

D-770B

general management plan /  
development concept plan

december 1982

CAPE LOOKOUT



NATIONAL SEASHORE / NORTH CAROLINA

ON MICROFILM

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# United States Department of the Interior

## NATIONAL PARK SERVICE SOUTHEAST REGIONAL OFFICE

75 Spring Street, S.W.

Atlanta, Georgia 30303

APR 14 1983

IN REPLY REFER TO:

### RECORD OF DECISION

General Management Plan  
Cape Lookout National Seashore  
North Carolina

#### Introduction

In January 1983 a proposed General Management Plan for Cape Lookout National Seashore was made available to the public. The plan was accompanied by a Final Environmental Impact Statement which evaluated the environmental consequences of the proposed plan and its alternatives. The purpose of the Record of Decision is to document the National Park Service's determination of how Cape Lookout National Seashore will be managed for the foreseeable future. Copies of the Record of Decision are being distributed to Federal, State and local governmental agencies and interested parties. In addition, the Record of Decision is being printed in newspapers published in towns near the park.

The suitability or non-suitability of any area within the seashore for preservation as wilderness will be evaluated in a forthcoming analysis. The area under wilderness consideration (Shackleford Banks) will be managed to preserve potential wilderness values until such time as the President makes a recommendation and Congress decides whether to designate wilderness at Cape Lookout National Seashore.

#### Decision and Rationale

After analysis of the proposal and alternatives presented in the plan's Final Environmental Impact Statement and consideration of public comments on the plan, the National Park Service has determined that the General Management Plan provides acceptable management direction to Cape Lookout National Seashore.

The barrier islands of the national seashore will be managed mostly as a natural area. To meet visitor needs, ferryboat landings and overland public transportation at Cape Lookout Point will be provided along with development of administrative headquarters at the east end of Harkers Island. Private motorized vehicles will be allowed on Core Banks/Portsmouth Island and private boats will continue to be allowed to land along the shoreline. For the foreseeable future, ferryboats will continue to follow natural channels and periodic maintenance dredging of ferryboat basins will occur as needed. Present outmoded

cabins in the fish camps will be replaced with enclosed camping shelters and primitive camping will continue to be allowed throughout the seashore. Special measures will be taken to protect the threatened Atlantic loggerhead turtle and other endangered species.

All practicable means will be taken to avoid or minimize environmental harm in implementing the plan. This will include close monitoring during construction to avoid adverse impacts on cultural and natural resources. Other mitigating measures incorporated in the plan's implementation are described in the environmental consequences section of the Final Environmental Impact Statement, pages 55-74.

The National Park Service will monitor visitor activities and services at Harkers Island; and if considered inadequate, additional services will be considered.

#### Summary of Alternatives Considered

The General Management Plan for the seashore is described as Alternative 1 in the Final Environmental Impact Statement. It is a modification of Alternative 1 in the Draft Environmental Impact Statement distributed in July 1980. The changes were made by the National Park Service following public comments on and agency evaluation of the draft document.

The other alternatives considered in formulating the park's General management Plan were:

Alternative 2, No Action: continuation of the present administrative and maintenance functions at Beaufort and visitor contact functions at Harkers Island; ferryboats to five landing points; on-island transportation at Cape Lookout Point only; retention of some cabins in the old fishing camps; continued use of private vehicles on the islands.

Alternative 3: consolidation of administrative/public use/management functions at Harkers Island; ferryboats serving six landing points; on-island transportation along the full length of Core Banks; private vehicle use from Cape Lookout to New Drum Inlet; construction of three modern cabin camps and five campgrounds on the barrier islands.

Alternative 4: use of the Harkers Island site as the base for the management and operation of the national seashore; ferryboats to four land points; no private vehicles permitted; and no fish camp cabins on the barrier islands.

Alternative 4 can probably be considered the environmentally preferable alternative. However, with the proposed mitigation measures in place and enforced, Alternative 1 is not expected to result in environmental consequences significantly different from Alternative 4.

Conclusion

It is our determination that the management direction in the General Management Plan and Final Environmental Impact Statement is in keeping with the mission of the National Park Service, as stated in the 1916 Organic Act and subsequent legislation and policy statements. Thus, this General Management Plan is accepted and approved today as the management approach to be followed at Cape Lookout National Seashore in the coming years.

Recommended:

Preston W. Powell  
Superintendent  
Cape Lookout National Seashore

Date

4/7/83

Approved:

Neal A. Ause  
Acting Regional Director  
Southeast Region

Date

4-14-83

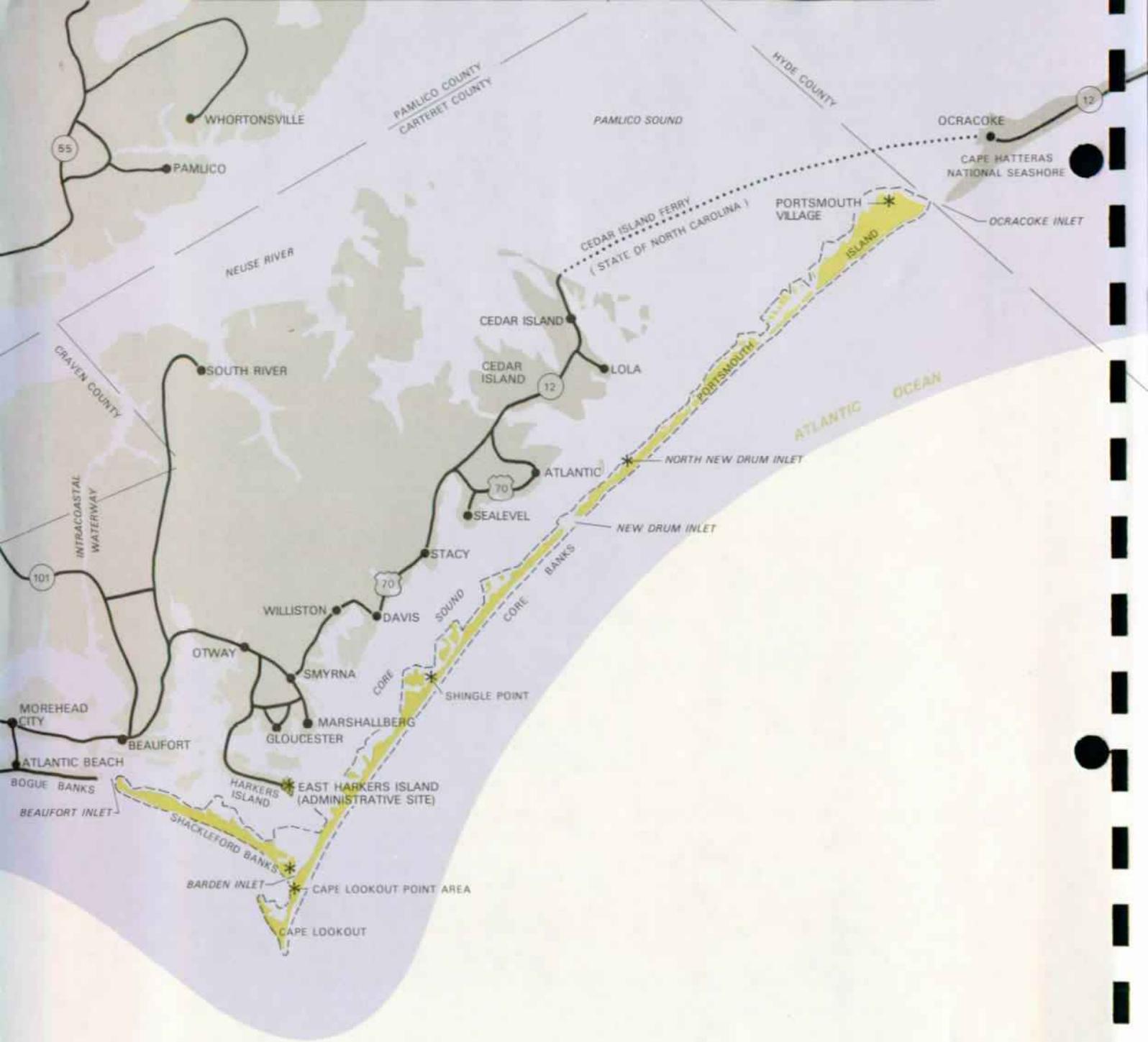
GENERAL MANAGEMENT PLAN/  
DEVELOPMENT CONCEPT PLAN

Cape Lookout National Seashore  
North Carolina

A Hope for the Future

Cape Lookout National Seashore, lying just east of the North Carolina mainland, protects one of the few remaining natural barrier-island systems in the world. Its islands exhibit scarcely any of the trappings man usually provides for his convenience: there are no resort facilities and no bridge connections to the mainland. This unique area offers a setting that is both tranquil and exciting--an environment that lends itself both to relaxation and to recreation. Cape Lookout's special qualities should be preserved for the enjoyment of present and future visitors.

Denver Service Center  
National Park Service  
U.S. Department of the Interior



- NATIONAL SEASHORE BOUNDARY
- NATURAL ZONE
- \* DEVELOPMENT ZONE



**VICINITY**  
 CAPE LOOKOUT NATIONAL SEASHORE / NORTH CAROLINA  
 UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

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**ON MICROFILM**

## PLAN SUMMARY

This General Management Plan/Development Concept Plan for Cape Lookout National Seashore (see the Vicinity map) is the result of a comprehensive process of planning, including widespread public involvement, which began formally in 1976. The plan was prepared by an interdisciplinary team of National Park Service (NPS) employees. Briefly stated, this plan perpetuates the present level of use and development of Core Banks/Portsmouth Island and establishes gateway port facilities at the east end of Harkers Island. More specifically, the plan calls for the following actions.

Ferryboat service will be provided to south Core Banks and Shackleford Banks from a marina at the gateway port. Here, also, there will be a visitor contact/administrative/maintenance facility. On the barrier islands themselves, development will be minimal to maintain the present rustic, natural character of the environment.

At the Cape Lookout Point area on Core Banks north of the lighthouse, there will be a passenger ferryboat dock with associated visitor orientation, a sun/rain shelter, drinking water, and a comfort station. South of the lighthouse, there will be an NPS boat dock, a visitor contact station with drinking water and comfort facilities, a ranger station and residence, and maintenance and garage facilities. There will be an on-island transportation system to Cape Lookout Point, a distance of 3 miles.

Development similar to that at the Cape Lookout Point area will occur at Portsmouth Village, but there will be no on-island public transportation. Passenger ferryboats will connect Portsmouth Village to Ocracoke. There the facilities of Cape Hatteras National Seashore will be used to introduce the history of Portsmouth Village. Information will also be available there on how to prepare for a visit to Portsmouth and the north end of Cape Lookout National Seashore.

There will be no development on Shackleford Banks, after acquisition, except for a ferryboat dock and orientation sign at the east end landing point. Shackleford will be devoted to primitive, backcountry-type use without motorized vehicles.

There will be ferryboat service for pedestrians and vehicles to Shingle Point on Core Banks from Davis and to North New Drum Inlet on Core Banks from Atlantic. At each of these places on Core Banks, there will be a ferryboat dock, dockside shelter, orientation, comfort station, and enclosed camping shelters rented out by a concessioner.

Visitor activities will be primarily beach-oriented and can take place anywhere along the 55 miles of ocean shoreline and along much of the sound shoreline. Those recreational activities that are compatible with the fragile and dynamic barrier-island environment will be encouraged. Among these are fishing, hunting, sightseeing, swimming, sunbathing, surfing, beachcombing, hiking, and backpacking.

People began to ferry private vehicles to Core Banks/Portsmouth Island in the 1940s and used them mostly for fishing, hunting, and sightseeing. Use of private vehicles on Core Banks and Portsmouth Island will be allowed to continue. Drivers will be directed, through appropriate regulations, to avoid dunes, vegetation, loggerhead turtle and shorebird nesting areas, and conflicts with other visitor activities. As in the past, ferryboats will follow "natural" channels, but maintenance dredging to the minimum extent possible will be required at turning basins and at Harkers Island. The NPS will apply for the necessary permits. Ferryboat services will be operated under concession contracts.

The basic objectives of this plan are two-fold (see legislation in appendix C):

to "administer the Cape Lookout National Seashore for the general purposes of public outdoor recreation, including conservation of natural features contributing to public enjoyment" (PL 89-366), and

to provide "the facilities needed to accommodate the health, safety and recreation needs of the visiting public" (PL 93-477).

The NPS perceives the following as its underlying philosophy for the management of Cape Lookout National Seashore:

The sea produced these islands, and the plants and animals that live here have adjusted themselves to the harsh environment. The islands and the life thereon will maintain themselves best if man interferes least. For the most part, man is a visitor who does not remain. Thus, the seashore will be mainly a natural area, some of it having a wildland character. Therefore, development will be minimal and recreational uses will be compatible with the natural setting. This setting is also quite appropriate to the drama of the seashore's human story, which is best represented at the lighthouse area and Portsmouth Village, where the NPS will perpetuate the historic integrity, as feasible.

This General Management Plan/Development Concept Plan is to guide management and use of Cape Lookout National Seashore for the next 8-10 years.

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**NATIONAL SEASHORES OF GULF & ATLANTIC COASTS**

CAPE LOOKOUT NATIONAL SEASHORE  
NORTH CAROLINA

United States Department of the Interior  
National Park Service

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**ON MICROFILM**

I. BASIS FOR THE PLAN

A. Cape Lookout National Seashore--An Undeveloped Link in America's Barrier-Island System

The barrier islands of Cape Lookout National Seashore are a few of many that stand offshore from the Gulf and Atlantic coasts of the United States. Barrier islands are known for their natural, scenic, and recreational values as well as their fragile and hazardous nature.

Some barrier islands have been set aside as preserves and outdoor use areas. Those administered by the NPS are shown on the map, National Seashores of the Gulf and Atlantic Coasts. Most of these have substantial development for visitors.

Most of the 308-mile ocean shoreline in North Carolina (see the map, The Region and Developed Zones of North Carolina's Outer Banks) is developed or road accessible. The 55-mile segment of barrier islands in Cape Lookout National Seashore is "unique and represents the only significant continuation of roadless and undeveloped seashore remaining" (state of North Carolina position paper, 1978).

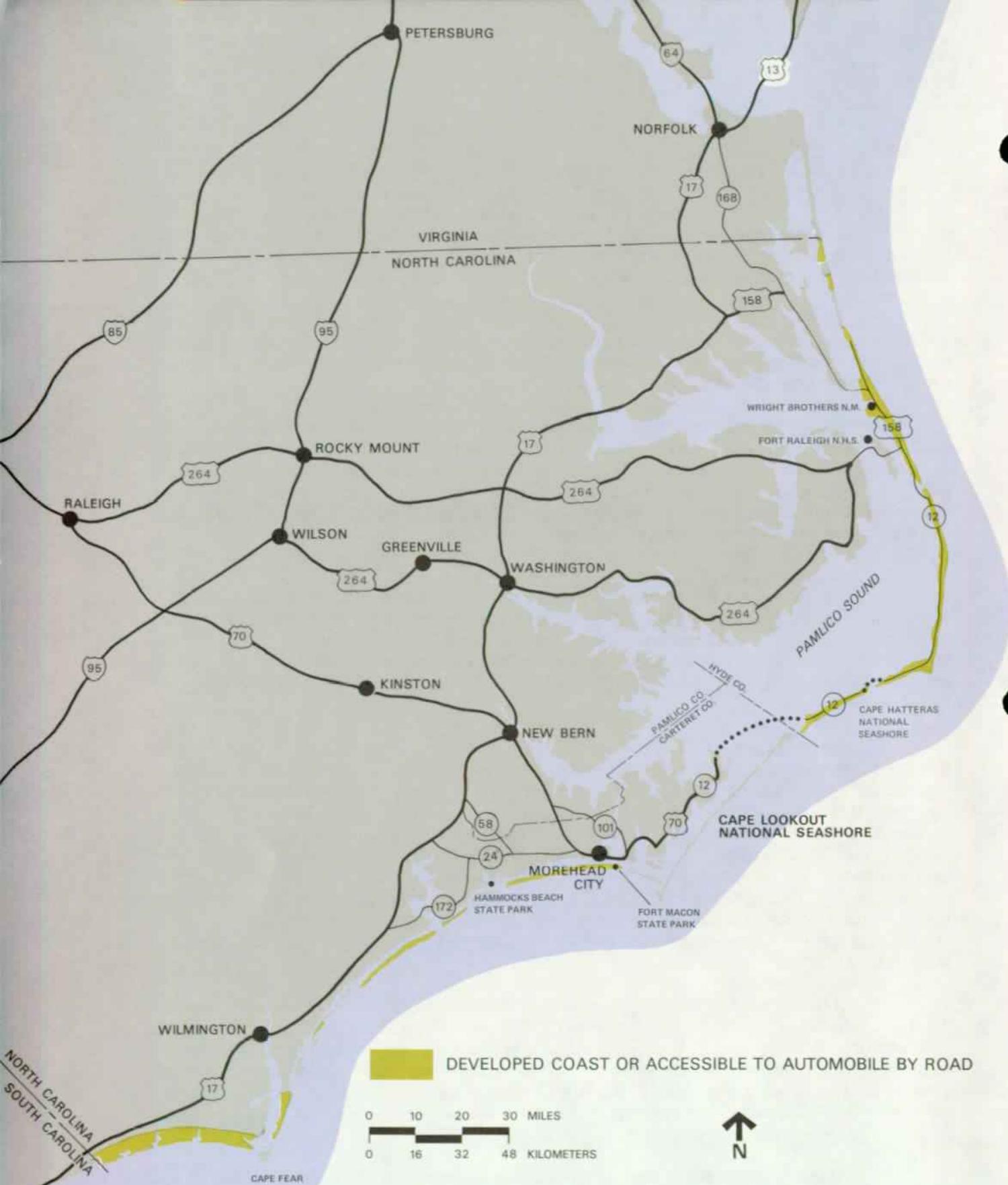
B. Significance of the Seashore

Cape Lookout National Seashore contributes to the goal of the National Park System Plan to provide representative samples of major American natural systems and of broad themes of American history. The significance of this national seashore in these terms is highlighted below and is further discussed in the section of this document describing the environment.

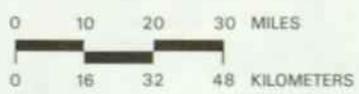
In the broad natural region of the Atlantic Coastal Plain, Cape Lookout National Seashore represents the category of seashores and islands. The islands of the seashore are among the most dynamic of barrier islands. Storm waves, through the process of overwash, carry water and sand across the islands. Overwash is dominant in shaping the islands and in maintaining their low profiles. Here the diversity of plants and animals is arranged in different communities, but all within close association. The grasslands are among those on barrier islands which are unique as the only natural grasslands in the eastern United States, and there has been less alteration of the grasslands at Cape Lookout than on most of the other islands.

The broad history theme of "America at Work," subtheme of "Water Transportation," is represented by the Cape Lookout lighthouse. Portsmouth Village, of the 1800-1900 period, falls within the theme of "Society and Social Conscience." The subtheme of "American Ways of Life"--ethnic and religious minorities, occupational groups, and economic classes--is illustrated by the story of the Outer Bankers. This subtheme is not represented as well in any other NPS area.

Cape Lookout National Seashore also provides for recreational uses--fishing, shellfishing, hunting, beachcombing, swimming, and photography among others. After removal of the remaining trash and abandoned vehicles, these areas will revegetate and the barrier-island scene will return to a more natural appearance.



 DEVELOPED COAST OR ACCESSIBLE TO AUTOMOBILE BY ROAD



THE REGION & DEVELOPED ZONES OF  
 NORTH CAROLINA'S OUTER BANKS  
 CAPE LOOKOUT NATIONAL SEASHORE / NORTH CAROLINA  
 UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

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 DSC | OCT 82

ON MICROFILM ON MICROFILM

C. Establishment of the Seashore

On March 10, 1966, the U.S. Congress authorized the establishment of Cape Lookout National Seashore "to preserve for public use and enjoyment an area in the State of North Carolina possessing outstanding natural and recreation values" (PL 89-366). This followed studies about protection of the Outer Banks from storm destruction. The state of North Carolina concluded that the expense of rehabilitating and developing the banks as a public seashore exceeded state resources, and that the project should be handled by the federal government. Similarly, concern about the increasing development of America's few remaining natural seashores had been voiced by the NPS in its Surveys of the Atlantic and Gulf Coasts report (1955).

The secretary of the interior declared the establishment of the seashore once there was enough land to sufficiently administer it (Federal Register, September 10, 1976). The enabling legislation defined the seashore to include "the outer banks of Carteret County, North Carolina, between Ocracoke Inlet and Beaufort Inlet, plus adjoining marshlands and waters." An administrative site at east Harkers Island was authorized and depicted on the map referenced in the amending legislation (map 623-20,009 dated March 1974). The seashore was to be administered "for the general purposes of public outdoor recreation, including conservation of natural features contributing to public enjoyment" (PL 89-366).

D. Management Objectives

Management objectives for an area of the National Park System are intended to guide its administration. The objectives are based upon but are more specific than the legislative mandates that established the area, and they provide a foundation for the management plan. The following management objectives are similar to those in the Statement for Management, which were written in 1976. They have been updated to reflect changes in NPS policy, and the knowledge gained during the planning process regarding natural barrier island systems, the cultural history of the area, and the recreational needs of the visitor.

1. Overall Management

To manage in accordance with the management policies of the NPS. (It is necessary to state this for Cape Lookout National Seashore because the enabling legislation of March 10, 1966, leaves this decision as an option with the secretary of the interior. See section 5 of PL 89-366 in appendix C.)

To seek concurrent jurisdiction with the state of North Carolina for law enforcement requirements, so as to provide more efficient compliance with seashore resource protection and visitor management.

2. Resources Management

To maintain the Outer Banks islands of the seashore in a condition of natural geology/ecology illustrative of their exposed, maritime setting and to recognize the dynamic natural processes as the primary consideration in managing the barrier-island resources and environment. (They will be allowed to return to a natural state at their own pace or will be restored to that condition wherever feasible.)

To protect native wildlife and ensure its perpetuation, to the extent possible, especially those on the federal endangered and threatened species lists. To permit hunting, fishing, and shellfishing under state and federal laws and through rules and regulations promulgated in consultation with the state of North Carolina's wildlife agency.

To designate transportation corridors for minimizing damage by motorized vehicles to dunes, wildlife, and vegetation. (The locations of the corridors may vary seasonally for the protection of nesting birds, sea turtles, and other resource values.)

To preserve intact, as feasible, the historic resources of the national seashore and to recognize that dynamic natural forces have influenced them throughout their existence and will continue to influence them. (The structures listed in the National Register of Historic Places are at the state level of significance.)

### 3. Visitor Use and Interpretation

To make seashore resources available to visitors by providing access to the barrier islands.

To orient the visitor to recreational pursuits having limited environmental impacts such as beachcombing, hiking, primitive camping, nature study, and historic appreciation. To investigate impacts from recreational activities and to apply management techniques to mitigate the impacts.

To encourage visitors to experience the islands as they are by bringing with them only what they need and returning with their trash, litter, etc., to the point of embarkation on the mainland.

To provide an evacuation program from the seashore islands during life-threatening emergencies such as hurricanes and major northeasters.

To interpret the seashore to visitors, with the primary emphasis on the sea and the barrier islands.

To emphasize the totality of the barrier-island environment in the natural theme.

To emphasize man and his relation to the sea in the historical theme and to interpret maritime history at the lighthouse and cultural and economic life of the Outer Bankers at Portsmouth Village.

To offer overall seashore interpretation and orientation at a central location convenient to transportation services and to reinforce this with simpler stations and devices on the barrier islands.

### 4. Development

To develop only those facilities on the Outer Banks essential to visitor use and safety and to resources management--small docks at the sound-side landing points, necessary sanitation facilities,

water supplies, maintenance areas, and simple ranger/visitor contact stations--and to site them so as to leave large tracts of the seashore unimpacted.

To design structures that are appropriate for a barrier-island environment (elevated, away from an eroding shoreline, nonpolluting of groundwater) and energy efficient, and to recognize, in site selection and design, that structures on the islands are in a high-risk environment and might be lost by storm action.

To remove present unsightly evidence of man's past uses (litter, junk, and abandoned vehicles) from the islands to the extent possible and to rehabilitate the disturbed sites where appropriate.

To provide the major facilities for visitor contact/administrative/maintenance functions at the centralized mainland site on Harkers Island.

5. Wilderness

To propose the appropriate area of the seashore for wilderness designation.

6. Land Acquisition

To complete the acquisition of all private land within the seashore.

7. Cooperative Planning

To cooperate with other governmental and quasi-governmental entities in the vicinity, including federal, state, and local agencies and civic groups, for planning and managing the seashore's natural, recreational, and cultural resources.

E. Context of This Plan

This General Management Plan/Development Concept Plan is in response to the requirement in the amended enabling legislation (PL 93-477) for a "master plan for full development of the seashore consistent with the preservation objectives of this Act, indicating--(1) the facilities needed to accommodate the health, safety and recreation needs of the visiting public; (2) the location and estimated cost of all facilities; and (3) the projected need for any additional facilities within the seashore." Funds in the amount of \$2,935,000 were authorized for development of these facilities. The intent of the plan is the implementation of a program to coordinate seashore management, development, visitor use, and resource protection.

