

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.

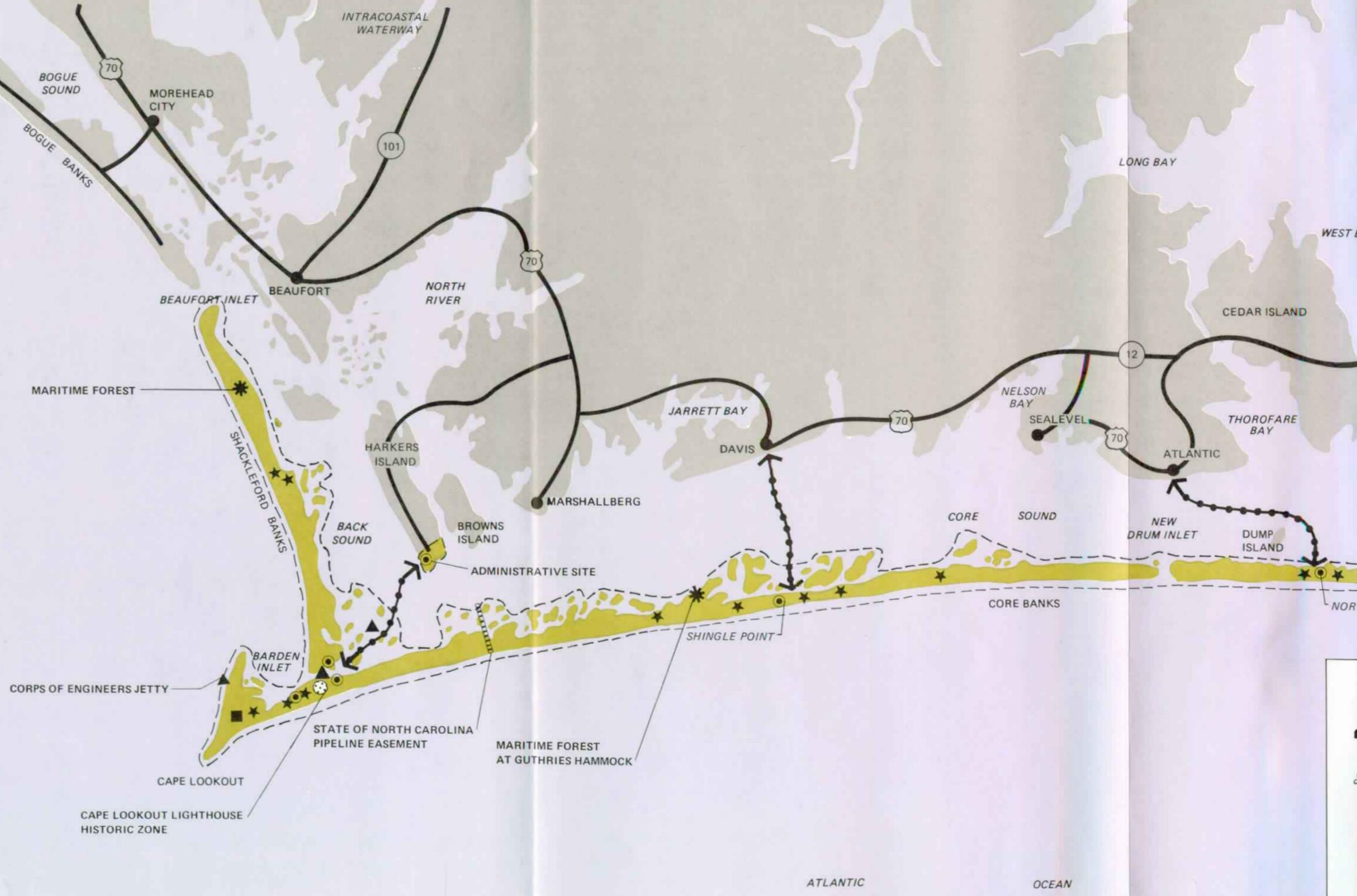
3. Park Development Zone--Facilities

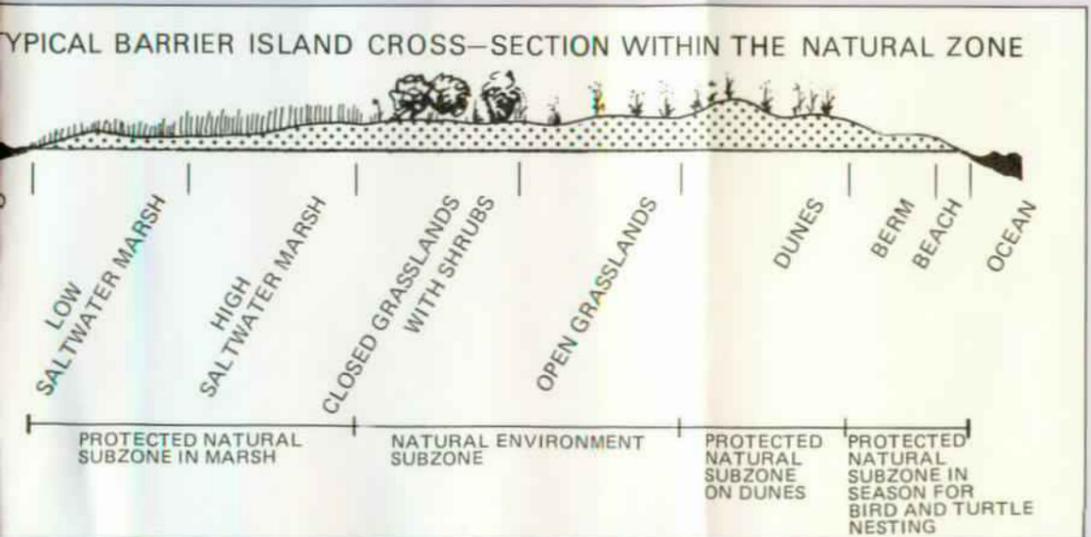
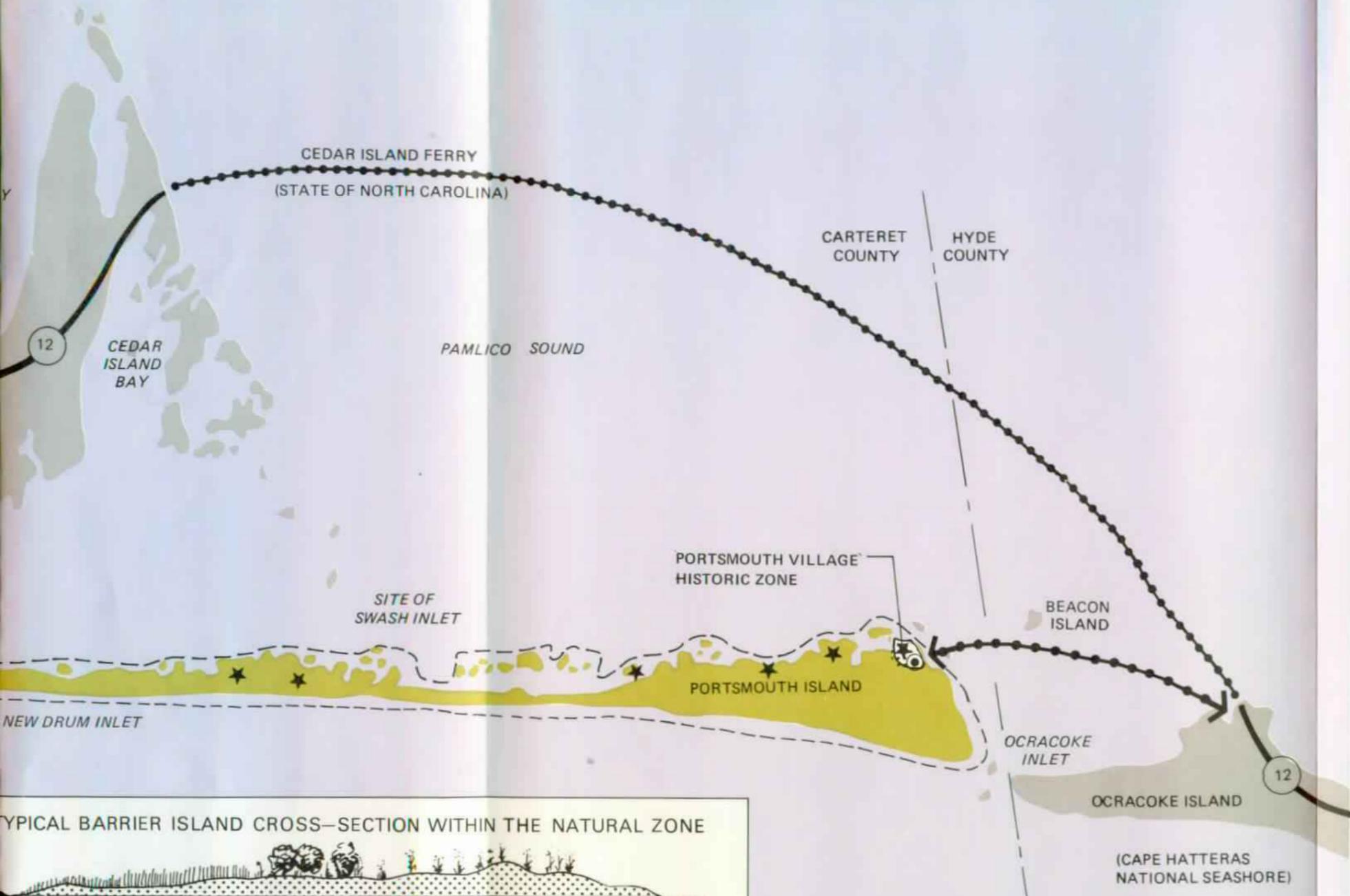
This zone contains facilities essential for visitor use/interpretation and support facilities required by management. The zone includes areas where development and/or intensive use, now or in the future, will substantially alter the natural environment or setting of historically significant resources. 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

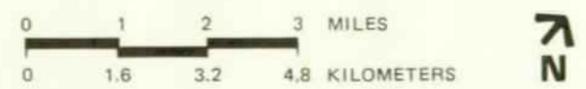
<u>Zone/Subzone</u>	<u>Location</u>	<u>Acreage</u> [*] <u>of Zone</u>	<u>Percent of</u> <u>Emergent</u> <u>Land</u>
NATURAL ZONE			
Outstanding Natural Feature Subzone			
Maritime Forest at Guthries Hammock on Core Banks		20	0.1
Maritime Forest on Shackleford Banks		200	1.1
Protected Natural Subzone			
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
HISTORIC ZONE - PRESERVATION/ ADAPTIVE USE			
Cape Lookout Light Station		25	0.1
Portsmouth Village		250	1.4
PARK DEVELOPMENT ZONE - FACILITIES			
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]
SPECIAL USE ZONE			
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
Totals		<u>18,491</u>	<u>100.0</u>

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





-  **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: