteria to

both historic and archaeological components in evaluating these camps. Of the nine camps, one contained a structural complex that was judged NRHP eligible and recommended for preservation, and all nine camps were on top of prehistoric occupations that warrant future research to evaluate their NRHP status as archaeological sites

The purpose of the NPS investigation was to visit and inspect a number of camps located on hammocks in the northeastern portion of the park. Coffey states (n.d.:1):

Historically used by hunters, "froggers," and various air boat tour companies, these camps came into the ownership of the NPS in 2002, 13 years after Congress passed legislation that expanded the eastern boundary of the national park to include an additional 109,000 acres. Up to this time, owners of this acreage were distributed among hundreds of absentee owners, many of whom never knew the aquatic nature of their property. More important, regulation of the use of this portion of the Everglades was minimal at most, leading many area air boaters to establish camps and build bunkhouses and other structures on the many hammocks that dot the otherwise watery landscape. Now that the NPS owns this area the camps are, essentially, that agency's responsibility; it should be noted that the air boaters never had legal title to the properties in question. Aside from the expected tensions between the previous users and the new owners, the park is confronted with management issues related to the Historic Preservation Act, concessionaire use and permitting, and visitor safety. In most cases the structures are isolated, unsecured, and in poor condition, presenting to the park a variety of structural and environmental hazards.

Generally speaking, the camps were found to be isolated, unsecured, and in poor condition. They include such structures as bunkhouses, storage sheds, kitchens, sheds for cleaning game, generator sheds, outhouses, and sometimes a concrete cesspool. Typically, these were built from "an amalgam of inexpensive, readily available building materials including rolled asphalt, plywood, clapboards, molded wood paneling, exposed fiberglass insulation, and linoleum flooring" (Coffey n.d.:2). It was judged likely that existing structures were built to replace earlier, more rudimentary shelters, at least in some locations.

The NPS report (Coffey n.d.:2-3) gives detailed descriptions on each camp examined, and the description of the Duck Camp Complex provides a good account of a common backcountry camp. It consists of a large bunkhouse and a cluster of outbuildings, including storage shed, kitchen and duck cleaning shed, generator shed, outhouse, concrete cesspool, and a boat dock. The bunkhouse, kitchen, and outhouse have a wood-frame construction covered by painted, galvanized steel. The interior and floors are Miami-Dade County pine. The report described many of the other camps as containing a bunkhouse and outhouse made of a variety of materials including plywood, clapboards, molded wood paneling, rolled asphalt, and fiberglass insulation. A gasoline or diesel-powered generator or a car battery supplies power. Most camps have a gravity water system consisting of a water tank on the roof above the bathroom (Coffey n.d.).

In discussing the integrity and significance of the historic camps in Everglades National Park, Coffey (n.d.:3-4) observed:

Of the nine camps visited, several exhibited structures that were clearly abandoned and in severe disrepair. It is doubtful that any of these camp structures would be worth the effort to rehabilitate or adaptively reuse. Furthermore, the debris, structural deterioration, and various unknown environmental hazards of the camps present a very real danger to anyone who might gain access to the hammocks on which they are located. In many cases, septic "systems" are nothing more than a pipe leading directly into the marsh, presenting a potential negative impact to the local biota if the camps remain accessible. A plan should be made to mitigate these camps and the park should prohibit access to them. If made clear and safe, these unique land resources and their potential uses should be addressed in the General Management Plan.

(One) camp was obviously being improved by persons either unaware or unconcerned with the fact that the property is owned by the NPS. Considering the already sensitive relationship between our agency and the longtime users of the camps, the park should consider determining the identity of the people who are investing their resources into a structure they do not own and come to an understanding regarding its use and/or disposal. This approach should also be used for the abandoned camps.

(Some) camps have structures that are in relatively stable condition, and as such have potential for adaptive reuse by the park and/or the airboat concessionaires. Consideration should be given to such a scenario ... but only if safety and environmental concerns have been addressed. As noted above, the identification and consultation with the previous (perhaps current) users could prevent future controversy. If not demolished and removed, these camp structures should be professionally "mothballed."

Structures at the Duck Camp Complex

The largest of the Gladesmen camps visited by Coffey, the Duck Club Complex, is the most thoroughly investigated site of its kind and provides a useful baseline for understanding these resources and their potential significance. Structures at Duck Club are on top of a prehistoric site, as well as a later Seminole Indian camp that is still marked on modern USGS topographic maps as Jessie Willie's Camp. As such, it represents the potential of some of these locations for containing evidence for a long period of site occupation. Only through a combination of archaeological (prehistoric), ethnographic (Seminole), and structural evaluation (Gladesmen) can the entire history of a site of this type be fully understood, as discussed more fully below.