In addition, "the suitability or nonsuitability of any area within the seashore for preservation as wilderness" shall be reported. The issue of wilderness will be the subject of a separate evaluation and proposal. The wilderness analysis can be expected in the near future. In the interim, those areas with potential wilderness values will be managed to avoid compromise to possible wilderness values until such time as the president makes a recommendation and Congress decides whether to designate wilderness at Cape Lookout National Seashore. The area under wilderness consideration is Shackleford Banks.

The plan that has evolved is responsive to the considerations presented in this "Basis for the Plan" section, the environmental concerns (detailed in the accompanying Final Environmental Impact Statement), legislative constraints, and the public preferences expressed during meetings and through written comments.

Once the plan is approved, its proposals will be implemented as soon as they are funded. In order that some of the proposals can be more specific, future planning will include further resources management studies, historic structures reports, carrying capacity/visitor use analyses, interpretive plans, and concession feasibility studies. The phasing of the actions will first provide the mainland site base from which to operate while other proposals of the plan are being implemented. Effort will be directed towards realizing the increased benefits of the proposals at the earliest possible time.

BEAUFORT  
ADMINISTRATIVE HEADQUARTERS,  
MAINTENANCE FACILITIES

SHACKLEFORD BANKS  
(BEING ACQUIRED)  
59 STRUCTURES

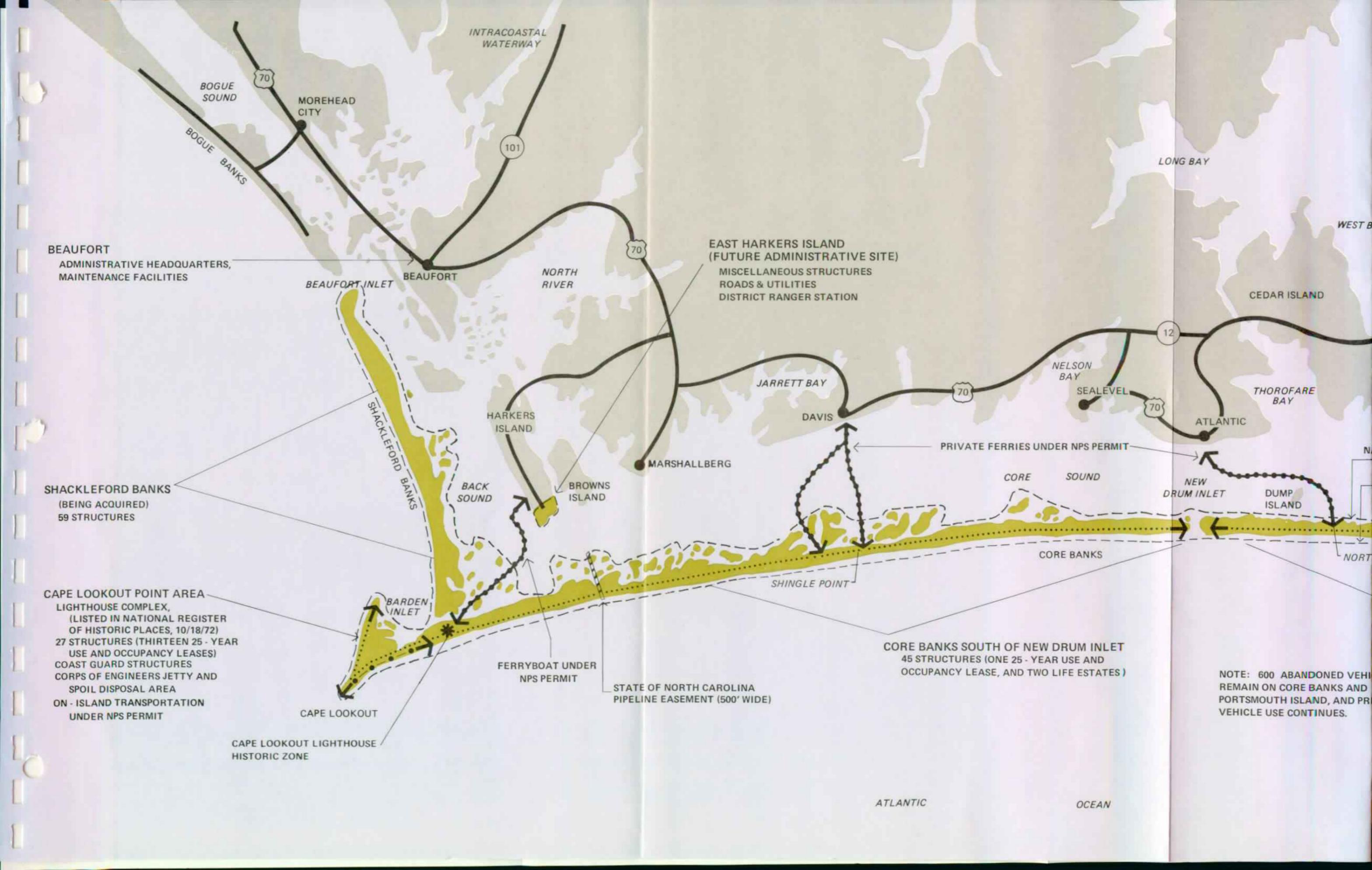
CAPE LOOKOUT POINT AREA  
LIGHTHOUSE COMPLEX,  
(LISTED IN NATIONAL REGISTER  
OF HISTORIC PLACES, 10/18/72)  
27 STRUCTURES (THIRTEEN 25 - YEAR  
USE AND OCCUPANCY LEASES)  
COAST GUARD STRUCTURES  
CORPS OF ENGINEERS JETTY AND  
SPOIL DISPOSAL AREA  
ON - ISLAND TRANSPORTATION  
UNDER NPS PERMIT

CAPE LOOKOUT LIGHTHOUSE  
HISTORIC ZONE

EAST HARKERS ISLAND  
(FUTURE ADMINISTRATIVE SITE)  
MISCELLANEOUS STRUCTURES  
ROADS & UTILITIES  
DISTRICT RANGER STATION

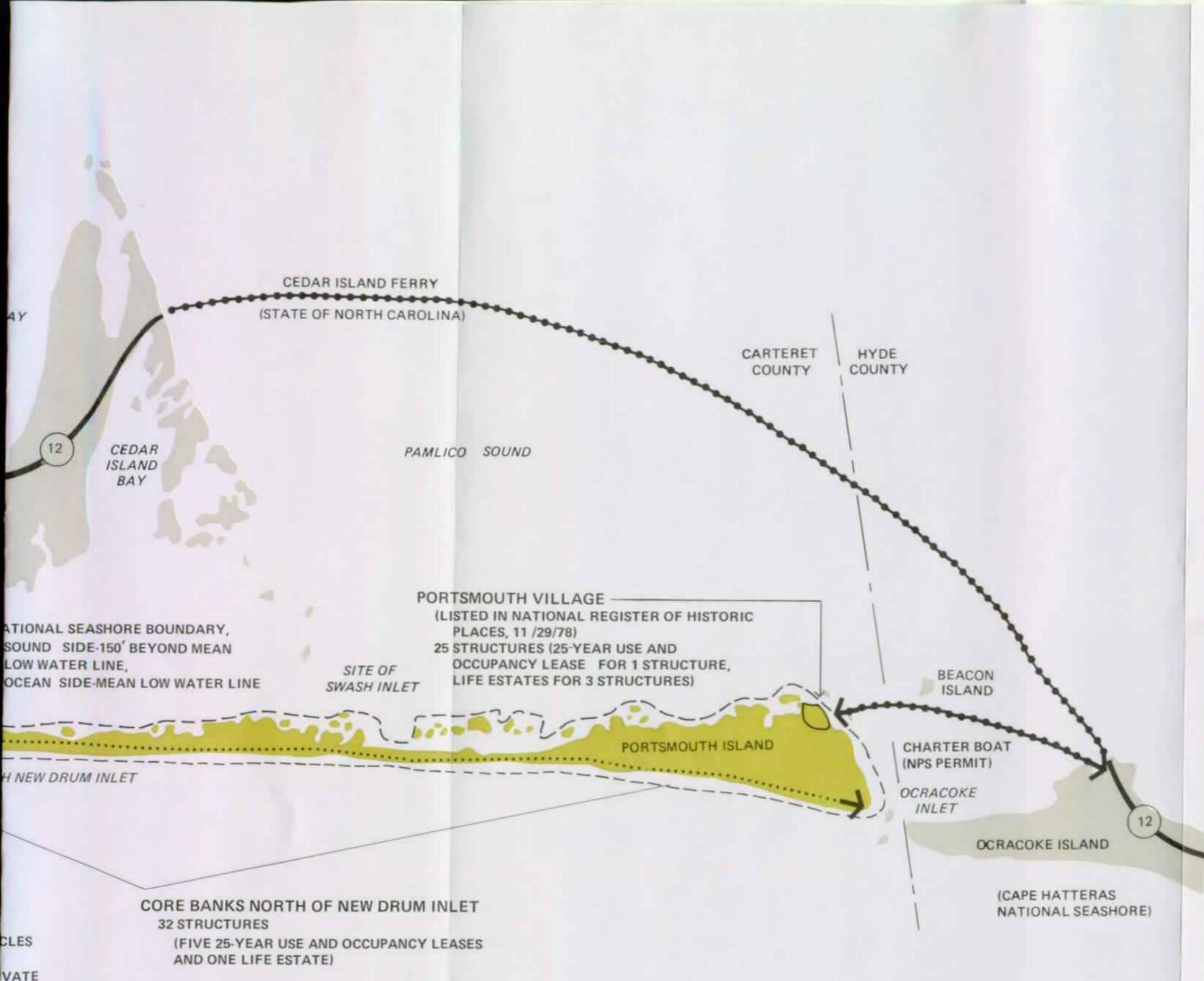
CORE BANKS SOUTH OF NEW DRUM INLET  
45 STRUCTURES (ONE 25 - YEAR USE AND  
OCCUPANCY LEASE, AND TWO LIFE ESTATES)

NOTE: 600 ABANDONED VEHICLES  
REMAIN ON CORE BANKS AND  
PORTSMOUTH ISLAND, AND PRIVATE  
VEHICLE USE CONTINUES.

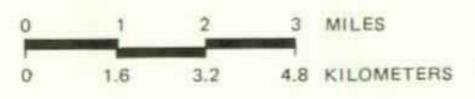


ATLANTIC

OCEAN



-  EMERGENT LAND WITHIN THE NATIONAL SEASHORE, APPROXIMATELY 18,500 ACRES
-  CAPE LOOKOUT LIGHTHOUSE
-  FERRYBOAT ROUTES
-  PUBLIC TRANSPORTATION
-  PRIVATE TRANSPORTATION
-  NATIONAL SEASHORE BOUNDARY, ENCLOSING 28,400 ACRES, INCLUDING WATER AND SOUND-SIDE ISLANDS



**EXISTING CONDITIONS**  
 CAPE LOOKOUT NATIONAL SEASHORE / NORTH CAROLINA  
 UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

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**ON MICROFILM**

## II. THE ENVIRONMENT OF CAPE LOOKOUT NATIONAL SEASHORE

### A. Natural Conditions and Values

#### 1. Overview

The area of the national seashore within the boundary established in 1974 is 28,400 acres including the 91-acre administrative site on Harkers Island. More than one-third of the total seashore acreage is comprised of small scattered islands on the sound sides of Shackleford Banks and Core Banks/Portsmouth Island and of the nearshore water surrounding the barrier islands. The emergent land (above mean high water) of the barrier islands proper totals 18,400 acres. The width of the linear islands ranges from 600 feet to 1-3/4 miles. The islands support various species of small animals and a variety of vegetation ranging from salt marsh grasses to shrubs and trees. (See the photographs of Core Banks and Shackleford Banks.)

Most of the land of the seashore islands, except Shackleford Banks, has been deeded to the United States by the state of North Carolina. Shackleford is presently being acquired by the United States, as stated in the legislation.

#### 2. Geomorphology

The 55-mile-long narrow strips of sand comprising Cape Lookout National Seashore are breached today by two inlets. (See the map, Existing Conditions.) The northeast/southwest-oriented Core Banks is divided by New Drum Inlet (artificially opened by the U.S. Army Corps of Engineers) into a 21-mile strip north of the inlet and a 22-mile strip plus the 3-mile spit south of the inlet. Barden Inlet separates the southern end of Core Banks from Shackleford Banks, the latter a 9-mile long island with an east-west orientation. Numerous inlets have opened, migrated, and closed in the past, and others can be expected to do the same into the future.

The barrier-island landscape is dynamic. Ever changing, it reflects constant reworking by water and wind. The ocean is the dominant force. With its predominately southwest littoral or along-the-shore currents, its high waves and surge caused by storms, its historic rise in sea level, and its routine daily wave activity, the ocean is constantly moving the sand and changing the appearance of the islands--sometimes accreting, but more often eroding, the shoreline.

During the period from 1940 to 1975, the net effect of these processes was to erode the ocean shoreline of Core Banks a total of 52 feet, or an average of 1.5 feet per year. During a similar period, from 1943 to 1976, the ocean shoreline of Shackleford Banks eroded 49 feet, also for an average of 1.5 feet per year (Dolan and Heywood, 1977).

Core Banks/Portsmouth Island has a generally low profile, with the highest dunes seldom exceeding 10 feet (except near Cape Lookout Point). The topography of Shackleford Banks is more varied and generally higher, with dunes reaching an elevation of 35 feet.

Except for the tallest dunes on Shackleford Banks and Cape Lookout Point, all of the seashore lands on the barrier islands are

within the 100-year floodplain and in the coastal high hazard area. The coastal fringes of east Harkers Island are also in the 100-year floodplain and coastal high hazard area.

One of the most significant processes of the ocean is overwash, whereby storm waves from the ocean side penetrate or overtop the foredunes at various locations along the shoreline, usually carrying large amounts of sand. When the sand is dropped, deposits known as washover fans or terraces are created. Sometimes the waves and their deposits extend across the island to the sound side.

An inlet is created when the scouring and sand transport is extreme enough. Then water (and sand) freely flushes between the ocean and the sound. Sand will be deposited in the quieter water on the sound side of the inlet, a marsh will develop trapping more sediment, and topographical change and plant succession will take place, eventually closing the inlet. The islands thus slowly migrate toward the mainland.

### 3. Climate and Air Quality

The ocean and sound strongly influence the climate of the seashore, which is mild and predominately sunny. The extremes of temperature are moderate--average daily minimum and maximum of 38°F and 54°F for January, and 73°F and 87°F for July. The average annual rainfall is 52 inches. Prevailing winds blow from the northeast in the autumn and winter and the southwest at other times of the year. Ten to 12 miles per hour is the average wind speed while higher gusts occur during severe storms.

Two types of severe storms--hurricanes (tropical storms) and northeasters (extratropical storms)--strike the seashore. Northeasters occur in late fall, winter, and spring, and approximately 34 struck the North Carolina coast between 1942 and 1967 (Bosserman and Dolan, 1968). They are more frequent than hurricanes. Most hurricanes in North Carolina occur from August to October, with the greatest threat in September, although the hurricane season extends from June to November. On the average, between 1879 and 1955, hurricanes struck the North Carolina coast every two years and other tropical storms (winds less than 74 mph) struck twice a year (Bearden and Grimsley, 1969). The threat of a hurricane is now present because 21 years have passed, the longest period on record without a storm of this type, since Hurricane Donna on September 12, 1960.

The national seashore is designated as Class II for the prevention of significant deterioration of air quality (section 164 of the Clean Air Act amendments). Although there is some pollution from industrial operations and vehicular engines, the ambient air quality is well within North Carolina standards and air quality is not a major concern. Most air pollutants are dispersed by maritime winds.

### 4. Vegetation and Ecological Zones

Vegetation is critical in maintaining what little stability exists on the barrier islands. Extensive root systems of maritime grasses help to stabilize sediments, whether windblown or waterborne. The grasses themselves tend to trap windblown sand. In this way, dunes

build naturally and topography is elevated just enough so that other forms of plant life can take root.

Vegetation at Cape Lookout National Seashore forms distinctive ecological zones across the barrier islands as shown on the graphic, Cross Section of Barrier-Island Ecological Zones. The zones and some of their dominant plants, according to Snow and Godfrey (1978) are

Beaches--essentially devoid of vegetation except unicellular algae.

Berms--created by a few plants such as sea oats growing in the driftline, which may build small dunes, depending on storm frequency.

Tidal Flats--intertidal areas essentially unvegetated except for stands of salt marsh cordgrass; found at inlets.

Dunes--low scattered dunes formed by sea oats in overwash-influenced areas, and high densely vegetated dune fields where vines such as Virginia creeper may be found on the back side.

Open Grasslands--sparsely vegetated by salt meadow cordgrass and pennywort, both of which grow up through sand after burial in overwash.

Closed Grasslands--greater cover of salt meadow cordgrass, pennywort, broomsedge, and hairgrass; closer to the water table. Also species of rush where water stands.

Woodlands--shrub thickets of wax myrtle, marsh elder, and silverling, or of yaupon and live oak; maritime forests of live oak, Virginia redcedar, and American holly. Both are on higher and protected lands.

High Salt Marshes--dominated by black needlerush and salt meadow cordgrass; flooded by spring and storm tides.

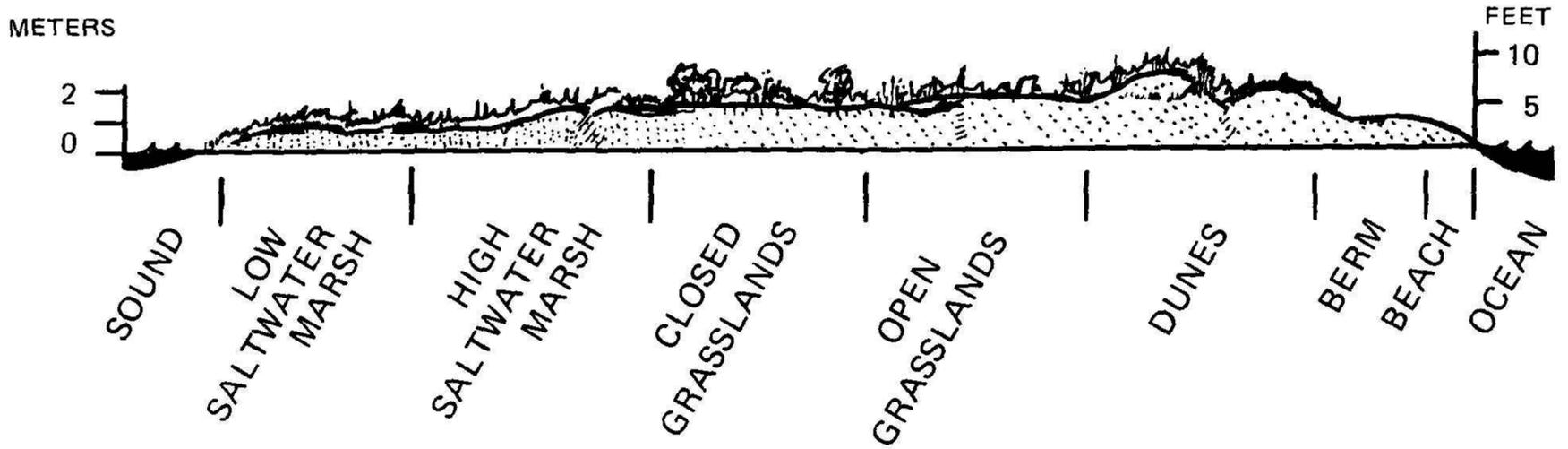
Low Salt Marshes--dominated by salt marsh cordgrass; flooded at mean high tide.

Subtidal Marine Vegetation--extensive stands of eelgrass and widgeon grass in protected, shallow waters.

Shackleford Banks, dominated by dunes/grasslands, is the most stable land in the seashore. Because the island faces the prevailing winds, sand is blown into the dunes, increasing their height and protecting the maritime forest at the western end. Expanses of salt marsh are found to the east of the maritime forest on Shackleford.

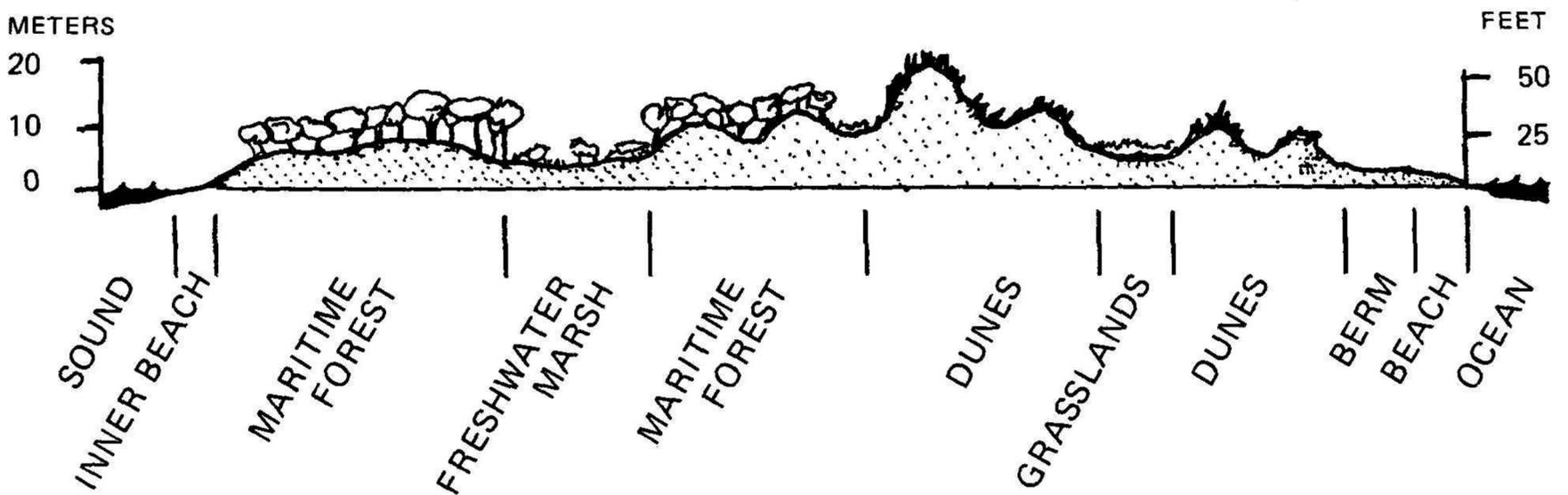
Core Banks is fairly uniform with a wide berm, low dunes, grasslands, and extensive salt marshes. This island is less stable than Shackleford as it is influenced by overwash and the prevailing winds blow sand parallel to the beach rather than into the dunes. An occasional

**CROSS-SECTION OF BARRIER ISLAND ECOLOGICAL ZONES ON CORE BANKS NEAR CODDS CREEK**



ADAPTED FROM: GODFREY, PAUL J. AND MELINDA M. GODFREY, BARRIER ISLAND ECOLOGY OF CAPE LOOKOUT NATIONAL SEASHORE AND VICINITY, NORTH CAROLINA, 1976

**CROSS-SECTION OF BARRIER ISLAND ECOLOGICAL ZONES ON SHACKLEFORD BANKS INCLUDING THE MARITIME FOREST**



ADAPTED FROM: AU-SHU-FUN, VEGETATION AND ECOLOGICAL PROCESSES ON SHACKLEFORD BANKS, NORTH CAROLINA, 1974

shrub thicket is found, but extensive shrub thickets occur only near Cape Lookout Point and at Merkle Hammock, the Evergreens, and Portsmouth Village. The slash pine trees, found near the lighthouse, were planted by local residents prior to the establishment of the seashore. Guthries Hammock is the only natural maritime forest on Core Banks. The northern portion of Core Banks and Portsmouth Island are primarily tidal flats. At Portsmouth Village, the shrub thickets are bordered by salt marsh on the north, and dunefields are expanding eastward onto the adjoining flats.

Appropriate recreational uses of these ecological zones are shown on the graphic, Interpretation of Cape Lookout Ecosystems/Suitability for Recreational Use. Generally, the beach and berm are most tolerant of recreational uses, and the shrub thickets or grasslands are the most suitable sites for structures.

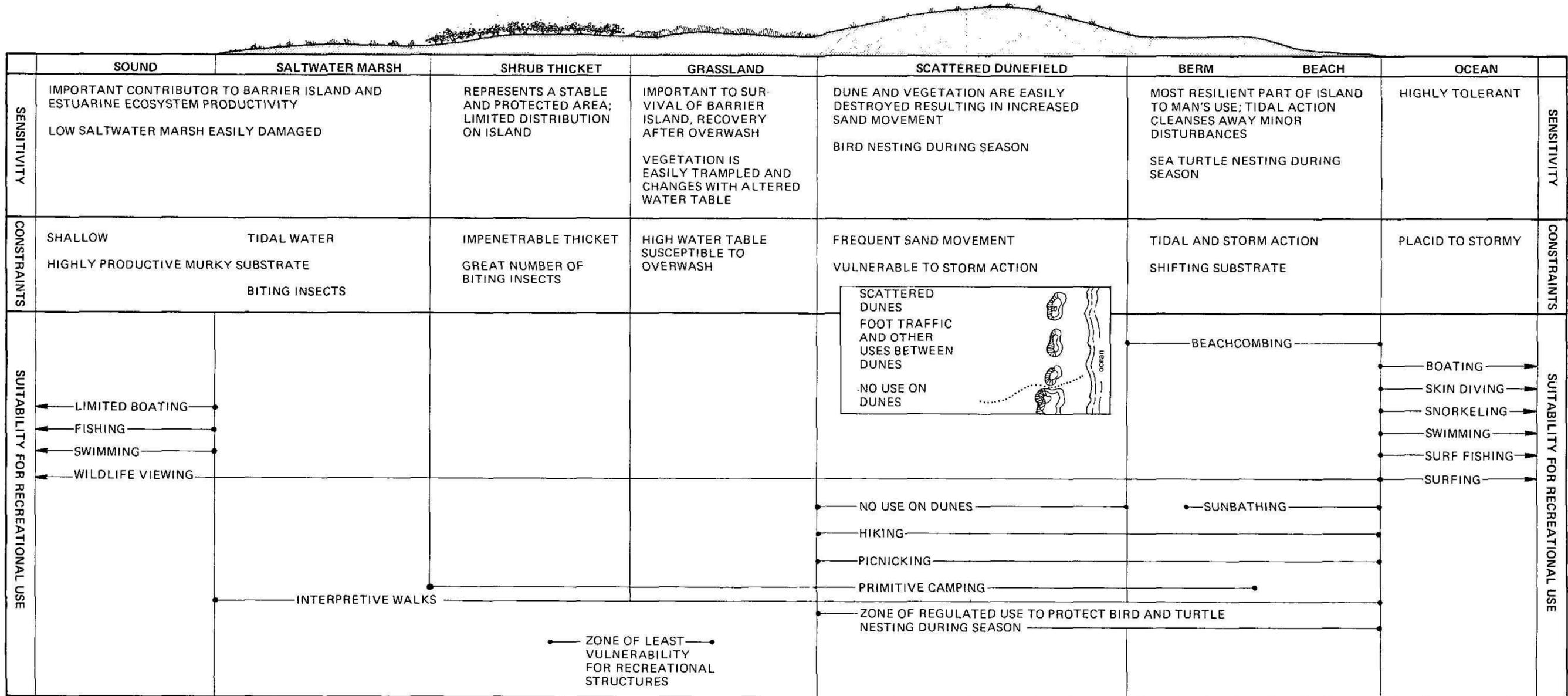
#### 5. Animal Life

The barrier islands provide habitats for a diversity of birds and terrestrial and marine animals. Refer to A Preliminary Resource Inventory of the Vertebrates and Vascular Plants of Cape Lookout National Seashore, North Carolina (USDI, NPS, 1977) for checklists and descriptions of previous biological studies.

Birds are the most visible of all vertebrates within the seashore because of its location on the Atlantic Flyway, varied habitats, strong winds which drive oceanic birds onto land, and lack of development. Several significant and large nesting areas (e.g., 4 miles long and ½ mile wide) of colonial nesting shorebirds have been identified north of New Drum Inlet (USDI, NPS, 1979, and Parnell and Soots, 1979). Great numbers of least terns, gull-billed terns, common terns, and black skimmers nest in colonies on the beach/berm, among scattered low dunes, and on tidal flats. All of these birds except the skimmer are species of special concern to the state of North Carolina (North Carolina State Museum of Natural History, 1977). Least terns also nest on the barren sand behind the dunes south of New Drum Inlet. The area near the Cape Lookout lighthouse may be a major nesting site in North Carolina for another species of special concern, the Wilson's plover. Generally, the bird nesting season extends from April to October.

The eastern brown pelican (on the federal endangered list) may be seen all year, with up to 500 individuals being reported on some days fishing in the surf and resting on the ocean beach, particularly near the inlets. This pelican nests on three islands in Ocracoke Inlet north of the seashore, the most northerly breeding colony of this species. The Arctic peregrine falcon (endangered) is an overwintering and spring visitor which hunts for its prey in all habitats across the islands and rests on the ocean beach.

The Atlantic loggerhead turtle, a threatened species, is near the northern limit of its nesting range. The female turtles nest at night on the berms of wide, sloping beaches or near the bases of the dunes. In 1979, six nests were reported on Shackleford Banks, the only year for which a record is available for that island. On Core Banks/Portsmouth Island there were 31 nests in 1978, 66 in 1979, 46 in



INTERPRETATION OF CAPE LOOKOUT ECOSYSTEMS/SUITABILITY FOR RECREATIONAL USE

1980, and 31 in 1981. Of these, 23 in 1979, 30 in 1980, and 24 in 1981 were located on a 7-mile stretch of beach 3 miles west of Cape Lookout Point and 4 miles north. This is the greatest concentration of nests in North Carolina. During the four-year period 1978-1981, the first nest was dug on May 24 and the last on August 31. Incubation averaged 60 days. Hatching dates over the same period ranged from July 28 to late October (NPS data). Another federally listed species, the Atlantic leatherback sea turtle, is known at the seashore by one nesting in 1966.

Other animals found on the islands include amphibians and reptiles--tree frogs, toads, turtles, and snakes; freshwater fish in the isolated freshwater ponds; mammals--shrews, raccoons, and rabbits--in the shrub thickets; and mosquitoes and other insect pests in wet areas of the dunes, grasslands, and marshes. The ring-necked pheasant, which is a favorite with some hunters, exists in shrub thickets on Core Banks. Domestic livestock--horses, cattle, goats, sheep, and rabbits--are present today on Shackleford Banks.

Marine animals inhabit the intertidal zones of the beaches and tidal flats. Burrowing mole crabs, ghost crabs, and coquina clams are found on the ocean beaches, and crustaceans and worms on the tidal flats. Others are similar to those listed in A Checklist of Common Invertebrate Animals (Kirby-Smith and Gray, 1977).

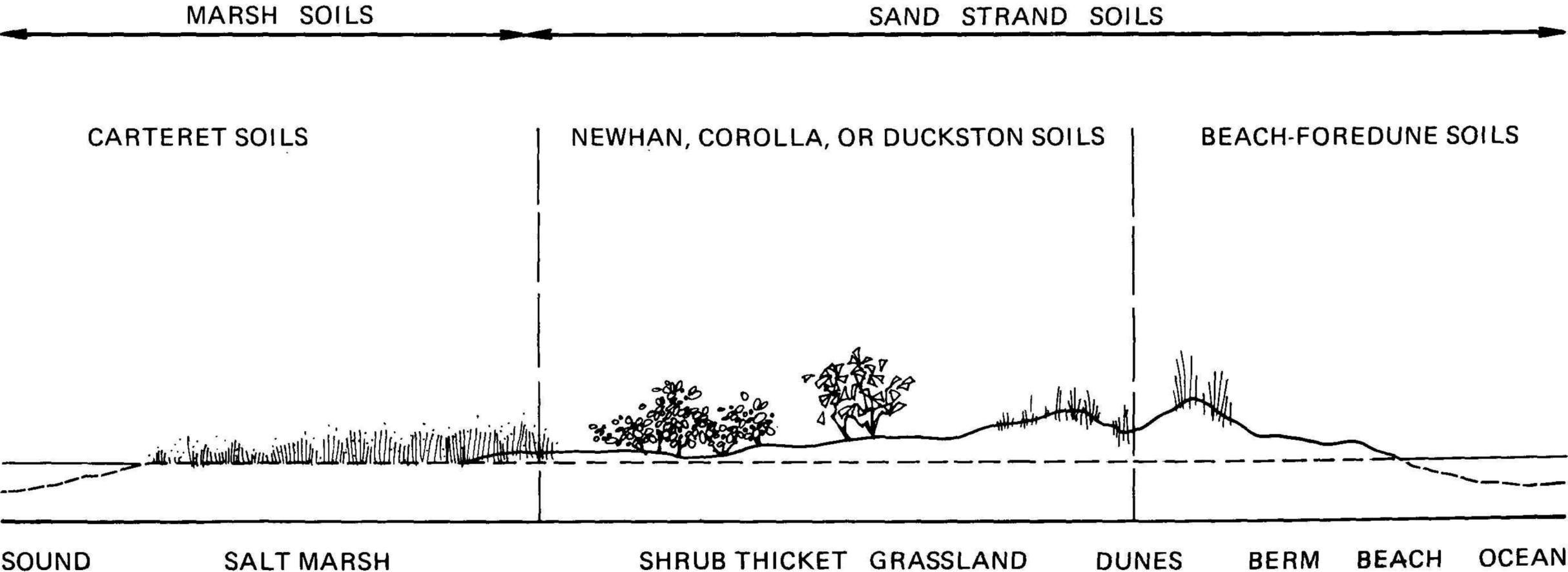
Many species of commercially valuable invertebrates and fish are supported by the food chain of the seashore's salt marshes. The marshes and tidal creeks serve as nursery grounds for such fish as the Atlantic menhaden, spot, striped white mullet, and several species of flounder. Clams and scallops are found in the grasses and softer mud bottoms, and crab and shrimp are found on the bottom. In the sound waters, there are pound and gill netting for jumping mullet, croaker, drum, flounder, spot, bluefish, butterfish, Spanish mackerel, and pompano. The species popular in both ocean sport and commercial fishing include drum, channel bass, speckled trout, and gray trout--best near Portsmouth Village; flounder--best at Cape Lookout and New Drum Inlet; and bluefish, Spanish mackerel, cobia, sea mullet, and pompano--common along all Core Banks.

The animals discussed in this section are those of greatest concern in planning for the seashore. They are sensitive to human activity in the ecological zones which they inhabit--the beach, berm, tidal flats, and salt marsh creeks/sound waters. (This is indicated on the graphic, Interpretation of Cape Lookout Ecosystems/Suitability for Recreation Use.)

#### 6. Soils and Minerals

The soils within the seashore vary slightly with topography and, in turn, with vegetation. The major distinction is between the sand strand soils and the marsh soils. The different types are shown in the graphic, Characteristic Soil Types. The soils are mapped for the entire seashore and are discussed in greater detail in the Soil Survey of the Outer Banks, North Carolina (USDA, SCS, 1977).

CHARACTERISTIC SOIL TYPES



FROM: SOIL SURVEY OF THE OUTER BANKS, NORTH CAROLINA  
U.S. DEPT. OF AGRICULTURE, SOIL CONSERVATION SERVICE

Almost all of the soils on Core Banks present severe limitations for development. This is due to poor bearing capacity, instability due to wind and water activity, and high water tables. Conventional subsurface sewage disposal facilities may contaminate the shallow freshwater table, especially in low-lying areas.

Much of the land on Shackleford Banks presents only slight limitations for development due to the occurrence of Newhan fine sand. However, this sand is highly pervious with questionable filtering capacities, and it may allow contamination of groundwater.

The only apparent mineral resource of the immediate area of the national seashore is silica sand. Studies by the North Carolina Department of Conservation and Mineral Resources indicate that silica sands in the area are too high in contaminants and too far removed from inland markets to be of value for glassmaking or other specialized uses. In addition, the relative inaccessibility of the sands makes them of negligible value for construction purposes.

#### 7. Freshwater Resources

Groundwater in Cape Lookout National Seashore occurs in an unconfined sand aquifer, an upper confined aquifer, and a lower confined aquifer. (See the graphic, Geological/Groundwater Section.) The possible availability of groundwater is described in Ground-water Resources of Cape Lookout National Seashore, North Carolina (USDI, GS, 1978) and is summarized below.

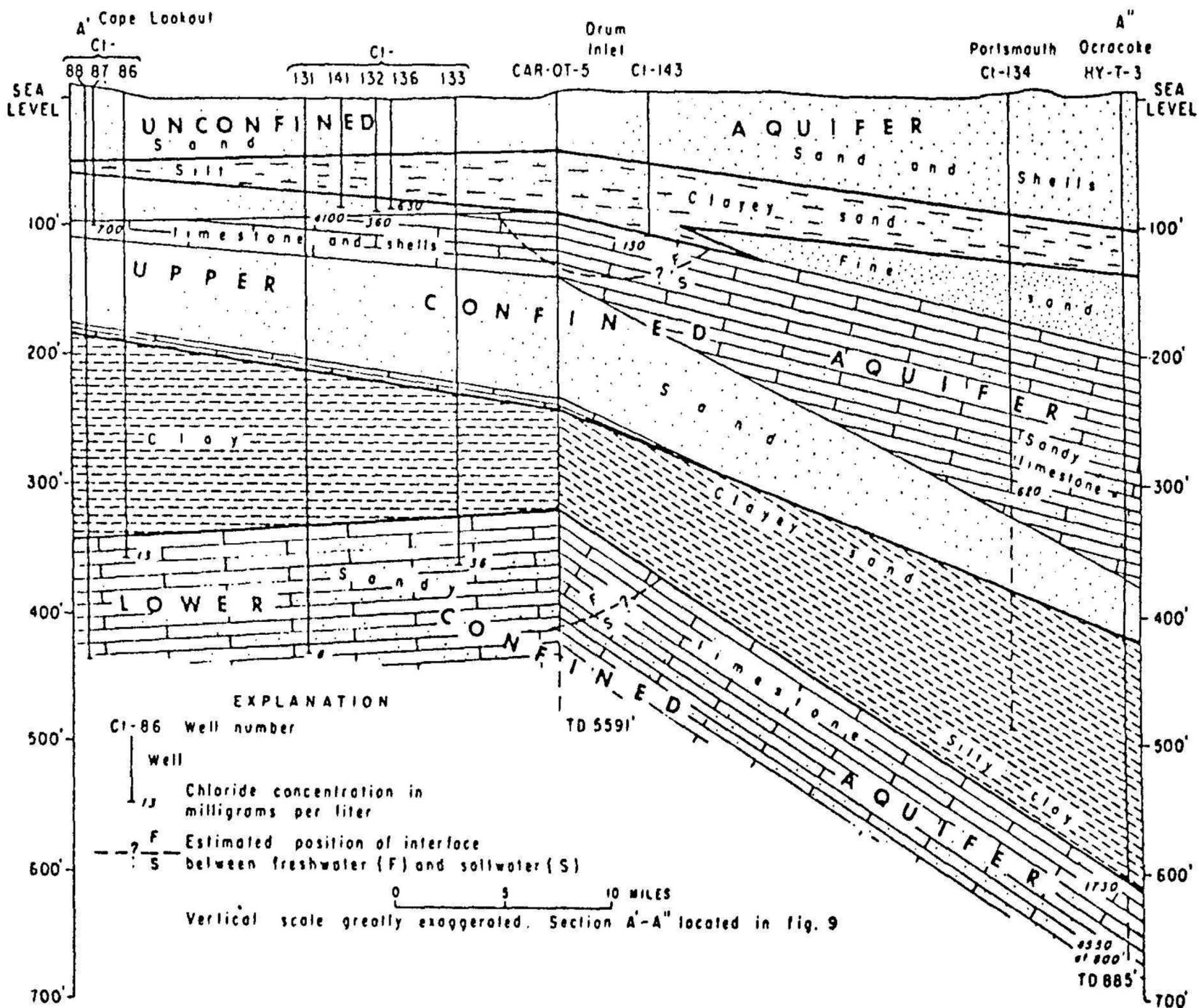
The unconfined aquifer (freshwater lens) in areas occupied by dunes will yield as much as 30 gallons per minute of freshwater to a horizontal well. In other parts of the seashore this aquifer is subject to periodic overwash from the ocean, thus temporarily contaminating it with saltwater. Some high dunes on Shackleford Banks and at Cape Lookout offer some protection from overwash to the unconfined aquifer. Any lowering of the water table will cause a rise of the saltwater/freshwater interface.

The upper confined aquifer, which occurs between depths of about 90 to 150 feet, is known to contain freshwater only in the New Drum Inlet area and at Harkers Island. The potential yield of this aquifer is unknown, but probably does not exceed 10 to 15 gallons per minute.

The lower confined aquifer, which occurs between depths of 150 and 550 feet, contains freshwater southeast of New Drum Inlet. Potential yield is estimated to be as much as 500 gallons per minute per well. The estimated freshwater yield from all aquifers depends on the position of the saltwater interface at any site.

Water samples from the seashore generally meet drinking water standards set by the U.S. Environmental Protection Agency, although some samples contained excess concentrations of chloride, iron, and manganese. Excessive chloride in the area is indicative of the presence of saltwater. Excessive iron and manganese occur naturally in some groundwater and may also be dissolved from well casings or pumping equipment.

# GEOLOGICAL / GROUNDWATER SECTION



FROM WINNER, 1978. GROUND-WATER RESOURCES OF CAPE LOOKOUT NATIONAL SEASHORE, N.C. P.6.

Water from the existing wells at the fish camps at Shingle Point and North New Drum Inlet, however, has not met standards. Potable water will be provided for the public at these fish camps if Public Health Service standards can be met economically.

8. Scenic Quality

The scenery of Cape Lookout National Seashore is characterized by the following attributes:

Expansive Vistas--These occur along the ocean and sound shores, where one can see many miles into the distance.

Isolation--The islands are detached from the primarily rural mainland and surrounded by water, but are accessible by boat.

Contrast--The many edges between water and land attract the eye, as does the vertical shaft of the lighthouse contrasting with the surrounding flat surfaces. There are also contrasts of maritime forests with sand dunes, dunes with beaches, and stark ghost trees with living ones.

Motion--Rolling surf waves, blowing sand and grass leaves, and flying or running birds are features that catch the eye.

Intimate-Scale Areas--Hollows among the dunes are areas where one may feel alone with that immediate scene.

Color--The greens and grays of the seashore are not the warm colors to which people respond. Occasional blossoms, colorful flotsam, and sunsets stand out all the more against this background. So does the exciting history of shipwreck and life-saving when imagined in the bleakness of winter.

Variety--Views may be toward the mainland, toward the ocean, along the shore, or across the island, each quite different.

Detail--Beachcombing on the shore, fishing in the surf, hiking between the dunes, and inspecting the historic areas are among the activities that bring visitors into close contact with the environment.

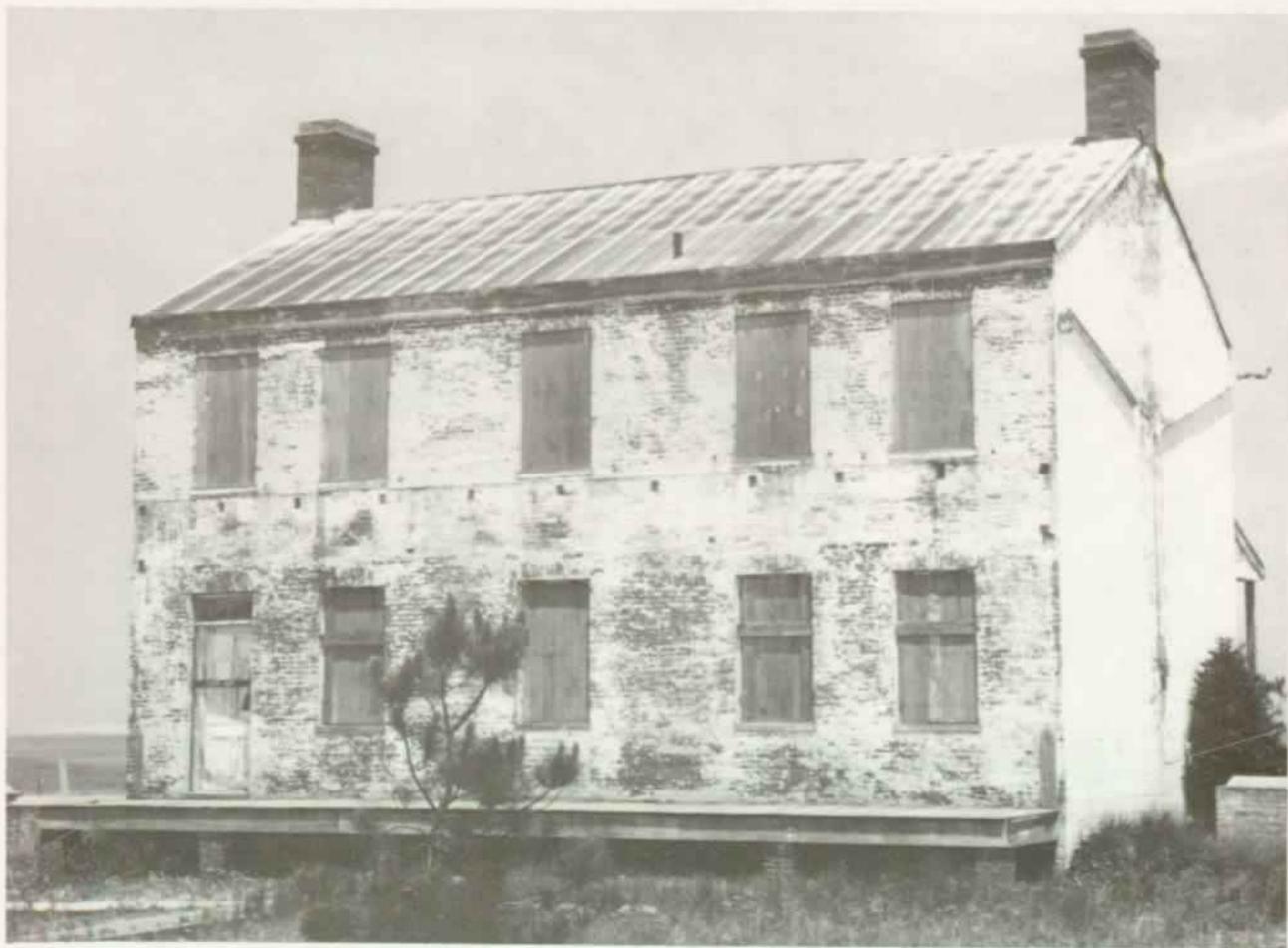
Remoteness--The feeling of remoteness from civilization is great in all parts of the islands except for the western sound shore of Shackleford Banks, where industrial development on the mainland is clearly in view.

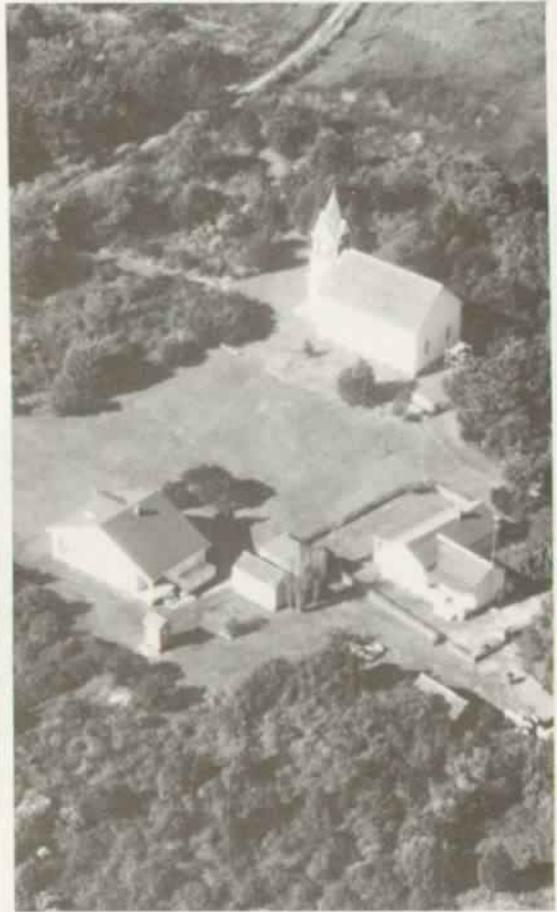
B. History and Cultural Resources

The environment of Cape Lookout National Seashore has deterred man from extensively settling the area, although historically the islands have served as prominent landmarks for mariners and have been busy with maritime activities. Early European sailors knew both the dangerous shoals off Cape Lookout Point and the safe harbor of Lookout Bight. In later years, the Cape Lookout lighthouse warned of the hazards, and life-saving operations rescued seamen in trouble.

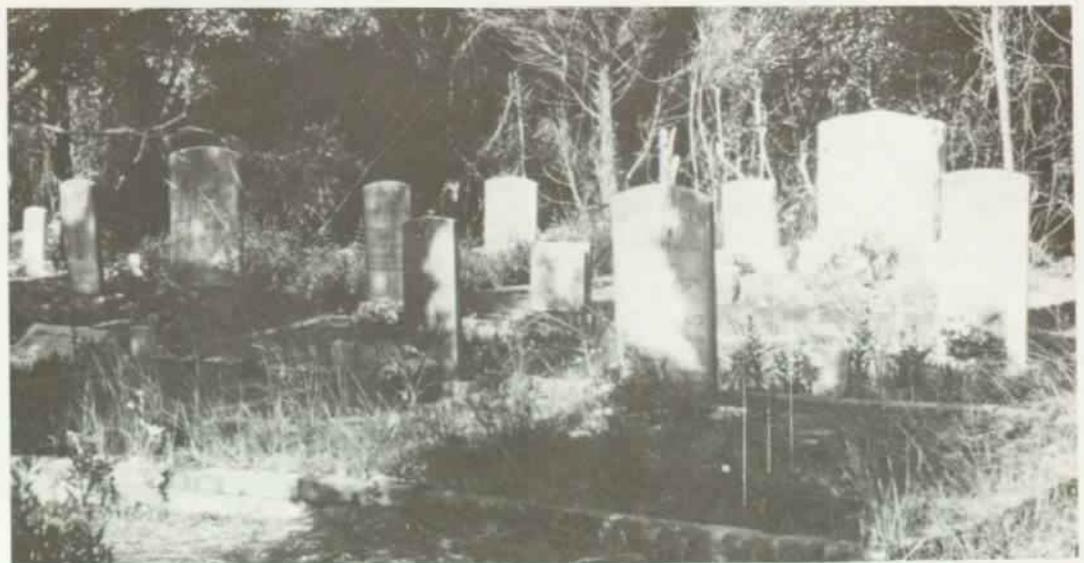


Cape Lookout lighthouse with summer kitchen, keeper's quarters, and coal and wood shed is listed in the National Register of Historic Places.