During his architectural evaluation, Coffey (n.d.:4) documented the use of the Duck Club Complex by members of the Rod and Gun Club, who usually posted a guide and cook on site to serve members hunting ducks in the vicinity. Over time the camp was used by various hunters and

froppers not associated with the club; an informal policy of use developed whereby tenants were expected to maintain the camp and its buildings and make sure that food, drink, and bed clothes were available for subsequent users.

Despite their present deteriorated conditions, the NPS assessment group agreed that the structures at the Duck Club Complex have National Register potential under Criterion A as either an exhibit space or an exhibit in its own right:

Because it may be older than 50 years, and because of its association with an early Miami recreational organization, it may be eligible to the National Register at the local level under the Recreation and Culture category. More research is necessary before proceeding with any nomination (Coffey n.d.:4).

Archaeological Components Duck Camp Complex

The Duck Club Complex is situated on an everglades tree island (Carr 2002) that contains a prehistoric site that was investigated and recorded by NPS archaeologist Margo Schwadron (n.d.) as 8DA2181 (Sour Orange Hammock). It was also the location of a later Seminole Indian camp that is still marked on modern USGS topographic maps as Jessie Willie's Camp. Background research and an ethnographic study of living descendants who have knowledge of the location would be necessary to better understand the Seminole history of the camp.

In 2004, Schwadron (n.d.) conducted systematic archaeological testing at the site to determine boundaries and patterns of artifact density. The methodology also included the use of a concrete saw to cut through a compacted layer (called calcrete) that has often been encountered at sites in the region and seen to separate older (Late Archaic Period) from more recent (Glades Period) prehistoric layers (Schwadron 2006; Smith 2008). Results at 8DA2181 indicated evidence of multiple occupations, including artifacts from the Late Archaic, pre Glades, Glades, Seminole, and Historic periods (ca. 3000 B.C. to the present). As such, the site represents the potential for NRHP eligibility under Criterion D – the potential to yield information important in prehistory and history.

As part of the architectural investigation of the camps, the NPS determined that prehistoric artifacts had previously been noted at all nine camp locations visited. In describing the archaeological components beneath the Gladesmen camps, including the one investigated by Schwadron at 8DA2181, Coffey (n.d.:3-4) provided the following statement addressing the potential NRHP eligibility of the camps under Criterion D:

It can confidently be assumed that the hammocks have long been used as areas of rest and refuge during the historic period. It is known that indigenous peoples used the hammocks. Artifacts related to the latter have been found on each of the hammocks our group visited. Aside from Duck Camp, I believe the significance of the camp hammocks is found in their long history of human use and occupation over time (both by Native Americans and the later air boaters) rather than in any unique expression of vernacular architecture. The hammocks, then, are potentially eligible to the National Register as "sites" that possess historic, cultural, and archeological value. The writing of a National Register District nomination that brings together both the prehistoric and historic contexts associated with these unique "islands in a sea of grass" would be a valuable project for the park. Here,

too, is an excellent opportunity to build a more positive relationship with the air boaters. Regardless of the legal issues surrounding the historic and contemporary use of these camps by air boaters, their history and culture is unique to the region and deserves more study.

SUMMARY

Historic properties identified as part of this study that can be evaluated as potential Gladesmen TCPs include fishing camps, campgrounds, airboat/conservation/sportsmen's clubs, historic structures, roads, and camps. NRHP guidelines distinguish a TCP as a property that not only meets existing criteria as a historic property that may be NRHP eligible at the state or local level, but is also one that represents a continuing association whose primary importance is its role in maintaining cultural identity and practice. Properties will not meet TCP criteria if the continuity of their use has significantly changed over time, if they do not retain sufficient integrity, and, most importantly, if they do not contribute to maintaining Gladesmen Culture as a whole.

To assist in future planning, this chapter summarized guidelines from the NRHP and the Florida Division of Historical Resources on how to evaluate historic property significance against NRHP criteria. The most important aspect of significance can be seen in seven aspects of site integrity: location, design, setting, materials, workmanship, feeling, and association. The example of site evaluation by NPS at the Duck Club Complex (8DA2181) provides a useful example of the application of NRHP criteria under both historic and prehistoric contexts.