Portsmouth Village, a historic district of 250 acres, is listed in the National Register of Historic Places.



Fishing has always been the dominant vocation of the Outer Bankers. With increased maritime activity, Portsmouth Village became a transshipment point where cargo was unloaded and reloaded when ships passed through the shallow Ocracoke Inlet. Later, Diamond City was established on Shackleford Banks for whaling, but it was abandoned during a period of hurricanes in the late 19th century. Today virtually nothing remains of Diamond City, but a number of structures survive in Portsmouth Village. The village is a unique reminder of past cultural and economic life on the Outer Banks.

The state historic preservation officer of North Carolina and the Advisory Council on Historic Preservation have been consulted about the seashore's cultural resources. The lighthouse complex (see the Cape Lookout lighthouse photographs) is listed under state significance in the National Register of Historic Places. In addition to the lighthouse, the 25-acre complex includes the keeper's quarters, coal and wood shed, summer kitchen, and fuel storage building. The lighthouse is owned by the U.S. Coast Guard; the other structures belong to the NPS. The existing lighthouse structure dates from 1859, and its diagonal black and white checker pattern dates from 1873. There had been an earlier tower dating from 1812. Portsmouth Village (see the Portsmouth Village photographs) is also entered in the National Register as a 250-acre historic district of state significance. There are 25 structures that are typical of coastal Carolina architecture of the 1820-1930 period, at least 8 cemeteries, and 10 ruins and/or sites of former residences. Earlier periods of the village's history are represented poorly by historic structures or not at all.

In 1976, the report titled Cape Lookout National Seashore: Assessment of Archeological and Historical Resources concluded that no aboriginal sites currently known to exist within the seashore were felt to be culturally and scientifically significant enough to justify their nomination to the National Register. Algonkian-speaking Indians were the area's first known inhabitants. Shell midden sites on the sound side of Shackleford Banks and at Cape Lookout are the only remains of their occupancy. However the sites, most of which are outside the seashore easement, have been reduced to almost unintelligible remains.

### C. Existing Seashore Use and Development

#### 1. Visitor Experience

People have been attracted to the barrier islands of Cape Lookout National Seashore for recreation because of the wild and isolated environment and as a place "to get away from it all." There is no similar environment on the adjacent islands.

On the low-lying, narrow islands that comprise Core Banks/Portsmouth Island, the visitor is remote from the mainland and experiences the dominance of the restless sea on one side and the more placid sound waters on the other. (See the photographs of Core Banks and Shackleford Banks.) The dunes on Shackleford Banks near the maritime forest offer an unusual opportunity for the visitor to "become lost" in a unique and undulating topography--where one can discover for oneself the beauties of the coastal landscape. The contrast between the open dunes and the maritime forest is striking. There is also a special



Core banks is a landscape dominated by sandy beaches, low dunes, vegetated sand flats, and marsh.





Shackleford Banks is noted for its maritime forest and high sand dunes.



intrigue with the history of the "lost" Diamond City, Cape Lookout lighthouse, and Portsmouth Village.

Visitors to the national seashore may well experience a feeling of isolation and seclusion. It begins with the boat ride across the sound--the transition from the security of the mainland to the uncertainty of an island. The more a person knows about the barrier islands, the more he can appreciate the marvelous diversity of plant and animal life. It is an excellent place for one to observe and to wonder about natural processes and the interrelationships of living things. Especially if he is on foot, the visitor may feel the thrill of adventure, and experience a sense of self sufficiency, survival, and even danger. For this is a place that provides little or no escape from the hot sun, the blowing and sand-blasting wind, the rainstorms, and the biting insects; and freshwater is very difficult to come by. Yet when weather conditions are right, it is a place of incredible beauty, comfort, and contentment.

2. Visitor Use Data

Records of visitation at Cape Lookout National Seashore have been kept from the time of its establishment in 1976. The number of annual visits was determined by combining the actual number of ferryboat passengers, reported by the concession permittees, and the number of persons reaching the barrier islands in private boats, as observed by the park rangers. This and related data are summarized in table 1.

Table 1: Visitor Use Statistics

	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>
Annual Visits	37,648	50,725	54,148	70,382	56,404
Number of Vehicles Ferried	--	907	1,218	1,182	1,101
Number of Private Boats	--	5,841	8,072	9,977	8,291
Camper Nights (average stay two nights):					
In Rental Cabins at Fish Camps	--	6,145	10,807	11,831	12,055
In Tents and ORVs	--	5,717	9,482	12,908	10,504

The major season of visitation is from June to November. In 1981, October showed the highest visitation--17.9% of the annual total, and July showed the second highest--16.4%. The months of lowest visitation are December through April.

Visitor activities vary by season, as shown in table 2. Fishing has been the most popular recreational use, with sightseeing/beachcombing second in popularity (30% and 18% respectively, in 1981). The fish camp cabins are available for rent from about April 1 to December 1. At the height of the season, October and November, the occupancy rate on Friday and Saturday nights is usually 100%, with four to eight fishermen sharing each cabin. About 98% of the cabin patrons bring a vehicle with them and use it while on the island.



Recreational uses of the national seashore include surf fishing, hiking, camping, and swimming.



Table 2: Ranking of Activities by Their Popularity  
(1 = most popular)

	<u>Fishing</u>	<u>Sightseeing/ Beachcombing</u>	<u>Picnicking</u>	<u>Guided Walks</u>	<u>Hunting</u>
January, February	3	2			1
March, April, May	1	2	3		
June	1		3	2	
July, August		1	3	2	
September, October, November	1	2	3		
December	1		3		2

The average number of hours per day that visitors engage in activities varies with the activity:

- Fishing - 6 hours
- Swimming - 4 hours
- Picnicking - 1 hour
- Sightseeing/Beachcombing - 2 hours
- Surfing - 2 hours
- Guided Walks - 1 hour
- Hunting - 8 hours

In terms of hours that visitors participate in each use during a year, fishing and sightseeing/beachcombing still remain most popular. (See the photographs of recreational uses.)

Characteristics of the seashore visitors were sampled in a survey (field observation guide) during 1977 and 1978, providing an indication of the visitor profile. The majority are from North Carolina, especially those who come in the spring and fall. During the summer, there are more out-of-state visitors. Most visitors come in groups composed of family and friends. The majority have been to the seashore before, having originally learned about Cape Lookout National Seashore because they live locally or their friends told them about it.

Transportation to the islands is now provided by five private ferryboat operators under concession permits issued by the NPS. They serve Cape Lookout Point, Shingle Point, North New Drum Inlet,

and Portsmouth Village from the villages of Harkers Island, Davis, Atlantic, and Ocracoke, respectively. Vehicles are also transported, one or two per trip, on the ferryboats from Davis, and one to three per trip from Atlantic. In addition, people reach the islands by noncommercial private boats. Pleasure boating is common in the surrounding waters, especially at Cape Lookout Bight.

A tractor-drawn, flatbed wagon operated under a concession permit currently provides transportation from near the lighthouse to Cape Lookout Point. Visitors may load and unload at any point en route.

From the fish camps, concentrated at Shingle Point and North New Drum Inlet, anglers drive to favored fishing spots, locate a school of fish swimming along the shore, and then drive ahead of them to fish the school repeatedly. At Portsmouth Island, New Drum Inlet, and Cape Lookout Point, the anglers who drive to these sites usually stay there. Hunters also drive their vehicles along the islands in pursuit of waterfowl.

Commercial fishing from boats occurs in the waters surrounding the national seashore. There is trawling for fish and shrimp in the ocean. Oystering, clamming, crabbing, and scalloping take place on the sound side of the islands, in the marsh creeks, eelgrass beds, and inlets. Fish pound netting, long hauling, gill netting, flounder gigging, shrimping, and crab potting are practiced in the sound. The only commercial fishing from the islands is flounder gigging at Cape Lookout Bight and beach hauling near Portsmouth Village (North Carolina Division of Marine Fisheries, 1975).

### 3. Existing Development

Prior to the establishment of the national seashore, clusters of fishing shacks had been constructed by third-party interests, and vehicles were driven extensively over the islands. Vehicles which broke down in the past were abandoned in many cases. Some 340 structures and more than 2,500 vehicles cluttered the islands when the seashore was established. The seashore is being cleaned up. Today, most structures and all but 600 of the vehicles have been removed.

Many structures will remain on the seashore, including those in the two historic districts previously described. Scattered along Core Banks, especially near Cape Lookout, there are a number of summer cottages. All of these structures are administered by the NPS under 25-year leases, life estates, or special-use permits.

Near the lighthouse, there is a public comfort station. Approximately a mile south is a ranger station which was converted from a fish camp/store complex initially owned and operated by a private resident. Both the comfort station and ranger station are operated by the NPS. The cabins at Shingle Point and North New Drum Inlet are under concession permits and are presently available to rent. There are now some 59 structures on Shackelford Banks, and their future status will be determined at the time of acquisition.



Shacks, abandoned vehicles, and junk are being removed from the national seashore.



D. Private Rights, Interagency Agreements, and Permits

Interagency agreements and private rights\* are recognized in the enabling legislation. Revocable special use permits have also been assigned administratively. Locations where other than NPS interests prevail are shown on the Existing Conditions map.

Section 4 of the enabling legislation (PL 89-366) stipulates that the recreational uses of hunting and fishing be permitted in accordance with the laws of the state of North Carolina and the United States, and that rules and regulations be established in consultation with the North Carolina Wildlife Resources Commission and Department of Conservation and Development. This cooperation is further detailed in a memorandum of understanding between the NPS and the North Carolina Department of Natural and Economic Resources dated 1976.

The state of North Carolina has reserved to its use a 500-foot-wide easement across Core Banks as the possible location for a pipeline to service an offshore deepwater oil port. The easement is located at Hogpen Bay, approximately 4.5 miles north of the lighthouse. The state also reserved to itself the ownership of lands on the ocean side between mean high water and mean low water and ownership on the sound side of all submerged lands within 150 feet of mean low water, but these lands are managed by the NPS under an easement.

The U.S. Army Corps of Engineers can contribute to shore erosion control or beach protection measures (section 6, PL 89-366). The plan for such measures, in accordance with the enabling legislation, must be mutually acceptable to both the secretary of the army and the secretary of the interior. Certain islands north of Barden Inlet, an offshore area west of the light station, and a stretch of ocean beachfront north of the lighthouse have been reserved for spoil disposal from ship channel dredging. New Drum Inlet is shoaling and it may become necessary to reopen it.

The U.S. Coast Guard owns and maintains a light station on 5.39 acres near Cape Lookout Point. It is connected to a sound-side dock by a poured-concrete road. The Cape Lookout lighthouse is owned and operated as an active navigational aid by the Coast Guard; a 1½-mile-long overhead line transmits power from a generator at the station to the lighthouse. An acre of land at the base of the lighthouse is also owned by the Coast Guard.

Rights of occupancy for 25 years or life estates are provided to those persons "who on January 1, 1966 owned property which on July 1, 1963 was developed and used for noncommercial residential purposes" (subparagraph (c), section 2, PL 89-366). The law specifies that the

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\*Both the state of North Carolina and the United States negotiated leases and life estates, when appropriate.

land at each residence will not exceed 3 acres. In addition, North Carolina developed several 25-year lease agreements prior to the establishment of the seashore. There are nineteen 25-year leases, eight life estates, and nine leases that are pending or under litigation. These rights of occupancy are concentrated at the Cape Lookout Point area and Portsmouth Village, with others distributed along Core Banks and Portsmouth Island. There are also some properties of undetermined status.

Twelve special use permits are in effect for occupancy of structures in Portsmouth Village. These permits are intended to help protect the historic structures in the village.

At the time the seashore was established, several boats were used to ferry people and vehicles to the barrier islands and to the fish camps that provided overnight cabins. As an interim measure, until public use patterns were established and planning could be completed, concession permits were issued to the operators of these services. After adoption of this plan a concession prospectus will be prepared and bids will be sought from those interested in providing the public transportation services and operating the camps.

#### E. The Region

##### 1. Overview

Carteret County, in which the national seashore is located, is part of the relatively undeveloped coastal plain of North Carolina. (See map, The Region and Developed Zones of North Carolina's Outer Banks.) The area is generally low, flat, tidewater country, and its predominately rural population has traditionally been dependent on farming and commercial fishing. In recent years, tourism, construction trades, real estate, and finance are becoming increasingly important in regional development (North Carolina Coastal Resources Commission, 1978). There is also concern for protection, preservation, and orderly development of the state's coastal resources through the North Carolina Coastal Management Program (1978).

The barrier islands adjacent to Cape Lookout National Seashore are already developed and are accessible by bridges and roads, as shown on the map, The Region and Developed Zones of North Carolina's Outer Banks. Artificially stabilized dunes also line these adjacent islands. In Carteret County, Bogue Banks is developed with condominiums and resorts, restaurants, curio shops, amusement parks, and fishing piers. To the north via a state automobile ferry from Carteret County is Cape Hatteras National Seashore where motels, restaurants, and summer homes are found in the villages.

##### 2. Access

A highway system connects Carteret County with the metropolitan populations of North Carolina and adjoining states; U.S. Highways 70 and 17 and North Carolina Highways 101, 58, 24, and 12 lead into Carteret County. Most visitors arrive by automobile, although limited bus and airline services are also available. An increasing number of visitors enter the area by boat along the Intracoastal Waterway.

### 3. Socioeconomic Environment

In Carteret County, 8,000 acres of the 340,000 land acres (90,000 acres are federal) are currently urban or built up. The current land uses, along with the population, economy, and estimated future demands, are discussed in the Carteret County Land Use Plan (North Carolina Coastal Resources Commission, 1978).

Several small communities combine with the rural population to give Carteret County 36,000 residents. This population is expected to increase 26% by 1985, coupled with a significant growth in seasonal population. Bogue Banks, with a tourist/resort orientation, is the major center of this growth.

The economy of Carteret County has diversified in recent years with nonmanufacturing and public administration jobs increasing most rapidly. Commercial fishing continues as a major economic factor. In 1973, the county boasted 45% of the state fish landings, including the principal species of croaker, flounder, sea trout, spot, blue crab, shrimp, and menhaden. Much of the fishing activity centers around Morehead City, Beaufort, and the eastern sound-side communities of Harkers Island, Sealevel, Davis, Atlantic, and Cedar Island. Boatbuilding is another traditional economic activity in these communities. With the North Carolina State Port Terminal in Morehead City, ocean shipping is also an important industry. A bulk coal-loading facility was added in 1980. The recent increase in regional marine resources development has been causing expansion of nearby governmental and university research facilities. Several major military installations in the region also contribute significantly to the local economy. Tourism is big business, accounting for approximately one-half of the total 1972 sales in the county, and it is growing steadily (North Carolina Coastal Resources Commission, 1978). The mild weather and diversity of the seashore's attractions create a favorable environment for visitor-related enterprises.

### 4. Recreational Opportunities

The seashore environment of the region is the primary attraction, and an impressive variety of recreational experiences is available. Water-oriented activities include sport fishing from boats and piers, recreational boating, swimming, surfing, and scuba diving. Head boats, charter boats, and rental boats are available for deep-sea fishing. There are also facilities for launching and anchoring private boats. Picnicking is permitted in numerous public parks along the beaches and on the mainland. Visitors can view birds and game in the wildlife refuges. Elsewhere in the region, hunting of waterfowl and upland game is popular during the fall. Historic sites and marine museums abound--the historic towns of Beaufort, New Bern, Bath, and Belhaven; Fort Macon State Park; Wright Brothers National Memorial; Fort Raleigh National Historic Site; the Hampton Mariners Museum in Beaufort; the Marine Resources Center in Pine Knolls Shore; and others. Art galleries, gift shops, golf courses, tennis courts, and seafood restaurants are numerous.

Most overnight accommodations in Carteret County are located on Bogue Banks, which is intensively developed with motels, condominiums, summer homes, restaurants, curio shops, shopping

centers, and amusement areas. Some modest facilities and services are available in the eastern part of the county--Harkers Island, Davis, Sealevel, Atlantic, and Cedar Island. Carteret County also has several public and private drive-in campgrounds, and there is drive-in camping on the barrier islands of the adjacent Cape Hatteras National Seashore.

### III. THE PLAN

#### A. Management Zoning

Management zoning is the device by which the NPS establishes the future management emphasis for the parks it administers. For the barrier islands of Cape Lookout National Seashore, zones must be based on the seashore's management objectives (which themselves must flow from the enabling legislation and the nature of the seashore's resources), and they must also be consistent with NPS policies and standards. Thus, zoning allocates the resources so there is a blend between development for visitor enjoyment and preservation for resource perpetuation that is consistent with the seashore's purposes. For instance, varying strategies of management may be specified for similar natural resources in order to provide varying habitats and/or visitor experience areas. Zoning also coordinates in space often conflicting functions, such as transportation, wildlife preservation, visitor use, maintenance operations, and natural/wilderness area experience.

Accordingly, the lands on the barrier islands have been mapped, as shown in the Management Zoning map under four main categories: natural zone, historic zone, park development zone, and special use zone. There are also subzones within these categories which further define allowable uses and practices. Acreages and percentages of land managed in the zones/subzones are tabulated in table 3.

#### 1. Natural Zone

Management of resources for perpetuation of natural species and processes is the primary concern; the natural geological and ecological features of the barrier islands are to be retained in or restored to a natural condition. Any use is dispersed, and facilities are minimal (e.g., foot trails, maintenance facilities, signs, and small boat docks), having little effect on scenic quality and natural processes. Part of this zone is currently impacted by abandoned vehicles, shacks, and junk. Removal of this clutter will require use of vehicles until the cleanup operation is completed.

##### a. Outstanding Natural Feature Subzone

Management will provide for public appreciation and interpretation of geological or ecological features possessing unusual intrinsic value or uniqueness, in addition to the major concern of conservation. The maritime forests on Shackleford Banks and at Guthries Hammock on Core Banks represents such a feature, adding an interesting ecological and scenic contrast to the grasslands common along the islands.

##### b. Protected Natural Subzone

Management will aim for the perpetuation of geological and ecological values without, or with minimal, human intrusion. Accordingly, in this subzone will be set aside such ecologically significant and fragile areas as the marsh wetlands, which are highly productive and important as fish nursery and shellfish areas, and the dunes, which are easily damaged if stabilizing vegetation is destroyed. On a seasonal basis, protected natural subzones will be designated for the tidal flats where large populations of shorebirds nest in colonies and where shorebirds and marsh and wading birds feed and rest; the ocean and

inlet beaches where brown pelicans rest and feed; and the beach/berm where loggerhead turtles are nesting. The seashore's resources management plan will describe the protected natural subzones and will state how the species will be protected.

c. Natural Environment Subzone

Management will provide for environmentally compatible recreational activities in this subzone. Those portions of the islands in this subzone will be maintained in an undeveloped condition to conserve the natural resources. Along the islands, the ocean beach and berm are most resilient to and the most attractive for recreational use including fishing, swimming, beachcombing, picnicking, and hiking. Under controls appropriate to the particular ecological zone, recreational use will be allowed, such as hiking between the dunes.

Within this zone on Core Banks/Portsmouth Island, private vehicles, the vehicles providing on-island transportation for the public at Cape Point, and those needed for essential management purposes will operate in designated corridors where needed to protect park resources. Although they will be intensively used, the corridors will not be hard surfaced. They will be located to avoid conflict with other visitor activities and to avoid dunes, established vegetation, and bird and marine turtle nesting areas.

The facilities that are necessary for park operation and visitor use will be placed on lands that would otherwise have been classed in this subzone. Instead, they are part of the development zone (see subsequent discussion).

2. Historic Zone - Preservation/Adaptive Use

Preservation, protection, and interpretation of cultural resources and their settings are the management emphases defined by national policy for this zone. The management objectives for both resources management and visitor use/interpretation apply; the historic resources of Portsmouth Village and of the lighthouse complex will be preserved intact wherever feasible and will be interpreted to the public on site.

As appropriate, some structures may be perpetuated through adaptive use. Contemporary public and/or administrative activities, along with those specified under special-use permits or private rights, will be allowed with necessary modifications. The qualities that qualified these resources for listing in the National Register of Historic Places will be perpetuated to the extent practicable.

3. Park Development Zone--Facilities

This zone contains facilities essential for visitor use/interpretation and support facilities required by management. The zone includes areas where development and/or intensive use, now or in the future, will substantially alter the natural environment or setting of historically significant resources. In the barrier-island environment, the low-lying topography, the shifting shoreline, the high water table or flooded soils, the limited freshwater resources, and the significant

Table 3: Summary of Management Zones

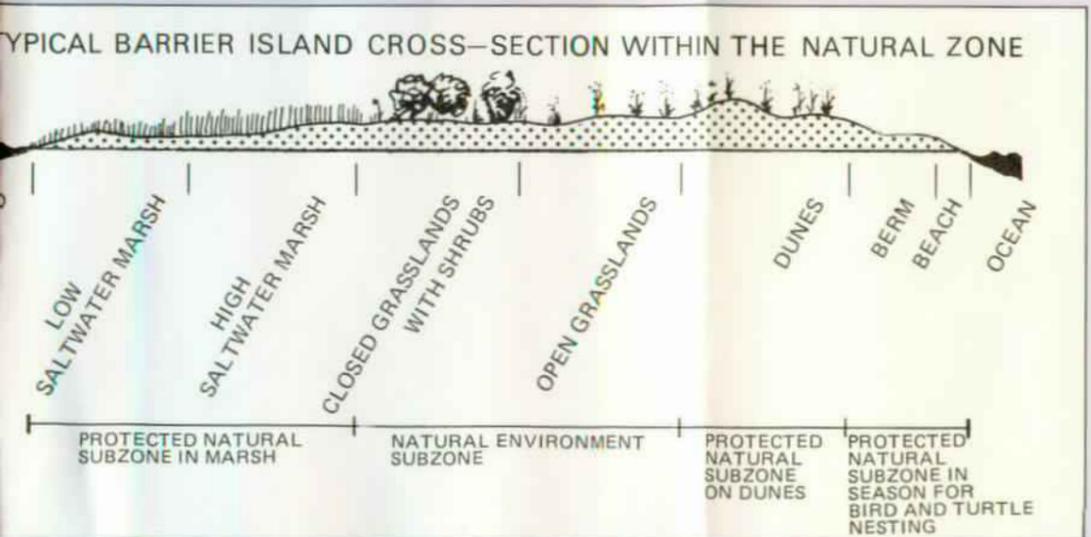
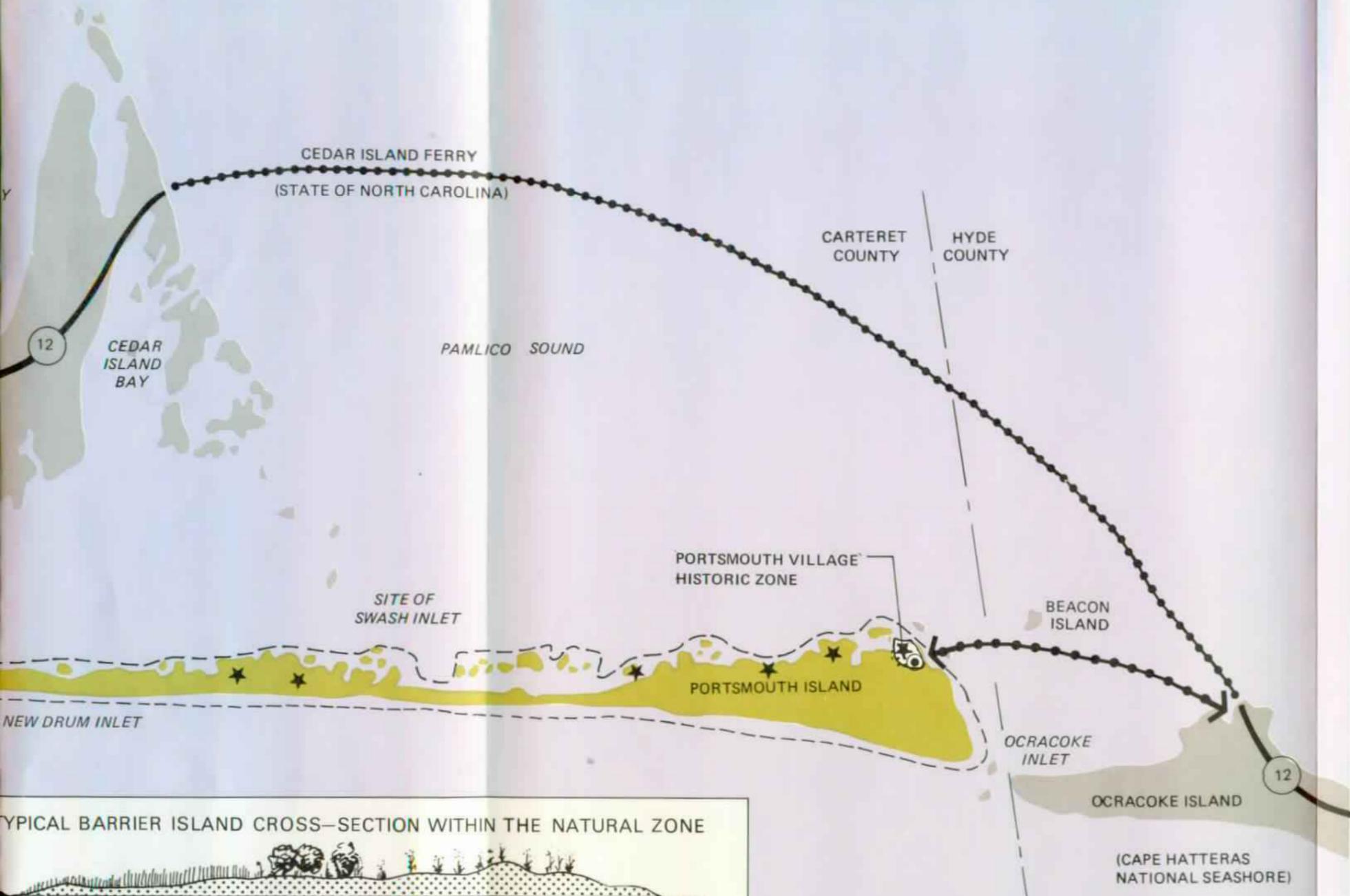
<u>Zone/Subzone</u>	<u>Location</u>	<u>Acreage</u> <sup>*</sup> <u>of Zone</u>	<u>Percent of</u> <u>Emergent</u> <u>Land</u>
<b>NATURAL ZONE</b>			
Outstanding Natural Feature Subzone			
Maritime Forest at Guthries Hammock on Core Banks		20	0.1
Maritime Forest on Shackleford Banks		200	1.1
Protected Natural Subzone			
Core Banks		3,614	19.5
Natural Environment Subzone			
Core Banks and Portsmouth Island		11,381	61.5
Shackleford Banks		2,790	15.1
East Harkers Island		47	0.3
<b>HISTORIC ZONE - PRESERVATION/ ADAPTIVE USE</b>			
Cape Lookout Light Station		25	0.1
Portsmouth Village		250	1.4
<b>PARK DEVELOPMENT ZONE - FACILITIES</b>			
East Harkers Island		44	0.2
East Shackleford Banks		2	---
Cape Lookout Point		20	0.1
Shingle Point (Core Banks)		5	---
North New Drum Inlet (Core Banks)		5	---
Portsmouth Village (included within the historic district, not included in totals)		[10]	[0.1]
<b>SPECIAL USE ZONE</b>			
Coast Guard Facilities Subzone			
Cape Lookout Point (station and lighthouse)		6	---
North Carolina Lands Subzone			
Hogpen Bay (pipeline easement)		16	0.1
Private Rights Subzone			
Shackleford Banks		6	---
Core Banks and Portsmouth Island		40	0.2
Corps of Engineers Subzone			
Cape Lookout Point (jetty and spoil disposal areas)		20	0.1
<b>Totals</b>		<u>18,491</u>	<u>100.0</u>

\*Acreages are approximate and represent emergent land (above mean high water).

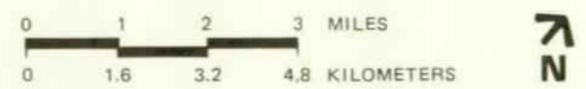


ATLANTIC

OCEAN



- NATURAL ZONE: CONSERVATION OF NATURAL FEATURES, INTERPRETATION
- \* OUTSTANDING NATURAL FEATURE SUBZONE - PRESERVATION
- PROTECTED NATURAL SUBZONE - PROTECTION (SEE CROSS-SECTION INSERT)
- NATURAL ENVIRONMENT SUBZONE - ENVIRONMENTALLY COMPATIBLE RECREATION (SEE CROSS-SECTION INSERT)
- PARK DEVELOPMENT ZONE - FACILITIES: FERRYBOAT LANDING POINTS, ADMINISTRATIVE AND MAINTENANCE FACILITIES. (SEE GENERAL DEVELOPMENT PLAN MAP).
- HISTORIC ZONE - PRESERVATION / ADAPTIVE USE: INTERPRETATION, PROTECTION, PERPETUATION OF QUALITY IN USE
- ★ SPECIAL USE ZONES: NON - PARK SERVICE LAND USE
- PRIVATE RIGHTS SUBZONE: LEASES, ESTATES, AND PROPERTY OF UNDETERMINED STATUS
- NORTH CAROLINA LANDS SUBZONE
- COAST GUARD FACILITIES SUBZONE
- ▲ CORPS OF ENGINEERS SUBZONE (JETTY AND SPOIL DISPOSAL AREAS)
- FERRYBOAT ROUTES
- - - NATIONAL SEASHORE BOUNDARY, ENCLING 28,400 ACRES, INCLUDING WATER AND SOUND-SIDE ISLANDS.



**MANAGEMENT ZONING**  
CAPE LOOKOUT NATIONAL SEASHORE / NORTH CAROLINA  
UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

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ecological features all serve as constraints on development and help define the best locations for the necessary facilities.

A development node will be located at each of the island landing points. Wherever possible, existing navigational channels will be used. Facilities for sanitation, water, ranger services, and interpretation will be located at the boat docks, as appropriate. A minimum amount of land will be committed to these developments.

4. Special Use Zone

In this zone, NPS administrative control over the uses of lands is secondary to that of another party (according to the national policy zone definition). Activities carried out by other governmental agencies or private interests occur. This zone comprises the following lands referenced in the enabling legislation for the seashore or in the land transfer from the state of North Carolina.

a. Coast Guard Facilities Subzone

The Coast Guard owns and controls 5.39 acres of land within the seashore for its operation of an active search-and-rescue station and the lighthouse. A powerline connects the station and the lighthouse.

b. North Carolina Lands Subzone

An easement 500 feet wide, comprising 16 acres, was reserved by the state, during the land transfer, across Core Banks at Hogpen Bay for a potential oil pipeline crossing. The state has also retained rights to certain submerged lands.

c. Corps of Engineers Subzone

The jetty and dredge spoil disposal areas total 20 acres near Cape Lookout Point. (The Corps reserves the right to reopen New Drum Inlet should the need arise, but will exercise that right only if it is mutually acceptable to the secretaries of the army and of the interior.)

d. Private Rights Subzone

These lands contain cabins remaining under life estates or 25-year use and occupancy rights, or properties of undetermined status.

B. Resources Management

1. Natural Resources Management

a. Overview

In its present-day state, Cape Lookout National Seashore is primarily a natural area, albeit with serious man-caused impacts. The underlying philosophy of management will be to allow the seashore to revert to a natural state everywhere except in development, special-use, and historic zones. Specific resources management actions are discussed below and will be further detailed in the updated resources management plan.

b. Geomorphic Processes

Shoreline processes--erosion, deposition, and inlet migration--will be allowed to take place naturally. There will be no further attempts to stabilize dunes or to control overwash and erosion within the seashore. The exception is that the Army Corps of Engineers will continue maintenance dredging of Beaufort, Barden, and Ocracoke inlets, and possibly New Drum Inlet. Access channels to the landing points on the seashore may require dredging, other than "kicking-out" by propellers, as described in the "General Development" section of this plan.

c. Vegetation

The native vegetation will be modified over time by the natural ecological processes of the barrier-island environment and to a limited extent by visitor use and development. Physical processes, especially overwash, will continue to dominate and control the vegetation. Areas where the plant cover is presently being impacted by man will recover once the cause of impacts is removed. Management measures, such as placement of a boardwalk, might be required to protect vegetation where subjected to intensive visitor use.

There will be no further introduction of nonnative plants (such as the slash pines near the lighthouse), and overall management of exotic or pest plant species will await monitoring and research. A fire management plan is being drafted; it will determine the extent that fires should be allowed to burn in areas where development is not threatened. The question of whether fire is a natural ecological process of a barrier-island system will be addressed.

d. Animal Life

The native terrestrial and marine animals will be perpetuated by maintaining the seashore as a natural area. Large populations of colonial nesting shorebirds and loggerhead sea turtles, among other animals, inhabit one of the few remaining natural stretches of beach along the North Carolina coast. Fish are plentiful offshore.

Annual censuses of the native animal populations, shorebirds and loggerhead turtles in particular, will continue. (Refer to Parnell and Soots, 1979, and USDI, NPS, 1979.) The nesting, feeding, resting, and behavioral activities of these animals will be observed and recorded. To protect the endangered eastern brown pelican and Arctic peregrine falcon, and the shorebirds of special concern in North Carolina, management will keep the areas they frequent as free as possible from human disturbance. No part of Cape Lookout National Seashore has yet been designated as critical habitat for any species under the Endangered Species Act.

The measures to protect the loggerhead turtle have been coordinated with federal and state wildlife officials. Female turtles generally nest at night on the berms or bases of dunes on wide sloping beaches. Vehicular traffic will be routed around nests for a period prior to and when hatching is expected to occur. The object is to allow wheel ruts to be erased by normal overwash and wind action before the hatchlings start toward the ocean. Some hatchlings fall into wheel ruts

and never reach the ocean because of desiccation and predation by ghost crabs and sea gulls. During 1978-1980, turtle eggs first hatched in late July and last hatched in late October. During the same 3-year period, the first eggs were laid in late May, and the last in late August. Nests will not be identified with signs or fenced; rather, the transportation corridor will be located behind the dunes to keep nests from being run over and to prevent wheel ruts on the beach.

Nonnative animals will not be introduced into the seashore. Control and removal of exotic species will be based on scientific research on the status of the species and their impacts on park resources. Alternative methods of control and their probability of success will be considered before action is undertaken.

e. Fishing and Hunting

As stated in the seashore enabling act, hunting, fishing, and shellfishing will be permitted in accordance with applicable state and federal laws, but not in areas where these activities are in conflict with public safety, administration, fish or wildlife management, or public use and enjoyment. Both state and NPS personnel will enforce appropriate hunting regulations. Special regulations and closures may be required where necessary for protecting the resources and for visitor safety.

Both commercial and sport fishing will continue within the boundaries of the seashore, from the islands themselves, and in the sound waters (the ocean waters below mean low tide are outside the boundary). Commercial fishing adjacent to the seashore is regulated by the state of North Carolina, whereas sport fishing and shellfishing are regulated by both the state under a memorandum of understanding and by title 36 of the Code of Federal Regulations.

f. Vehicle Use

Private vehicles have been used occasionally on Shackleford Banks by landowners, but they will not be used there after the land is acquired by the United States, unless required by an emergency. Private vehicle use will continue on Core Banks/Portsmouth Island in designated corridors and under appropriate regulations as are necessary for proper management to ensure resource protection. A public transportation service from the lighthouse to Cape Lookout Point will continue. (See the "General Development" section for details.)

Inventories of Cape Lookout National Seashore's natural resources and studies of its dynamic ecological and physical processes have been published. Investigations of vehicle impacts are under way. When the results are known, there may be changes in management as warranted.

g. Junk and Abandoned Structures and Vehicles

These are being removed to restore the natural condition of the seashore.

h. Water Resources and Sanitation

Groundwater under the seashore islands will be utilized as the source of freshwater supply, but it will be developed only where required to meet visitor needs at a reasonable cost. Possible aquifers are described in Ground-water Resources of the Cape Lookout National Seashore (USDI, GS, 1978) and are shown on the graphic, Geological/Groundwater Section. The design and construction of water supply and sewage treatment systems is dependent on the water source to be tapped at each site.

Given the limited filtering capacity of the sandy soils and the high water table, special design and location of the sewage disposal system may be necessary in order not to contaminate either the freshwater aquifer or the adjacent sound waters.

2. Cultural Resources Management

The cultural resources at Cape Lookout National Seashore--Cape Lookout lighthouse complex and Portsmouth Village--are listed in the National Register of Historic Places. The state historic preservation officer of North Carolina and the Advisory Council on Historic Preservation have been consulted in compliance with the National Historic Preservation Act and EO 11593. This has resulted in a formal memorandum of agreement (see appendix B of the Final Environmental Impact Statement).

The lighthouse itself and the land at its base (a square 200 feet on each side) is the property of the U.S. Coast Guard, whereas the associated buildings in the complex belong to the NPS. Between 1976 and 1980, the inlet shoreline near the lighthouse eroded at an accelerated rate, threatening all the buildings of the complex. During the winter of 1980-1981, the erosion rate subsided and there was some evidence of accretion by summer. This is believed to have resulted from relocating and straightening the dredged channel through Barden Inlet and depositing the spoil in the water near the lighthouse. The Corps of Engineers dredges the inlet periodically to keep a channel open for navigation between the ocean and Core Sound. Dredge spoil material will continue to be dumped in the inlet waters west of the lighthouse.

Although erosion of the shoreline near the lighthouse has decreased, the complex is still vulnerable to loss through natural causes (hurricanes, a series of severe storms, or erosion as a result of tidal flow). If the lighthouse is again threatened, the NPS, in consultation with the U.S. Coast Guard and Corps of Engineers, will make a decision on whether the complex can be saved. Because the future of the lighthouse and related buildings is uncertain, requisite steps to document the structures and the site will be taken. The structures controlled by the NPS will be maintained unless their loss becomes certain due to natural causes. Meanwhile, maintenance will include restoration of their exterior appearance to the appropriate historic period (late 1800s), and the interiors of some structures may be modified for adaptive uses. It is not intended to reconstruct any missing structures.

The existing fabric of Portsmouth Village will be restored to the turn-of-the-century period, but without the replacement

of now-missing buildings. Later buildings of nonhistoric character will be removed. In the structures used for interpretation, visitors may enter and perhaps will view period items and furnishings. Other interiors will be adapted for contemporary administrative functions.

Diamond City on Shackleford Banks is essentially lost; it will remain so, with no attempt to re-create its features. Elsewhere on Shackleford the cemeteries will be maintained by clearing brush, controlling local erosion, and resetting headstones.

The World War II gun emplacement near Cape Lookout Point will be left to the sea. It is already partly destroyed and is covered by ocean tides.

A number of aboriginal sites, all of which have been reduced to almost unintelligible remains, are found in the sound off of Shackleford Banks. Most are outside of the seashore easement footage and the NPS has no control over them. However, when sites are located they will be studied as funds become available.

Stories of offshore shipwrecks, pirates, and wartime maneuvers, which have outlived any resources associated with them, will best be continued by maintaining the natural environment of the Outer Banks where they originated.

The state historic preservation officer will be notified prior to any construction, dredging, or other ground disturbing activities within the national seashore, and will be given a chance to review and comment on plans for such activities.

### C. Interpretation and Visitor Use

#### 1. Interpretive Themes

"The Sea" is the basic theme of Cape Lookout National Seashore. Although the seashore itself is mainly land, the very essence of these islands is determined by the whims of the sea, and the waves and winds cast upon them. Because of the all-pervading sea, the natural and cultural themes overlap and are combined in the visitors' impressions.

The natural theme of the seashore will deal with the totality of the barrier-island environment. The coastal geological processes and the severe climate--salt air, wind, northeasters, and hurricanes--are interdependent. The shifting sands affect plant and animal life as well. Cape Lookout National Seashore's varied habitats--open sea, surf zone, beach, berm, dune, maritime forest, shrub thicket, freshwater pond, marsh, shallow sound waters--present several ecological groupings for convenient display to visitors. They are so near to each other, and so integrally related, that interpretation naturally treats them in the whole even when emphasizing only one part.

The historical theme at the seashore will present the stories of man and his relation to the sea, which here is a necessarily compliant relationship. The following historical stories will be told:

- (1) Portsmouth and shipping activities through Ocracoke Inlet
- (2) Commercial fishing along Core Banks
- (3) Lighthouses, life-saving stations, and U.S. Coast Guard activities
- (4) Diamond City and whaling activities
- (5) Cultural and commercial history of the Outer Banks, in general

Some interpretive programs will focus on recreational uses while also promoting a greater understanding of the seashore's resources. There will be emphasis on pursuits such as fishing, hiking, backpacking, and beachcombing.

## 2. Orientation to the Seashore Islands

Many visitors on their way to Cape Lookout National Seashore will stay overnight, have a meal, and/or purchase supplies in the region. (See Vicinity map.) The motels, restaurants, shops, gasoline stations, and museums in Bogue Banks, Morehead City, Beaufort, and Harkers Island, and the Cedar Island ferry terminal, are places where the visitor can be introduced to the seashore and the specifics of how to use it--schedules, equipment needs, programs, and weather--provided as part of the NPS information service.

Many first-time visitors and many return visitors will come to the NPS contact station on Harkers Island for orientation to the seashore's islands and for embarking on the ferryboats to the islands. Core and Shackleford banks will be in view from the contact station. Museum exhibits, an audiovisual program, and publication sales, supplemented by handouts, bulletin boards, and uniformed public contact personnel, will help visitors to plan their visit to the islands--what there is to see and do and how one needs to be prepared for the environment. For visitors planning to stay overnight on the islands, there will be backcountry information available at the contact station.

The interpretive themes at the contact station will be those already outlined for the seashore. Treatment of the themes will be conceptual, leaving details to be observed on site. Appropriate topics will be the overall formation of barrier islands, including important ecological relationships and the general history of man on the islands. Selected artifacts and specimens will be displayed to illustrate the broader aspects of the seashore and/or to exhibit some items of interest that are not suitable for on-site display.

Visitors traveling to the islands, some for overnight, will park their cars at Harkers Island and then board the passenger ferryboats for the trip to Cape Lookout Point and Shackleford Banks. Picnic areas, restrooms, and interpretive facilities, all designed for use by the handicapped, will be available for use while waiting for the ferryboat at Harkers Island.

On board some of the passenger ferryboats, a uniformed employee, when available, will discuss the features along the way, interpret the islands themselves, and provide information about using them. The commercial ferryboat operator will also assist in disseminating information.

The visitors who take their own boats to the islands will not receive this same orientation; instead, they may obtain information through private marina operators or on the seashore islands. They will be permitted to land their boats anywhere along the islands not specifically closed to their use by management for the protection of the resources. Also, private boats may use the ferryboat docks only long enough to load and unload people and their equipment.

3. Visitor Experiences on the Seashore Islands

a. Recreational Use in General

Regardless of the means of access, public ferry or private boat, most of the visitor activities will be beach oriented and may take place anywhere along the 55 miles of ocean shoreline and along much of the sound shoreline. Visitors will continue to engage in recreational activities including fishing, hunting, swimming, sunbathing, beachcombing, hiking, and backpacking (see the photographs of recreational uses).

The NPS has an emergency procedures handbook and a hurricane/northeaster evacuation plan with which all employees of the seashore are familiar. In a storm emergency, visitors on the islands are contacted by rangers and instructed to proceed immediately to the nearest ferryboat dock for evacuation. It may not always be possible to evacuate vehicles and other personal belongings. The entire seashore will be closed to visitors during some storm conditions.

b. Cape Lookout Point Area

Most visitors will likely go to the Cape Lookout Point area. The lighthouse is a target destination. The cape itself, where a sand spit juts out into the Atlantic and off which many shipwrecks have occurred, attracts visitors for sightseeing, fishing, and beachcombing. This general area is most conducive to active recreational pursuits. Visitors will participate in numerous day-use activities, and some may camp overnight.

Visitor use facilities will consist of a passenger ferryboat dock with associated visitor orientation, a sun/rain shelter, drinking water, and a comfort station located at the Cape Lookout Point area landing point, nearly 1 mile north of the lighthouse. A visitor contact station with drinking water and comfort facilities will be located south of the lighthouse. Here there will be map displays and information on such topics as how and where to explore, the fish currently running, and schedules for the on-island transportation system to Cape Lookout Point. When visitation warrants, personal interpretive services will be provided from the visitor contact station.

Inside one of the structures near the lighthouse (refer to the photographs of the Cape Lookout lighthouse complex), the lighthouse and its associated stories of shipwreck and war may be interpreted. Each of the structures within the lighthouse complex will be labeled with unobtrusive signs.

In this area, a self-guided nature trail from the sound to the ocean will be considered. The varied geologic/ecologic

cross section would be interpreted, as would the dynamic nature of the barrier islands.

Visitors will have the opportunity to ride the on-island transit vehicles from the ferryboat dock to Cape Lookout Point. (See the Core Banks photographs.) They will be able to carry their fishing, picnicking, and camping equipment on the vehicle and will be able to get off and back on again anywhere along the route. Vehicle use will be permitted here as elsewhere on Core Banks with travel limited, as appropriate, to the transportation corridor. Backcountry users may hike into the more remote sections. To prevent accumulations of litter and trash, all visitors will be advised to carry out everything they take in with them.

c. Shackleford Banks

The sound shore of the western end of Shackleford Banks near Mullet Pond now receives intense summer use. Private boat owners go to this site primarily to picnic and swim. Fishing for shrimp and shellfish takes place along the Back Sound side of the island. These uses will continue.

Visitors, fewer in number than those going to Cape Lookout Point, will ride the passenger ferryboat to the east end of Shackleford Banks. This will be a good place to observe the flotilla of pleasure boats, on a summer weekend, anchored in Lookout Bight, or to walk along the beach and swim in the ocean. The more adventuresome will be challenged to hike 9 miles to reach the maritime forest and the high dune fields at the west end of the island, and to observe the herd of wild horses. For some, this will be an overnight trip. (See the Shackleford Banks photographs.)

d. Portsmouth Village

Visitors will come to Portsmouth Village to recall days long past on the Outer Banks. The ocean beaches nearby will attract visitors for fishing and swimming. Visitors may also enter through Portsmouth Village to hike and camp along Core Banks 21 miles south to New Drum Inlet.

A passenger ferryboat from Ocracoke Village will carry visitors to Portsmouth Village. At the NPS visitor contact station in Ocracoke (Cape Hatteras National Seashore), information will be available about Portsmouth Village and the preparations necessary for visiting the north end of Cape Lookout National Seashore. The history of Portsmouth Village will be presented in one of the old buildings at Portsmouth.

The visitor will also experience the more recent history of Portsmouth Village through self-guided interpretive trails. (Refer to the Portsmouth Village photographs.) The later periods of village occupancy are represented by the existing buildings, some of which will be open to visitors.

Portions of the islands between the village and New Drum Inlet may be flooded periodically by overwash caused by unusually

high tides or storms. Over the years, many inlets have opened, migrated, and closed naturally at various locations, and this process will continue. Some open and close seasonally. The park's interpretive effort will identify these inlets to park visitors. Ferryboat operators will also be able to inform visitors about current conditions.

e. Shingle Point and North New Drum Inlet

These landing points on Core Banks are south and north, respectively, of New Drum Inlet. At each location, the NPS will provide a shelter, comfort station, and orientation facilities. Both vehicles and hikers may debark from ferryboats operating out of the villages of Davis and Atlantic on the mainland. Persons in private boats may tie up at the docks, but only while embarking and debarking.

Existing cabins in the fish camps at Shingle Point and North New Drum Inlet will be replaced by enclosed camping shelters available for overnight rental. There will be a central comfort station at each camp. The four camps now at Shingle Point will be consolidated at one location.

New Drum Inlet separates the two landing points. It is a barrier that cannot be crossed by vehicles or hikers. The inlet was dredged open by the Corps of Engineers. It is now shoaling with sand and it will probably close in time. The Corps presently has no plans for maintenance dredging, but if it is required in the future, it will be done by mutual agreement between the secretaries of the army and of the interior (section 6, PL 89-366).

Visitors to Core Banks north of New Drum Inlet will have the opportunity to experience isolation and solitude to a greater extent than elsewhere in Cape Lookout National Seashore. Here the barrier islands are the most remote from the mainland. They are low lying and so narrow as to be ribbonlike in configuration. On the east is the restless ocean contrasting with the more placid sound waters on the west.

D. Seashore Carrying Capacity and Visitation

1. Carrying Capacity

The visitor carrying capacity, or recreational use limitation, of Cape Lookout National Seashore will be based on management objectives, ecological constraints, and what is considered to be a quality experience for the visitor. The fundamental management objective is to provide outdoor recreation while conserving natural features.

As yet there is insufficient scientific data to assign quotas as carrying capacities for the seashore's ecological zones. Therefore, ecological constraints are best considered on the basis of relative intensities of use that can be tolerated without excessive damage to the various ecological zones. (See the graphic, Interpretation of Ecosystems/Suitability for Recreational Use.) For example, except during turtle nesting season, the beach and berm are more resilient to use and can tolerate larger densities of people without permanent damage to that particular resource. Moderate visitor use is appropriate in grasslands and shrub thickets, which are less tolerant to pedestrian trampling. The

dunes and saltwater marsh are the most sensitive to visitor use. They suffer from loss of vegetation and disruption of animal habitat in the short term. Long-lasting impacts include interruption of the marine food chain at its source and destruction of the landscape both topographically and vegetationally.

At ferryboat landing points, which are not in the resilient beach/berm area, boardwalks may be required to minimize impacts on the resource. Measures to allow use in areas where it would otherwise not be possible may include designation of campground areas and "resting" them by periodic closings or rotation of use to other sites, and seasonal closing of bird and sea turtle nesting areas.

It is important that managers continuously monitor the impact of visitor use on the environment and keep accurate, periodic records of visitor activities, visitor distribution, and visitor likes and dislikes. Then steps can be taken to ensure the protection of the environment while guaranteeing a quality experience for the visitor.

There is no evidence now of a carrying capacity problem nor do we expect that one is likely to develop in the foreseeable future. No increase in ferryboat service and overnight accommodations is envisioned.

## 2. Visitation

Data on visitation to Cape Lookout National Seashore by concession ferryboat and private boat is found in table 1. Visitation is seasonal, with 83% of all visitors arriving between June and November in 1978, 86.8% in 1979, 83.7% in 1980, and 80% in 1981.

The park's reports show that during the months of heavy visitation, there is no significant difference between weekend and weekday visitation, except for holiday weekends such as the Fourth of July. The peak-day visitation was recorded on July 4, 1978, when 580 visitors were at the seashore. Approximately three-fourths of these people (435 visitors) arrived on the islands via private boat. The remaining 145 visitors arrived via concession ferryboats.

Based on past distribution of visitors throughout the seashore, we predict that during the summer months, 15% of the visitors will want to go to Shackleford Banks, 50% to Cape Lookout, 10% to Shingle Point, 10% to North New Drum Inlet, and 15% to Portsmouth Village. These percentages will change throughout the year, since many user activities and, in turn, user destinations are highly seasonal. For example, in the fall, when fishing is best, visitation to Shackleford Banks should decrease, while it should remain the same at Lookout Point and increase at Shingle Point, North New Drum Inlet, and Portsmouth Village.

Projections of visitation are desirable to determine sizes and numbers of ferryboats and sizes of facilities. At this time there is insufficient data to make reliable projections based upon past visitation at Cape Lookout. Therefore, present ferryboat service will continue and will be expanded only if visitor demand warrants and management deems it necessary.

If other NPS areas which use ferryboats for public transportation--such as Cumberland Island National Seashore--are used as examples, then we should expect that soon after scheduled ferryboat service is instituted at Cape Lookout National Seashore, the boats will be filled to capacity on many days during the summer months. Therefore, a ferryboat reservation system may have to be instituted at some future time; but this will be a management decision.

E. General Development

1. Overview

This plan for Cape Lookout National Seashore emphasizes minimum development on the barrier islands. There is no bridge access to the islands, and none is proposed. There are no hotels, motels, or restaurants on the islands, and none are proposed. The islands will remain without improved roads. The private vehicles that were abandoned on the islands will be removed to the extent possible. In general, development will be in accord with the attempt to reestablish a natural condition, to preserve and maintain the diversity of natural habitats and the native flora and fauna, and to allow natural coastal processes to continue undisturbed by man as much as possible. Visitor activities will be based on the characteristics of the resources and in the context of using the islands on their own terms.

Development will occur on Harkers Island and at five locations on the seashore islands. It will be phased in the following order of priority: administrative site on east Harkers Island, Cape Lookout Point area, Shingle Point, North New Drum Inlet, Portsmouth Village, and east Shackleford Banks. (See the General Development Plan map.)

Due to the nature of contracting and construction, and similarities of work to be done at each site, development at various sites will probably overlap. Public ferryboat transportation from east Harkers Island to the new landing point north of the Cape Lookout lighthouse and to east Shackleford Banks will commence after development at these sites is sufficient to accommodate visitor demand.

Because the barrier islands of the seashore are low lying, it is not possible to avoid the 100-year floodplain or coastal high hazard area in locating development. Consequently, only minimal facilities that are expendable are proposed for the islands. At Harkers Island, facilities not requiring a waterfront location or close proximity to the waterfront will be located out of the 100-year floodplain.

The landing points providing access to the seashore islands will be carefully sited. The east Shackleford Banks dock site is along the sandy inlet shoreline, whereas the sites at the Cape Lookout Point area, Shingle Point, North New Drum Inlet, and Portsmouth Village are fringed by saltwater marsh. Where possible, landing points will be located at existing channels to minimize dredging and associated impacts. Where necessary, there will be a boardwalk over the marsh between the dock and firm land.

The development proposed for the national seashore is consistent with the North Carolina Coastal Management Program. Applications for permits from the state and the Corps of Engineers, as required, will be filed after the projects are designed.

In general, the development proposals are energy conserving. For example, all administrative, maintenance, and mainland visitor facilities will be located at a centralized site at east Harkers Island. Structures requiring heating and cooling systems will also be designed for energy efficiency.

Site layout and design of all new facilities, such as buildings, docks, roads, trails, and utilities, will be done during the comprehensive design phase of planning. Similarly, the precise emphasis of interpretation and the design of interpretive facilities will be done at a later date. However, guidelines and suggestions for layout and design are included in this document.

## 2. Access to the Islands

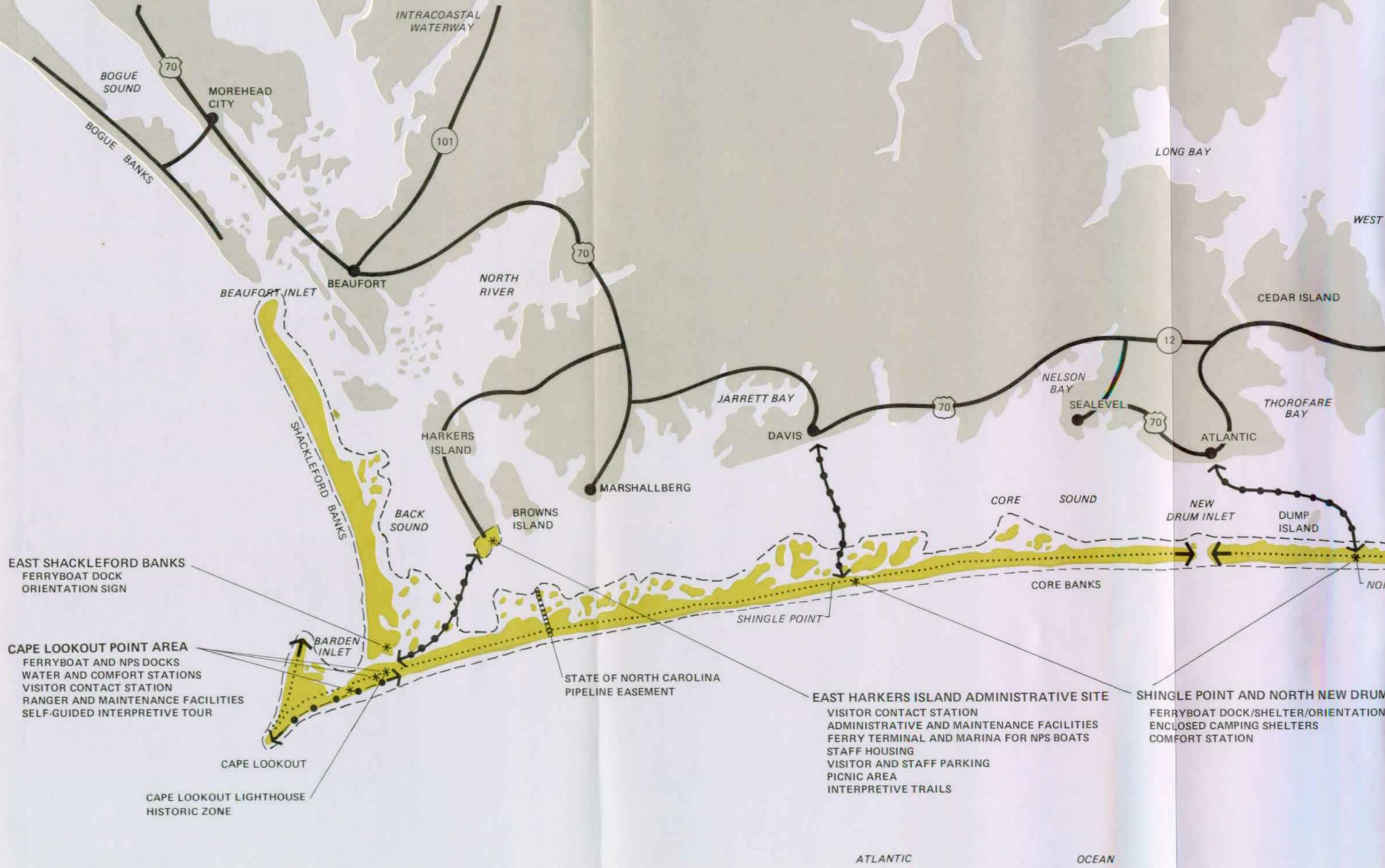
Access to the barrier islands will be by boat, either by public ferry or private boats, as shown on the General Development Plan map. For the ensuing decade, the present type of ferryboats will continue to use existing "natural" channels and will maintain them by "kicking-out." Ferries serving Shackleford Banks and the Cape Lookout Point area will be based at the administrative site (gateway port) on east Harkers Island. Ferry service to Shingle Point will be based at Davis, service to North New Drum Inlet will originate from Atlantic, and another ferry will operate between Ocracoke Village and Portsmouth Village.

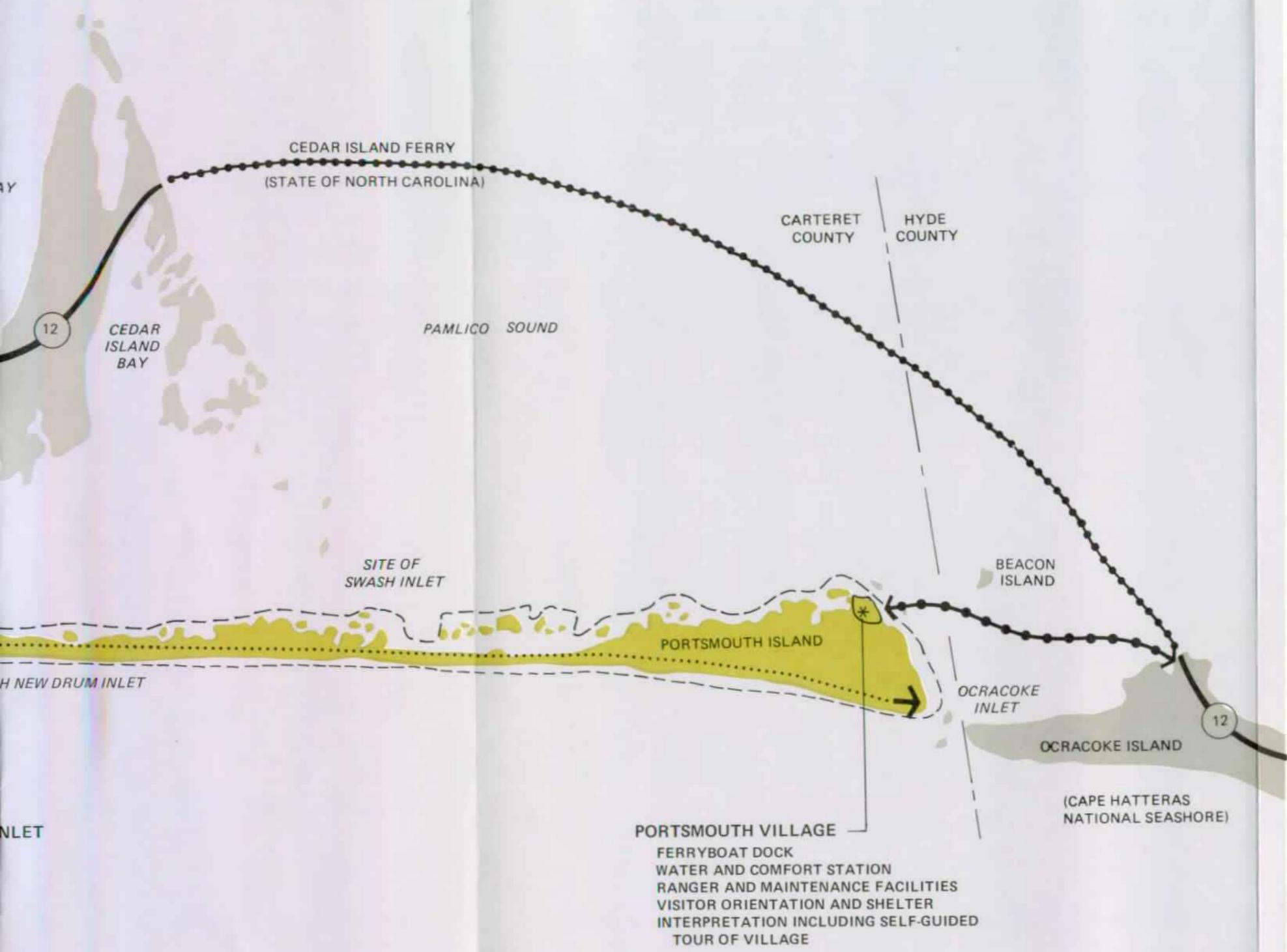
Many visitors will continue to arrive by private boat and they may land anywhere that they can gain access. Shallow water prevents landing on much of the sound side of the islands. Private boat landings will be monitored by management to ensure there is no harm to the environment, such as damage to marshes or marine grass beds on submerged lands. If damage is great in some areas, the landing of private boats may be temporarily restricted to allow the resource to recover. There are no docks planned specifically for the use of private boats. However, private boats will be allowed to land at the ferryboat docks for embarking and debarking passengers and their gear as long as they do not interfere with ferryboat services.

## 3. On-Island Circulation

There will be a public transportation service along approximately 3 miles of the beach from the ferryboat dock near the Cape Lookout lighthouse to Cape Lookout Point. It will connect the boat dock to the lighthouse complex and the ranger station and will stop on demand anywhere along the route to the point.

Official and private vehicles will be permitted to operate only in designated corridors on Core Banks/Portsmouth Island. (See discussion on "Management Zoning, Park Development Zone.") Official vehicles will be allowed to operate on Shackleford Banks only in an emergency.





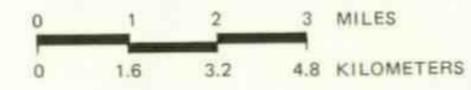
**ACCESS** — PUBLIC FERRYBOAT & PRIVATE BOAT

**ON-ISLAND TRANSPORTATION** — PUBLIC BETWEEN CAPE LOOKOUT LIGHTHOUSE AND CAPE POINT; PRIVATE ENTIRE LENGTH OF CORE BANKS/PORTSMOUTH ISLAND

**DEVELOPMENT** — FERRYBOAT DOCKS AT FIVE LANDING POINTS AND LIMITED FACILITIES FOR VISITOR USE, INCLUDING SHELTERS, SIGNS, AND COMFORT STATIONS AT FOUR LANDINGS. RANGER AND MAINTENANCE OPERATIONS AT CAPE LOOKOUT POINT AREA AND PORTSMOUTH VILLAGE. ADMINISTRATIVE SITE DEVELOPMENT AT HARKERS ISLAND. FOR ADDITIONAL DETAIL REFER TO DEVELOPMENT CONCEPT PLAN MAPS FOR EAST HARKERS ISLAND, CAPE LOOKOUT POINT AREA, AND PORTSMOUTH VILLAGE.

**INTERPRETATION** — MAJOR INTERPRETATION AT HARKERS ISLAND VISITOR CONTACT STATION. ON-ISLAND INTERPRETATION RANGES FROM SELF-DISCOVERY (NO FACILITIES) TO MINIMAL FACILITIES AND PROGRAMS (INTERPRETIVE SIGNS AND GUIDED TOURS) AT CAPE LOOKOUT POINT AREA AND PORTSMOUTH VILLAGE.

-  FERRYBOAT ROUTES
-  PUBLIC TRANSPORTATION
-  PRIVATE TRANSPORTATION
-  NATIONAL SEASHORE BOUNDARY, ENCLISING 28,400 ACRES, INCLUDING WATER AND SOUND-SIDE ISLANDS



**GENERAL DEVELOPMENT PLAN**  
CAPE LOOKOUT NATIONAL SEASHORE / NORTH CAROLINA  
UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

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DSC | Oct 82

**ON MICROFILM**

Based on the existing resource studies of vehicle use and the results of new studies in the future, management will identify routes and operating conditions that take into consideration the safety of other users, that will minimize damage to natural resources, and that will protect nesting birds and sea turtles from harm. Vehicle operators will be informed as to where they can and cannot drive. Authority to direct vehicle traffic away from bird and turtle nesting areas is contained in section 4 of PL 89-366 and in title 36 of the Code of Federal Regulations.

On many barrier islands, such as Assateague Island in Virginia/Maryland, heavy foot traffic on the foredunes, which is damaging to the dunes, is controlled by such methods as directing pedestrians to use boardwalks over the dunes. Along most of Core and Shackleford banks, the necessity for boardwalks should be slight due to the expected low visitor numbers and types of visitor use, plus the distribution of sand dunes. People will be encouraged to walk between the dunes rather than over them. Careful monitoring of pedestrian traffic on and around dunes will be necessary. If significant alteration of or damage to the environment occurs, such traffic will be relocated.

The other ecological zone most vulnerable to foot and vehicular traffic is the marsh. (Refer to the graphic, Interpretation of Ecosystems/Suitability for Recreational Use.) People will be discouraged from walking through the marsh, because that would damage marsh grasses and infauna and compact marsh peat. Vehicular traffic will be prohibited.

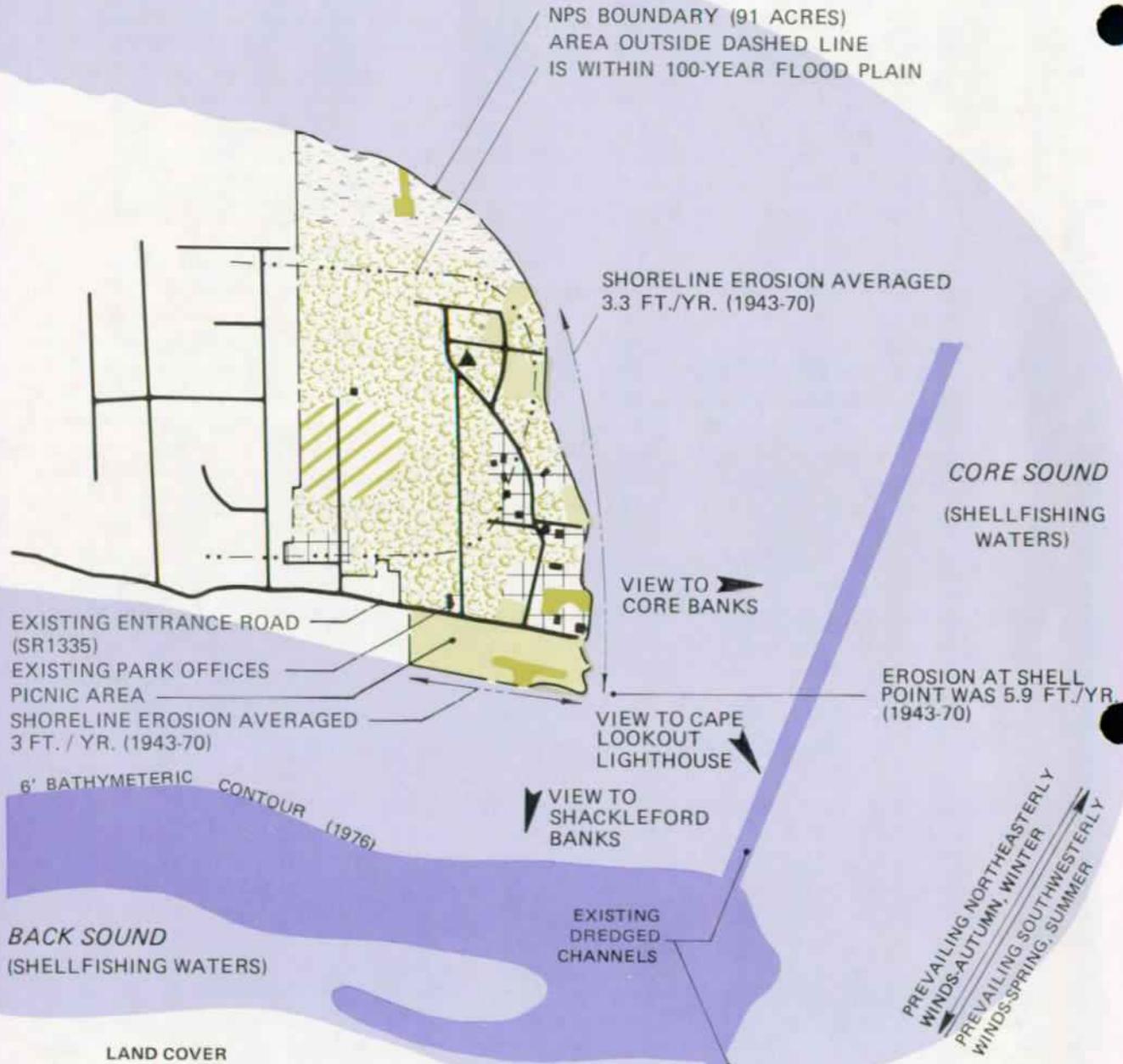
#### 4. Administrative Site on East Harkers Island

Existing administrative facilities for Cape Lookout National Seashore are located in an office building in downtown Beaufort. Existing maintenance facilities are also located at Beaufort. A trailer for visitor contact and ranger services is now at the NPS east Harkers Island site. NPS maintenance and patrol boats are currently docked in a private marina just west of this site.

Subsection 2(e) of the legislation authorizing establishment of Cape Lookout National Seashore (PL 89-366) states that lands at or near Beaufort, North Carolina, not to exceed 100 acres, are to be acquired as an administrative site. The site that was selected, less than a 20-mile drive from Beaufort, is shown on a map referenced in section 406(1) of the amended legislation (PL 93-477). (These laws are printed in appendix C.) Since 1974, when the law was passed, the 91 acres for the administrative site have been acquired at the east end of Harkers Island. Because of public concern about the location of this site, the NPS reevaluated it as part of the development of this plan and reaffirmed its earlier decision as approved by the Congress. The discussion is in appendix A of the Final Environmental Impact Statement. (See the graphics for east Harkers Island, Site Analysis/Existing Conditions and Development Concept Plan.)

All new development and the obliteration of existing roads and facilities will be done according to a comprehensive design of the entire administrative site. NPS standards for site planning, building design, and environmental considerations will be followed. For example,

EASTMOUTH BAY

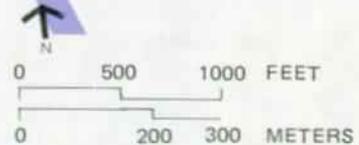


- LAND COVER**
- Predominantly Loblolly Pine Forest
  - Cleared Area with Scattered Trees
  - Fresh-Water Marsh
  - Salt Water Marsh
  - Salt-Water Basin
  - Development
  - Building/Trailer
  - Existing Vehicle Route
  - Water Depth in Excess of 6'

The site is relatively flat, with the highest point of elevation at 11'. ▲

The site is comprised of sandy soils, which present severe to very severe limitations for development.

There are no known significant archeological or historic sites, nor endangered or threatened plant or animal species.



**SITE ANALYSIS /  
EXISTING CONDITIONS  
EAST HARKERS ISLAND  
ADMINISTRATIVE SITE**

CAPE LOOKOUT NATIONAL SEASHORE  
NORTH CAROLINA

United States Department of the Interior  
National Park Service

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DSC | Oct 82

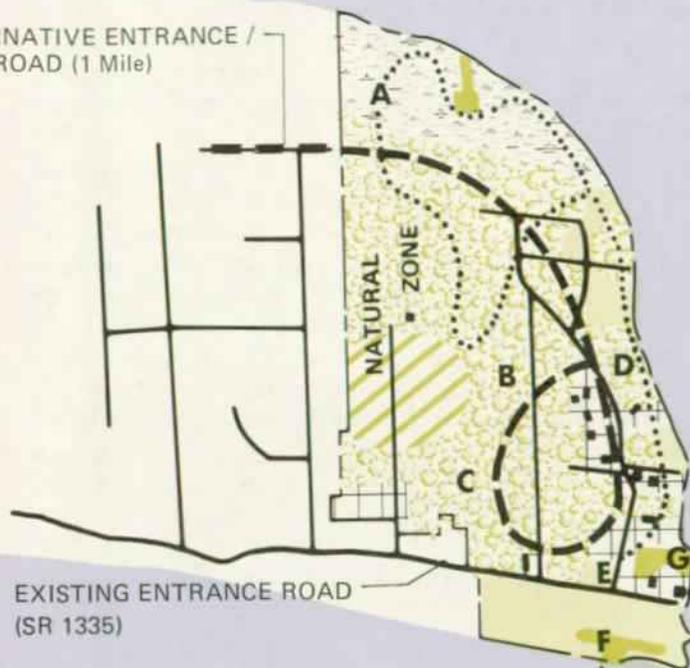
**ON MICROFILM**

EASTMOUTH BAY

**DEVELOPMENT ZONES**

- A** INTERPRETIVE TRAIL (Design for Handicapped, 1 Mile)
- B** EMPLOYEE HOUSING (1 ea. single family unit, 2 ea. four-plexes)
- C** MAINTENANCE FACILITIES (3,000 Sq. Ft.)
- D** PICNIC AREA (25 Sites, 1 Comfort Station, Parking – Design for Handicapped)
- E** VISITOR CONTACT STATION (2,500 Sq. Ft.)
- F** MARINA FOR FERRY & MAINTENANCE BOATS
- G** OBLITERATE EXISTING BOAT BASIN

ALTERNATIVE ENTRANCE / LOOP ROAD (1 Mile)



CORE SOUND

EXISTING ENTRANCE ROAD (SR 1335)

6' BATHYMETRIC CONTOUR (1976)

BACK SOUND

PASSENGER FERRYBOAT TO CAPE LOOKOUT POINT AREA AND EAST SHACKLEFORD BANKS (3.3 Miles)

**LAND COVER**

- Predominantly Loblolly Pine Forest
- Cleared Area with Scattered Trees
- Fresh-Water Marsh
- Salt Water Marsh
- Salt-Water Basin
- Development
- Building/Trailer
- Existing Vehicle Route
- Water Depth in Excess of 6'



0 500 1000 FEET

0 200 300 METERS

**DEVELOPMENT CONCEPT PLAN**

**EAST HARKERS ISLAND ADMINISTRATIVE SITE**

CAPE LOOKOUT NATIONAL SEASHORE  
NORTH CAROLINA

United States Department of the Interior  
National Park Service

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**ON MICROFILM**

site planning will take into account the existing forest of live oaks and loblolly pines. The forest will be preserved as a buffer zone to separate NPS development from Harkers Island village development.

The site will contain a new 2,500-square-foot office building with parking for 20 vehicles; a new 2,500-square-foot visitor contact station, including space for interpretation and restrooms, plus adjacent parking for 100 vehicles; a new 3,000-square-foot building for maintenance facilities, with a 2,000-square-foot paved area; a marina for passenger ferryboats and maintenance boats; a 25-site picnic area, including a comfort station with flush toilets and adjacent parking; a one-mile-long paved interpretive trail (elevated boardwalk over marshes); and staff living quarters. Housing, which will consist of one single family unit and two four-plexes, will be provided in accordance with Bureau of the Budget circulars A-18 (10/18/57) and A-45 (10/31/64). Government housing is required on the site for reasons of security and because housing for seasonal employees is nearly impossible to find on Harkers Island. Until new buildings are constructed for the facilities, existing structures will be used where possible. However, these structures are substandard and unsuitable for long-term use by the NPS. New structures will be built to applicable standards.

The interpretive trail will include a variety of ecological zones such as pine forest, freshwater and saltwater marshes, and shoreline. The trail will be accessible from the visitor contact station and the picnic area, and like all other facilities, it will be designed to accommodate the handicapped.

The eastern shoreline of the administrative site has been eroding in excess of 3 feet per year. (See the graphic, Site Analysis/Existing Conditions for East Harkers Island). This fact must be considered in the comprehensive design stage of planning. It is especially important in laying out picnic sites and locating the contact station. These developments in particular should be near the shore to take advantage of views to Core Banks and Shackelford Banks, and to draw visitors to the interesting land/water interface.

The most severe erosion is occurring at the southeast tip of Harkers Island next to a former marina and near the site of the proposed ferryboat marina. A separate study should be done to determine the feasibility, desirability, and alternative methods of placing engineering structures along the shoreline to protect the marina basin. The results of this study will affect the siting and design of the proposed marina.

For the foreseeable future, SR 1335 will provide visitor access to the east Harkers Island administrative site. However, the NPS will explore with appropriate state and local officials the desirability and feasibility of an alternative access road north of SR 1335.

The boat basin on the eastern shore of Harkers Island will be obliterated. This should be done in conjunction with the construction of the new marina to reduce costs. The boat basin is a logical place to deposit dredge spoil when the new ferryboat marina is constructed.

Water and electricity for the administrative site will be provided by the local utility companies--Harkers Island Water and Sewage Corporation and Harkers Island Electric Membership Corporation, respectively. Electric power lines and an 8-inch-diameter water pipe now enter the site along SR 1335. All telephone and utility lines will be placed underground wherever possible.

Harkers Island does not have a municipal sewage disposal system but is exploring ways and means of developing one. If the municipal system is built, the NPS will probably connect to it. Meanwhile, if new NPS development requires a sewage disposal system prior to that time, it will plan on developing its own for the immediate future. One method is to install individual septic tank/leaching fields for four development sites: park offices/maintenance area, visitor contact station, picnic area with a comfort station, and housing. A more expensive alternative is to centralize sewage disposal at one location within the administrative site, using a method such as activated sludge treatment and spray irrigation. This alternative could require about 1 acre of land, and the facility would be located near the maintenance shop. There is a good aquiclude of silty sandy clay between 25 and 60 feet below the surface of the ground. Solid waste will be removed by a private contractor, to be disposed of in accordance with federal, state, and local regulations.

All NPS maintenance boats and ferries to Shackleford Banks and Cape Lookout Point will originate from east Harkers Island. To accommodate these craft, approximately 700 feet of maintenance dredging from the marina to the main channel in Back Sound may be required.

#### 5. Seashore in General

Initially, there will be no designated campground on the islands. Camping will be allowed along the entire length of the national seashore in environmentally appropriate zones, such as grasslands and scattered dune fields. (See the graphic, Interpretation of Cape Lookout Ecosystems/Suitability for Recreational Use.) However, portable, self-contained comfort stations will be placed at suitable locations where sufficient density of campers or boaters warrants their use.

All abandoned vehicles, structures, and discarded objects will be removed from the seashore wherever feasible. Removal is underway and will continue until complete. Private use of some structures is administered under 25-year leases or life estates. Guidelines for removal or use of structures on Shackleford Banks will be applied when they are acquired by the United States.

The design and construction of all future NPS and concessioner facilities will be compatible with the aesthetics of the barrier-island environment and the harshness of the coastal climate. They will be constructed with materials and utility equipment resistant to flood damage, and with anchorage to protect them from flotation, collapse, or lateral movement. Sewage disposal systems will be designed to avoid discharges into flood waters. Wherever feasible, water supply systems will also be designed to prevent infiltration of flood waters. The quality

of drinking water supplied on the seashore islands and at Harkers Island will be in compliance with all national primary drinking water regulations, in addition to the applicable state regulations.

No effluent from the sewage systems will be disposed of into the sound waters (Class SA for shellfishing). Sewage disposal systems that will be considered at the seashore include (1) a septic tank with or without an elevated sand mound leaching field--the choice depends on the depth of the freshwater aquifer; (2) pit toilets with pump-out holding tanks; and (3) chemical-type toilets with circulation/pump-out capabilities. The first two types would allow for flush toilets and require water and power. The chemical toilet (type 3) can be operated by foot power. The septic tank/leaching field appears to be most favorable.

Electrical power will be provided on site for development facilities in the Cape Lookout Point area and at Portsmouth Village. The power units might consist of fossil-fuel-driven electric generators, solar photo-voltaic systems, or windmills with storage tanks.

NPS personnel will conduct scheduled pickups of trash in heavy-use areas. All backcountry users, whether hiking or using vehicles, will be expected to carry out their trash. Concessioners are required to remove all trash to the mainland. Trash will then be disposed of in a manner that will conform to federal, state, and local regulations.

## 6. Development on the Seashore Islands

### a. Cape Lookout Point Area

Visitors arriving by ferryboat will disembark at a new dock on the sound shoreline about 1 mile north of the lighthouse. (A dock was built here years ago.) Some dredging might be required for ferry access. (See the Cape Lookout Point maps, Site Analysis/Existing Conditions and Development Concept Plan.) A boardwalk from the boat dock will be built over approximately 400 feet of marsh fringing the shore. Facilities here will include visitor orientation, a simple shelter for protection from rain and sun, drinking water, and a comfort station with flush toilets.

Official boats will continue to land at the NPS boat dock about a mile south of the lighthouse. Facilities south of the lighthouse will include a visitor contact station (manned in season, unmanned out of season) with water and public comfort station, a ranger station, NPS living quarters, a maintenance facility, and garage space. These facilities will be housed as much as possible in existing buildings.

A self-guided interpretive tour of the lighthouse complex will be considered. Site improvements may include boardwalks on the sand dunes where necessary to channelize pedestrian traffic. The comfort station now located in a structure near the lighthouse will be removed, and a new toilet facility will be located elsewhere. Adaptive use of the keeper's quarters will be considered for this purpose. Water will be obtained from a drilled well, and it may have to be treated to make it potable.

The Cape Lookout Point area is expected to receive more ferryboat visitors than any other landing place on the barrier islands because most of the recreational pursuits will originate from here. At the ferryboat dock, visitors will be able to board the on-island transportation system, which will take them to Cape Lookout Point, the lighthouse complex, the ranger station, and return. This area will also be used by people who have driven there from Shingle Point.

b. Shackleford Banks

The landing point on Shackleford Banks will be located at the east end on the Barden Inlet shoreline. No dredging will be required. There will be a ferryboat dock and an orientation sign.

The orientation sign will contain a map, information and suggestions for backcountry hikers and backpackers, and the ferryboat schedule. Most backpackers are expected to spend at least one night on Shackleford Banks. They will carry in their own water.

c. Portsmouth Village

The former Coast Guard station is the proposed landing place at Portsmouth Village for passenger ferries arriving from Ocracoke Village and for NPS maintenance boats. A study of initial and future maintenance dredging requirements is necessary to assess the feasibility of this location. (See the Portsmouth Village maps, Site Analysis/Existing Conditions and Development Concept Plan.) A ferryboat dock will be built and near it there will be an orientation sign and a shelter for visitors waiting to depart. Toilets will also be provided.

Development proposed for the village will be oriented towards preserving the 250-acre historic district and providing a worthwhile visitor experience. Self-guided tours will help visitors to understand the history of the village.

Some existing buildings will be adapted for use, pending a cultural resources management plan and historic resources reports. Facilities will include a ranger station, staff housing, interpretive exhibits, public comfort station, and a maintenance building. The latter will be of low profile and will be designed and sited so as to minimize visual intrusion. Water will be obtained from a drilled well and treated to make it potable.

Development at Portsmouth will serve a limited number of day users visiting the village and will provide water supply for them and others who are heading to the ocean beach and south towards New Drum Inlet. The integrity of the historic village will be retained by having visitors park their vehicles in a peripheral area while they explore the village on foot.

A small air field in Portsmouth Village, designated as a developed zone within the historic district, will be maintained by the NPS.

**NOTE:** The entire site is within the 100-year flood plain and coastal high hazard area, except for the highest dunes on the southwestern shore. The soils are all sandy, with severe to very severe limitations for development.

SHACKLEFORD BANKS

DREDGED CHANNEL

BARDEN INLET

DREDGE SPOIL DISPOSAL AREA

Accreting Shoreline (1940 to 1975)  
Location of Maximum Accretion (9.8 Feet/Year)

LIGHTHOUSE COMPLEX

- Lighthouse (1859-Present)
- Keepers Quarters (1873-Present)
- Summer Kitchen
- Coal and Wood Shed
- Generator House
- Site of Original Lighthouse (1812-1868)
- Site of Original Keepers Quarters (1812-1900)
- Connecting Walkways
- Comfort Station

Coast Guard Dock

NPS Dock

Jetty (Army Corps of Engineers)

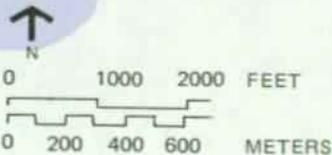
Eroding Shoreline (1940 to 1975)  
Location of Maximum Erosion (13.8 Feet/Year)

ATLANTIC OCEAN

Dunes along Southwestern Shore Reach 20' in Elevation.  
Dunes along eastern shore seldom reach 10' in Elevation.

**PREDOMINANT LAND COVER**

- Sand & Tidal Flats
- Dune Grassland
- Shrub Thicket
- Marsh
- Marine Vegetation
- Development (U.S. Coast Guard)
- Open & Closed Grassland, & Shrub Savanna (Most-Suitable for Primitive Camping)
- Buildings Under Condemnation or 25-Year Lease
- Water depth in excess of 6'
- Existing Vehicle Routes



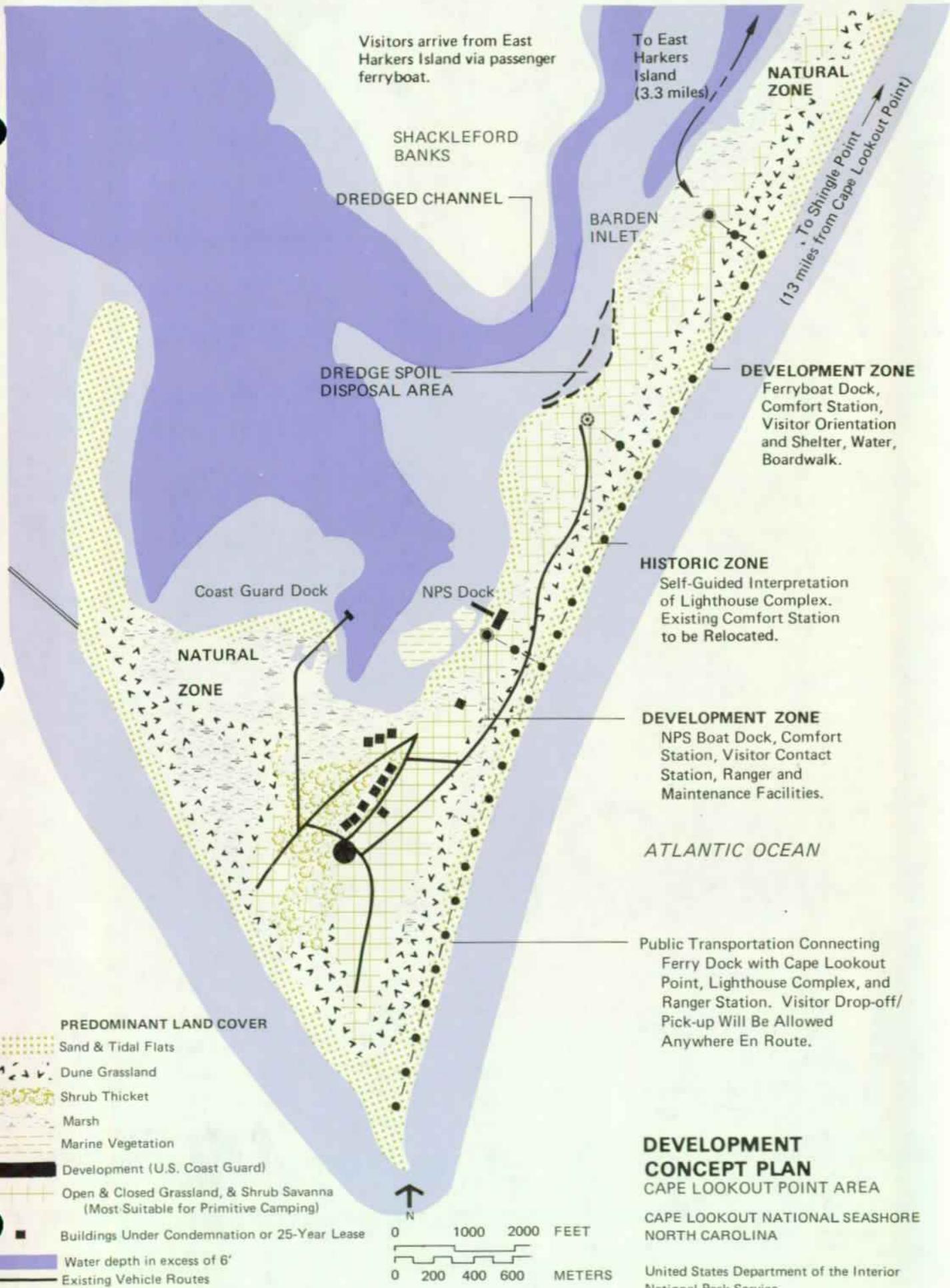
**SITE ANALYSIS / EXISTING CONDITIONS**  
CAPE LOOKOUT POINT AREA

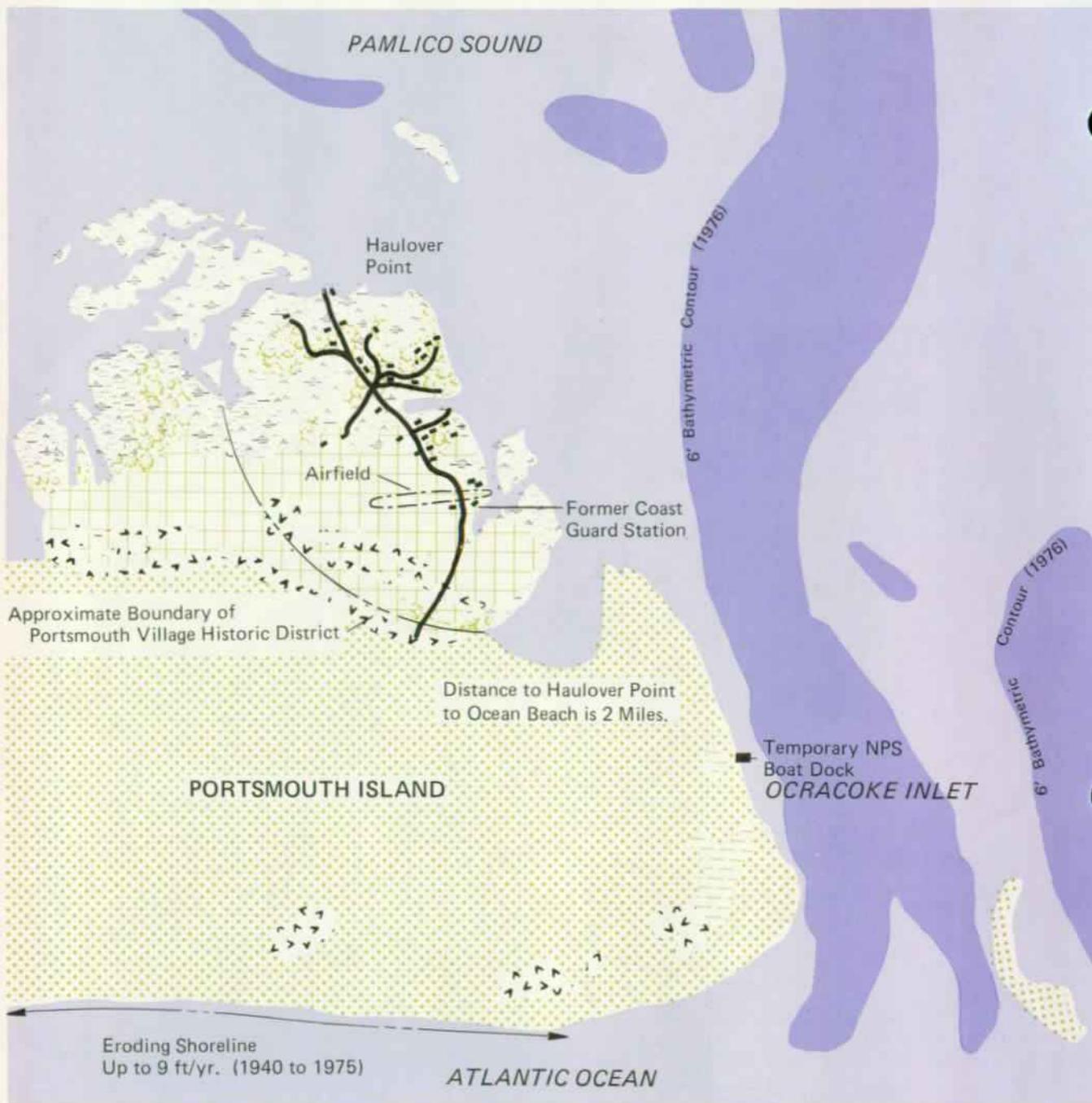
CAPE LOOKOUT NATIONAL SEASHORE  
NORTH CAROLINA

United States Department of the Interior  
National Park Service

623 | 20026B  
DSC | Oct 82

**ON MICROFILM**





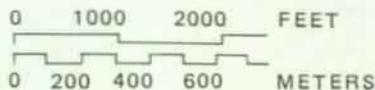
**LAND COVER**

- Sand & Tidal Flats
- Dune Grassland
- Open & Closed Grassland, & Shrub Savanna
- Shrub Thicket
- Marsh
- Water
- Existing Vehicle Routes
- Existing Buildings
- Water depth in excess of 6'

The entire site is within the 100-year flood plain, and coastal high hazard area.

The highest point of elevation is 8 feet.

The entire site is comprised of sandy soils, which present severe to very severe limitations for development.



**SITE ANALYSIS / EXISTING CONDITIONS**

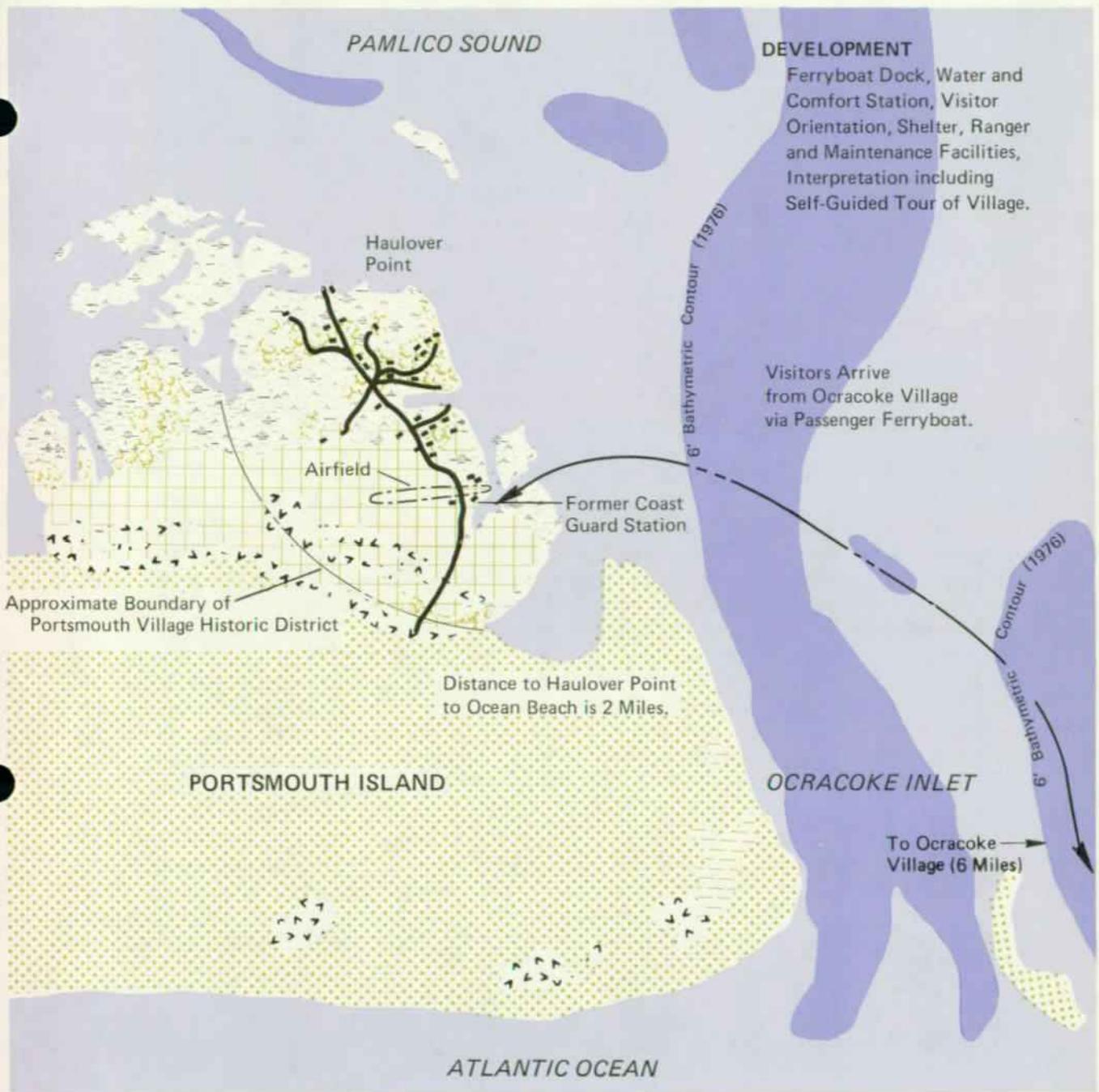
PORTSMOUTH VILLAGE

CAPE LOOKOUT NATIONAL SEASHORE  
NORTH CAROLINA

United States Department of the Interior  
National Park Service

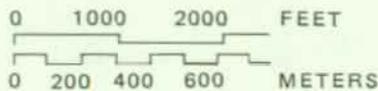
623 | 20032C  
DSC | Oct 82

**ON MICROFILM**



**LAND COVER**

- Sand & Tidal Flats
- Dune Grassland
- Open & Closed Grassland, & Shrub Savanna
- Shrub Thicket
- Marsh
- Water
- Existing Vehicle Routes
- Existing Buildings
- Water depth in excess of 6'



**DEVELOPMENT  
CONCEPT PLAN**

**PORTSMOUTH VILLAGE**

CAPE LOOKOUT NATIONAL SEASHORE  
NORTH CAROLINA

United States Department of the Interior  
National Park Service

623 | 20033C  
DSC | DEC 81

ON MICROFILM

d. Shingle Point

The landing place at Shingle Point on Core Banks will be served from the mainland village of Davis. Shallow-draft ferryboats, like those used presently, will follow "natural" channels across Core Sound. They transport passengers and can also carry one or two vehicles per trip. Whenever the turning basin at Shingle Point silts in, the NPS will undertake maintenance dredging after securing the necessary permits in conformance with the state's Coastal Management Program and under the U.S. Army Corps of Engineers' section 10/404 regulations.

All structures comprising the existing fish camps will be removed. They are unsightly and do not meet minimal health and safety standards.

At a site in the Shingle Point vicinity, a new camp will be built, and it will be served by a ferryboat dock. A concessioner will continue to operate the ferryboat and will charge NPS-approved rates to those who occupy the new enclosed camping shelters. They are intended for overnight use, affording protection from the elements and from biting insects. Their design and the materials used in their construction will be compatible with the barrier-island environment. Twenty camping shelters will be constructed to accommodate a total of 80 persons. The floors of the shelters will be about 3 feet above ground, on pilings, to withstand normal flooding. Although they will be sturdy, they will be of low-cost construction, and only minimal furnishings will be provided to minimize loss in case of storm damage or destruction.

A central comfort station with flush toilets will be provided using groundwater from existing wells. Potable water will be provided for the public if Public Health Service standards can be met economically. There will be an approved sewage disposal system. The NPS Public Health Service consultant will approve all water and sewage systems to ensure compliance with applicable federal and state laws and regulations.

A dockside bus-stop-type shelter will provide protection from inclement weather for daytime visitors. The central comfort station will serve both daytime and overnight visitors.

Visitors entering the national seashore at Shingle Point will continue to have access by foot or their own motorized vehicles to all of Core Banks from New Drum Inlet south to Cape Lookout Point.

e. North New Drum Inlet

Shallow-draft ferryboats carry passengers and from one to three vehicles per trip across Core Sound from the village of Atlantic on the mainland to North New Drum Inlet. They also follow "natural" channels, but the island turning basin will probably require periodic dredging. The existing fish camp cabins will be replaced with 20 of the same type of camping shelters previously described for Shingle Point. Water and sanitation requirements are also similar, as is exposure to storm hazards. A concessioner will rent the new camping shelters.

As at Shingle Point, a dockside bus-stop-type shelter will be provided for daytime visitors.

North New Drum Inlet is the entry point for visitors with vehicles and for pedestrians desiring to use north Core Banks and Portsmouth Island.

7. Dredging Requirements

The old marina on the south shore of the Harkers Island administrative site will probably become the NPS ferryboat and maintenance boat marina. (This will be confirmed following a proposed separate study.) A channel connecting this marina to the deep water ship channel in Back Sound would be used. Both the marina and the channel have silted in and may have to be dredged out as part of the administrative site development. When these improvements are designed, the data required to apply for a section 10/404 permit will be available, including means of disposing of dredge spoil materials.

Every four to five years, it may become necessary to dredge the ferryboat turning basins at Cape Lookout Point, Shingle Point, North New Drum Inlet, and Portsmouth Village. The extent of dredging and recommended placement of dredge spoil material will all be included in the permit application.

Ferryboats follow the "natural" channels across Core Sound and Ocracoke Inlet they have been using for decades. Depth has been maintained by propeller wash ("kicking-out"), and this practice will continue.

APPENDIX A: SUMMARY OF PROPOSED DEVELOPMENT  
AND STAFFING

DEVELOPMENT COSTS

The following estimates are based on the costs of construction for the year 1982. Dollar totals have been rounded to the nearest thousand.

1. Administrative Site: East Harkers Island
  - a. Administrative office complex = \$ 274,000
    - i. Office building: 2,500 ft.<sup>2</sup> @ \$100 = \$250,000
    - ii. Parking: 20 spaces @ \$1,200 = \$24,000
  - b. Visitor contact station = 475,000
    - i. Contact station with restrooms and exhibits: 2,500 ft.<sup>2</sup> @ \$150 = \$375,000
    - ii. Visitor parking: 100 spaces @ \$1,000 = \$100,000 (80 cars, 20 RV/trailer)
  - c. Maintenance complex = 273,000
    - i. Maintenance building: 3,000 ft.<sup>2</sup> @ \$90 = \$270,000
    - ii. Paved area: 2,000 ft.<sup>2</sup> @ \$1.25 = \$2,500
  - d. Staff housing = 465,000
    - i. One ea. single family unit = \$65,000
    - ii. Two ea. four-plexes @ \$200,000 = \$400,000
  - e. Marina (15,000 ft.<sup>2</sup>) with boat ramp, ferry-boat loading area, surrounding boardwalk; and obliteration of boat basin on eastern shore = 205,000
  - f. Picnic area, designed for handicapped = 105,000
    - i. 25 sites with picnic tables, grills, trash receptacles and landscaping @ \$1,000 = \$25,000
    - ii. Comfort station = \$50,000
    - iii. Parking: 25 spaces @ \$1,200 = \$30,000
  - g. Interpretive trails, designed for handicapped: 1 mile = 32,000
  - h. Entrance and loop road, paved, 2-lane: 1 mile = 350,000
  - i. Utilities = 590,000
    - i. Electric, underground = \$30,000
    - ii. Telephone, underground = \$10,000
    - iii. Water supply (domestic and fire) = \$50,000

iv.	Sewage disposal = \$500,000 (solid waste removed by contractor, included in operating costs)	
j.	Pedestrian circulation and landscaping =	\$ 40,000
k.	Existing road demolition: 10,000 ft. <sup>2</sup> @ \$10 =	100,000
l.	Existing building demolition =	20,000
m.	Channel dredging: 4,000 yd <sup>3</sup> @ \$10 =	<u>40,000</u>
	Subtotal, East Harkers Island =	\$2,969,000
2.	Cape Lookout Point Area	
a.	Visitor contact station/ranger station/residence =	383,000
	Visitor contact station/ranger station, including public comfort facilities: 1,200 ft. <sup>2</sup> @ \$150 = \$180,000; covered deck: 300 ft. <sup>2</sup> @ \$25 = \$7,500; living quarters (permanent and seasonal): 1,300 ft. <sup>2</sup> @ \$150 = \$195,000	
b.	Maintenance and garage facility: 1,000 ft. <sup>2</sup> @ \$100 =	100,000
c.	Boat dock: 100 ft. @ \$300 =	30,000
d.	Boardwalks: 3,000 ft. <sup>2</sup> @ \$10 =	30,000
e.	Interpretive trails and signs: 1,200 ft. @ \$6 =	7,000
f.	Comfort facilities, 10 ea. portable self-contained @ \$5,000 =	50,000
g.	Electric power generating station =	20,000
h.	Water system =	100,000
i.	Orientation/shelter/toilet facilities: 400 ft. <sup>2</sup> @ \$200 =	<u>80,000</u>
	Subtotal, Cape Lookout Point Area =	\$ 800,000
3.	East Shackleford Banks	
a.	Boat dock: 100 ft. @ \$300 =	30,000
b.	Sign=	<u>1,000</u>
	Subtotal, East Shackleford Banks =	\$ 31,000
4.	Portsmouth Village	
a.	Visitor contact station with orientation, shelter, and comfort facilities: 300 ft. <sup>2</sup> @ \$200 =	60,000
b.	Boat dock: 50 ft. @ \$300 =	15,000
c.	Electric power generating station =	20,000
d.	Water well and treatment facility =	100,000
e.	Interpretive trails and signs: 5,000 ft. @ \$4 =	20,000
f.	Maintenance facility: 2,000 ft. <sup>2</sup> @ \$100 =	200,000
h.	Remodel Coast Guard station =	40,000
i.	Provide for ranger station and residence =	40,000
j.	Provide for interpretation and toilet facilities =	<u>80,000</u>
	Subtotal, Portsmouth Village =	\$ 575,000

5.	Shingle Point and North New Drum Inlet	
a.	Boat dock: 50 ft. @ \$300 = \$15,000 x 2 =	\$ 30,000
b.	Rain shelter: 100 ft. <sup>2</sup> @ \$25 = \$2,500 x 2 =	5,000
c.	Enclosed camping shelters: 20 ea. @ \$4,000 = \$80,000 x 2 =	160,000
d.	Toilet facilities = \$30,000 x 2 =	60,000
e.	Electric power generating station = \$10,000 x 2 =	<u>20,000</u>
	Subtotal, Shingle Point and North New Drum Inlet	\$ 275,000
	NET DEVELOPMENT COST =	\$4,650,000

ANNUAL STAFFING\* AND OPERATING COSTS (FIRST THREE YEARS FOLLOWING PLAN APPROVAL)

Year Following Plan Approval**	Administration and Management	Interpretation	Resource Management	Visitor Protection	Maintenance	Total	Staffing and Operating Costs
First	3/1	2/1	1/0	4/4	4/5	14/11	\$ 851,000
Second	3/1	2/1	1/1	4/4	4/5	14/12	\$ 906,000
Third	3/1	3/2	1/1	5/4	6/5	18/13	\$1,095,000

\* Staff: Permanent Full-Time/Other than Permanent Full-Time

\*\*Implementation of the general development plan for Cape Lookout National Seashore should be phased according to the following schedule.

1st Year: Comprehensive design of east Harkers Island. Develop interpretation plan and update resources management plan.

2nd Year: Construction on east Harkers Island. Comprehensive design of seashore development areas. Develop historic preservation plan. Dredge marina and channels for ferryboat service originating at Harkers Island.

3rd Year: Construction of seashore development areas. Continue channel dredging as needed.

## APPENDIX B: PUBLIC INVOLVEMENT AND CONSULTATION

### PUBLIC INVOLVEMENT

The public involvement program included two workshops held in September 1976 in Raleigh and Morehead City, North Carolina, respectively. Suggestions of the workshop groups (110 participants) and written responses (30 letters) were used to help formulate the alternatives for use and development of the seashore. A progress report, which summarized the suggestions and explained the planning tasks, was sent to the participants and other interested parties.

Based on the comments that resulted from the workshops, the NPS formulated five alternative plans that were circulated to the public, February 1978, in the form of an Environmental Assessment. The comments received were summarized in a subsequent document, May 1978, titled Environmental Review, that also contained the broad outline of the plan proposal, which was presented in detail in the Draft General Management Plan/Wilderness Study/Development Concept Plan dated May 1980.

Copies of this plan and its accompanying Draft Environmental Impact Statement were released to the public on August 1, 1980, at which time interested individuals, representatives of private organizations, and public officials were invited to express their views at public hearings in four locations in North Carolina: Greensboro, September 8; Raleigh, September 9; Greenville, September 10; and Harkers Island, September 11. The public was also notified that written statements would be accepted until October 13.

The public hearings were attended by 595 people of whom 72 commented orally on the plan. Additionally over 500 letters were received and more than 14,000 signatures appeared on petitions.

Resulting from public comment, the May 1980 draft has been extensively revised. Planning for the seashore is an evolving process and the present edition will receive further review and may be revised before being approved by the NPS and submitted to the Congress in compliance with PL 93-477.

### CONSULTATION

In addition to the general public, a variety of local, state, and federal agencies and private organizations were contacted to participate in the development of this plan.

#### Federal

Advisory Council on Historic Preservation  
Department of Agriculture  
Soil Conservation Service, Beaufort and Raleigh, North Carolina

Department of the Army  
Corps of Engineers, Wilmington, North Carolina  
Department of Commerce  
Environmental Data Service, Asheville, North Carolina  
Department of the Interior  
Geological Survey, Raleigh, North Carolina

Federal/State

Coastal Plains Regional Commission, Washington, DC.

State of North Carolina

Department of Cultural Resources  
State Historic Preservation Officer, Raleigh  
Department of Marine Fisheries, Morehead City  
Department of Natural and Economic Resources  
Division of Environmental Management, Raleigh  
Division of Travel and Promotion, Raleigh  
Museum of Natural History, Raleigh  
State Clearinghouse, Raleigh

County and Local

Carteret County Chamber of Commerce, Morehead City  
Carteret County Economic Development Council, Morehead City  
Carteret County Planning Department, Beaufort

Universities

Amherst College, Department of Geology, Amherst, Massachusetts  
Campbell College, Department of Biology, Buies Creek, North  
Carolina  
Duke University, Geology Department, Durham, North Carolina  
Duke University, Marine Laboratory, Beaufort, North Carolina  
North Carolina State University, Center for Marine Studies, Raleigh,  
North Carolina  
Smith College, Department of Botany, Northampton, Massachusetts  
University of Massachusetts, Institute for Man and the Environment,  
Amherst, Massachusetts  
University of North Carolina, Wilmington, North Carolina  
University of North Carolina, Curriculum in Marine Sciences, Chapel Hill,  
North Carolina  
University of Virginia, Department of Environmental Science,  
Charlottesville, Virginia

Local

Atlantic Beach Town Council  
Beaufort Town Commissioners  
Carteret County Commissioners  
Emerald Isle Town Council  
Morehead City Town Commissioners  
Newport Town Council  
Pine Knoll Shores Town Council

Other

Audubon Society, New Hope Chapter, Chapel Hill, North Carolina  
Barrier Island Coalition, New York, New York  
Beaufort Historic Society, Beaufort, North Carolina  
Carteret County Environmental Resources Commission, Beaufort, North Carolina  
Carteret County Historical Association, Beaufort, North Carolina  
Carteret County News-Times, Morehead City, North Carolina  
Carteret County Wildlife Club, Beaufort, North Carolina  
Coastal Plains Center for Marine Development Services, Wilmington, North Carolina  
Conservation Council of North Carolina, Durham, North Carolina  
Conservation Foundation, Washington, D.C.  
East Carteret High School, Environmental Science Curriculum, Beaufort, North Carolina  
Friends of the Earth, San Francisco, California  
Hampton Mariners Museum, Beaufort, North Carolina  
National Parks and Conservation Association, Washington, D.C.  
National Wildlife Federation, North Carolina Field Representative, Morehead City, North Carolina  
Nature Conservancy, Raleigh, North Carolina  
North Carolina Beach Buggy Association, Nags Head, North Carolina  
Outer Banks Preservation Association, Buxton, North Carolina  
Paul and Francine Buckley, North Atlantic Regional Office, National Park Service, Boston, Massachusetts  
Sierra Club, Cape Fear Group, Wilmington, North Carolina  
Sierra Club, Cypress Group, Greenville, North Carolina  
Sierra Club, Joseph LeConte Chapter, Cape Lookout Committee  
The Wilderness Society, Atlanta, Georgia  
United Mobile Sportfishermen, Inc.

## APPENDIX C: LEGISLATION



Public Law 89-366  
89th Congress, S. 251  
March 10 1966

### An Act

To provide for the establishment of the Cape Lookout National Seashore in the State of North Carolina, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled.* That in order to preserve for public use and enjoyment an area in the State of North Carolina possessing outstanding natural and recreational values, there is hereby authorized to be established the Cape Lookout National Seashore (hereinafter referred to as "seashore"), which shall comprise the lands and adjoining marshlands and waters on the outer banks of Carteret County, North Carolina, between Ocracoke Inlet and Beaufort Inlet, as generally depicted on the map entitled "Proposed Boundaries—Proposed Cape Lookout National Seashore", dated April 1964, and numbered NS-CL-7101-B, which is on file in the Office of the National Park Service, Department of the Interior: *Provided, however,* That such seashore shall not include those lands and interests in lands which are bounded on the north by the southerly boundary of the Cape Lookout lighthouse property, on the east by a line located seven hundred and fifty feet inland from the mean high water line of the Atlantic Ocean, on the south by the northerly boundary of property now owned or leased by the United States Coast Guard and other Federal agencies, and on the west by the easterly boundary of property of the Thomas Gold heirs (as shown on a map prepared by J. G. Hassell in October 1961 and recorded at page 4 of Map Book Numbered 6 in the office of the Register of Deeds, Carteret County, North Carolina) and the waters of Lookout Bight.

Cape Lookout  
National Sea-  
Shore, N. C.  
Establishment.

80 STAT. 33.  
80 STAT. 34.

SEC. 2. (a) Notwithstanding any other provision of law, Federal property located within the boundaries of the Cape Lookout National Seashore may, with the concurrence of the agency having custody thereof, be transferred to the administrative jurisdiction of the Secretary of the Interior for the purposes of the seashore. Such transfer shall be made without transfer of funds. Non-Federal lands, marshlands, waters, or interests therein located within the authorized seashore may be acquired by the Secretary of the Interior only through donation, except that he may purchase with donated or appropriated funds, or may acquire by exchange, the lands, marshlands, and waters or interests therein comprising the Shackleford Banks. Land donated by the State of North Carolina pursuant to this subsection shall constitute consideration for the transfer by the United States of 1.5 acres of land that is to be used as a site for a public health facility in the village of Hatteras, Dare County, North Carolina.

Federal and  
non-Federal  
lands, transfer.

(b) When acquiring lands by exchange, the Secretary may accept title to any non-Federal property within the boundaries of the seashore and convey to the grantor of such property any federally owned property in the State of North Carolina under his jurisdiction which he classifies as proper for exchange or other disposition. Failing to effectuate an exchange of properties of approximately equal fair market value, the Secretary may accept cash from or pay cash to the grantor in such an exchange in order to equalize the values of the properties exchanged.

Land acquisition  
by exchange.

(c) Any person who on January 1, 1966, owned property which on July 1, 1963, was developed and used for noncommercial residential purposes may reserve for himself and his assigns, as a condition to the purchase or acquisition by exchange of such property by the Secretary, a right of use and occupancy of the residence and not in excess of three acres of land on which the residence is situated, for noncommercial residential purposes for a term ending at the death

Owners' use of  
property.

of the owner, or the death of his spouse, or the death of either of them, or, in lieu thereof, for a definite term not to exceed twenty-five years:

Exclusion rights. *Provided*, That the Secretary may exclude from such reserved property any marsh, beach, or waters, together with so much of the land adjoining such marsh, beach, or waters as he deems necessary for public access thereto. The owner shall elect the term of the right to be reserved. The Secretary is authorized to accept donations of property for purposes of the seashore in which a right of use and occupancy for noncommercial residential purposes is reserved for the period stated in this subsection if the land on which the residence is situated and to which the right attaches is not in excess of three acres and there is excluded from the reserved property such marsh, beach, or waters and adjoining land as the Secretary deems necessary for public use and access thereto.

80 STAT. 34.  
80 STAT. 35.

Use and occupancy rights. (d) A right of use and occupancy reserved in lands that are donated or otherwise acquired pursuant to this section shall be subject to termination by the Secretary upon his determination that such use and occupancy is being exercised in a manner not consistent with the purposes of this Act and upon tender to the holder of the right of an amount equal to the fair market value of that portion of the right which remains unexpired on the date of termination.

Beaufort, N. C.,  
administrative  
site.

(e) The Secretary of the Interior is authorized to purchase with donated or appropriated funds, or acquire by exchange, not to exceed one hundred acres of lands or interests in lands at or near Beaufort, North Carolina, as an administrative site, and for a landing dock and related facilities that may be used to provide a suitable approach or access to the seashore.

Notice, publication in Federal Register.

SEC. 3. When title to the lands and interests in lands which under section 2(a) of this Act may be acquired for the purposes of the seashore by donation only is vested in the United States, the Secretary shall declare the establishment of the Cape Lookout National Seashore by publication of notice thereof in the Federal Register. Such notice shall contain a refined description or map of the boundaries of the seashore as the Secretary may find desirable and such exterior boundaries shall encompass, as nearly as possible, the area generally described in section 1 of this Act. Copies of said description or map shall be furnished to the Speaker of the House and the President of the Senate not less than thirty days prior to publication in the Federal Register. Following such establishment, and subject to the limitations and conditions prescribed in this Act, the Secretary may, subject to the provisions of section 2 hereof, acquire the remainder of the lands and interests in lands within the boundaries of the seashore.

Copies sent to Congress.

Hunting and fishing.

SEC. 4. The Secretary shall permit hunting and fishing, including shellfishing, on lands, marshlands, and waters under his jurisdiction within the Cape Lookout National Seashore in accordance with the laws of the State of North Carolina and the United States, to the extent applicable, except that the Secretary may designate zones where, and establish periods when, no hunting or fishing shall be permitted for reasons of public safety, administration, fish or wildlife management, or public use and enjoyment. Except in emergencies, any rules and regulations of the Secretary pursuant to this section shall be put into effect only after consultation with the North Carolina Wildlife Resources Commission and the North Carolina Department of Conservation and Development.

Administration.

SEC. 5. The Secretary shall administer the Cape Lookout National Seashore for the general purposes of public outdoor recreation, including conservation of natural features contributing to public enjoyment. In the administration of the seashore and the administrative site, the

Secretary may utilize such statutory authorities relating to areas administered and supervised by the Secretary through the National Park Service and such statutory authorities otherwise available to him for the conservation and management of natural resources as he deems appropriate to carry out the purposes of this Act.

SEC. 6. The authority of the Chief of Engineers, Department of the Army, to undertake or contribute to shore erosion control or beach protection measures within the Cape Lookout National Seashore shall be exercised in accordance with a plan that is mutually acceptable to the Secretary of the Interior and the Secretary of the Army, and that is consistent with the purposes of this Act. Shore erosion control.

SEC. 7. There are hereby authorized to be appropriated not to exceed \$3,200,000 for the acquisition and development of the seashore in accordance with the purposes of this Act. Appropriation.

Approved March 10, 1966.

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LEGISLATIVE HISTORY:

HOUSE REPORT No. 1278 accompanying H. R. 1784 (Comm. on Interior & Insular Affairs).

SENATE REPORT No. 509 (Comm. on Interior & Insular Affairs).

CONGRESSIONAL RECORD:

Vol. 111 (1965): July 27, considered and passed Senate.

Vol. 112 (1966): Feb. 16, considered and passed House, amended, in lieu of H. R. 1784.

Feb. 23, Senate concurred in House amendment with an amendment.

Feb. 28, House concurred in Senate amendment.



Public Law 93-477  
 93rd Congress, H. R. 14217  
 October 26, 1974

**An Act**

88 STAT. 1445

To provide for increases in appropriation ceilings and boundary changes in certain units of the National Park System, to authorize appropriations for additional costs of land acquisition for the National Park System, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

**TITLE IV—MISCELLANEOUS PROVISIONS**

Cape Lookout  
 National Seashore, N. C.  
 16 USC 459g.

Non-Federal land  
 acquisition.  
 16 USC 459g-1.

Post, p. 1449.

16 USC 495g-2.

Publication in  
 Federal Register.

SEC. 406. The Act of March 10, 1966 (80 Stat. 33; 16 U.S.C. 459g) providing for the establishment of Cape Lookout National Seashore in the State of North Carolina is amended as follows:

(1) Section 1 is amended by deleting "Proposed Boundaries—Proposed Cape Lookout National Seashore", dated April 1964, and numbered NS-CL-7101-B," and substituting in lieu thereof "Boundary Map, Cape Lookout National Seashore", dated March 1974, and numbered 623-20.009," and by changing the colon to a period and deleting the remainder of the section.

(2) Subsection 2(a) is amended by deleting the third sentence and inserting in lieu thereof the following "Lands owned by the State of North Carolina or any political subdivision thereof may be acquired only by donation, but the Secretary may, subject to the provisions of section 7 of this Act, acquire any other non-Federal lands, marshlands, waters, or interests therein which are located within the boundaries of the seashore by donation, purchase with donated or appropriated funds, or exchange. Notwithstanding any other provision of law, the Secretary may accept any lands donated by the State of North Carolina subject to a provision for reversion to the State conditioned upon continued use of the property for national seashore purposes."

(3) Section 3 is amended by revising the first sentence to read as follows: "When title to lands and interests in lands in an amount sufficient to constitute an efficiently administrable unit for the purposes of this Act is vested in the United States, the Secretary shall declare the establishment of the seashore by publication of notice thereof in the Federal Register."

October 26, 1974

Pub. Law 93-477

88 STAT. 1449

(4) Section 7 is amended to read as follows:

"SEC. 7. On or before January 1, 1978, the Secretary shall review the area within the seashore and shall report to the President, in accordance with section 3 (c) and (d) of the Wilderness Act (78 Stat. 891; 16 U.S.C. 1132 (c) and (d)), his recommendations as to the suitability or nonsuitability of any area within the seashore for preservation as wilderness, and any designation of any such areas as a wilderness shall be accomplished in accordance with said subsections of the Wilderness Act."

Report to

President.

16 USC 459g-6.

(5) Add a new section 8 to read as follows:

"SEC. 8. There are hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act, not to exceed \$7,903,000 for acquisition of lands and interests therein, of which no more than \$1,000,000 may be expended for acquisition of lands owned by Core Banks Club Properties, Incorporated. For development of essential public facilities there are authorized to be appropriated not more than \$2,935,000. On or before January 1, 1978, the Secretary shall develop and transmit to the Committees on Interior and Insular Affairs of the United States Congress a final master plan for the full development of the seashore consistent with the preservation objectives of this Act, indicating—

Appropriation.

16 USC 459g-7.

Master plan,

transmittal

to congressional

committees.

"(1) the facilities needed to accommodate the health, safety and recreation needs of the visiting public;

"(2) the location and estimated cost of all facilities; and

"(3) the projected need for any additional facilities within the seashore."

Approved October 26, 1974.

LEGISLATIVE HISTORY:

HOUSE REPORT No. 93-1286 (Comm. on Interior and Insular Affairs).  
SENATE REPORT No. 93-1232 (Comm. on Interior and Insular Affairs).  
CONGRESSIONAL RECORD, Vol. 120 (1974):

Aug. 19, considered and passed House.

Oct. 8, considered and passed Senate, amended.

Oct. 16, House concurred in Senate amendments with an amendment; Senate concurred in House amendment.

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As the nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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