

A Proposal to Establish the Shipwreck *USS Narcissus* as a State Underwater Archaeological Preserve

Florida's Shipwreck PRESERVES

1 USS MASSACHUSETTS
The Spanish-American War-era battleship USS Massachusetts was scuttled for target practice in the centrally-geared waters off Pensacola in 1921.

2 SS Tarpon
The merchant steamer SS Tarpon plied the Gulf Coast for over 50 years before she was lost in a gale off Panama City in 1957.

3 CITY OF HAWKINSVILLE
The ruins of the century paddlewheel steamboat City of Hawkinsville lies submerged in the Suwannee River, a spooky ghost ship inhabited by catfish and sturgeon.

4 San Pedro
Victim of the 1770 Spanish Flu, San Pedro was lost in a hurricane near Islamorada in the Florida Keys.

5 Half Moon
The schooner, first of its name, is believed to have been used as a floating canteen in Miami and later wrecked on a shoal near Key Biscayne.

6 SS Copenhagen
The steamship SS Copenhagen, wrecked in 1943, rests in clear blue water off Pompano Beach and is home to a variety of marine life.

7 Urcu De Lima
Part of the ill-fated 1715 Spanish Fleet wrecked off Florida's east coast, *Urcu de Lima* became the state's first Underwater Archaeological Preserve in 1987.

8 Regina
The Cuban tanker-barge Regina, loaded with 250,000 gallons of molasses, wrecked in a gale off Bradenton Beach in 1940.

9 Georges Valentine
The Italian lumber bark Georges Valentine wrecked in 1914 offshore of the House of Refuge near Stuart, scattering her cargo of mahogany lumber on the beach.

10 Lofthus
The wreck of the Norwegian bark Lofthus, sunk during a storm in 1899 near Raymond Beach, was dynamited to salvage the valuable cargo of lumber.

11 Vamar
Admiral Richard Byrd used this steamer in his Antarctic expedition of 1926-28 and named her Governor Bolling in honor of his mother's sister's son and namesake. Vamar, she sank off Fort St. Joe in 1942 under mysterious circumstances.

Florida's Underwater Archaeological Preserves are a program of the Division of Historical Resources. For more information please contact the Bureau of Archaeological Research at (850) 487-1209 or visit our website at www.flahistorical.com.

Florida's Underwater Archaeological Preserves are being presented to the sea unopened for the public, so that citizens and visitors may learn more about Florida's maritime heritage. Please do not shipwrecks with care and respect and remember to "take only pictures and leave only bubbles!"



Bureau of Archaeological Research
Division of Historical Resources
Florida Department of State
Kurt S. Browning, Secretary of State

December 2011

EXECUTIVE SUMMARY

Objective

The objective of this document is to propose the establishment of a State Underwater Archaeological Preserve at the submerged site of USS *Narcissus*, the remains of a U.S. Navy steam tug lost off Egmont Key, Florida, which has been nominated to become the twelfth shipwreck park in Florida. A cooperative effort is proposed between state, county, and city officials, the U.S. Navy, as well as local organizations and individuals, to create a new historical attraction for Florida. The Florida Division of Historical Resources requests that input in the form of letters or comments relating to this preserve and its potential designation be sent to:

Robert F. Bendus

Director, Division of Historical Resources

State Historic Preservation Officer

Florida Department of State

R. A. Gray Building, 500 South Bronough Street

Tallahassee, Florida 32399-0250

robert.bendus@dos.myflorida.com

Preserves Program

Florida's Underwater Archaeological Preserves are partnerships with local waterfront communities. The program depends on public participation to further awareness and preservation of submerged cultural resources. As destinations for heritage/recreational/ecological tourism, the Preserves combine public access, education through interpretation, and community stewardship to promote Florida's maritime legacy.

Florida's program of shipwreck parks began in 1987 with the designation of the first Underwater Archaeological Preserve at the site of *Urca de Lima*, a Spanish vessel that wrecked near Ft. Pierce in 1715. A second Preserve was established in 1989 on *San Pedro*, a galleon that grounded in the Florida Keys in 1733. *City of Hawkinsville*, a

sunken steamboat in the Suwannee River, became a third shipwreck park in 1992. USS *Massachusetts*, the nation's oldest surviving battleship, was designated in Pensacola in 1993 and the wreck of the steamer SS *Copenhagen* near Pompano Beach became a Preserve in 1994. In 1997, SS *Tarpon*, a merchant vessel that sunk in a gale off Panama City, was designated a Preserve. In 2000, Florida's seventh Preserve was established at *Half Moon*, a German racing yacht sunk off Key Biscayne near Miami. The eighth Preserve is the Norwegian lumber bark *Lofthus*, wrecked in a storm off



Boynton Beach and dedicated in 2004. Also in 2004, the steamer *Vamar*, sunk under mysterious circumstances off Port St. Joe, and *Regina*, a molasses barge wrecked in a storm off Bradenton Beach, became the state's ninth and tenth Preserves. In 2005 *Georges Valentine*, an iron-hulled bark sunk off Stuart, was designated a preserve. These sites, as important examples of our maritime heritage, are made more accessible to visitors by underwater maps and mooring systems, and are interpreted through the World Wide Web, widely distributed brochures, and other literature. They have become popular destinations for Florida residents and visitors alike.

USS *Narcissus* was a Civil War navy tug that sank in a storm off Egmont Key in 1866. As an easily accessible historic shipwreck with recognizable features and abundant marine life, USS *Narcissus* meets all the criteria to become an excellent addition to Florida's Underwater Archaeological Preserves program.

Steps for the Establishment of a Preserve

This proposal is the result of months of historical research by archaeologists, historians, and divers, as well as a campaign of underwater mapping. As mentioned above, the purpose of this document is to present a case for Preserve designation and to solicit input at all levels for a cooperative venture between the state of Florida and the

public to establish a shipwreck park. The project will depend on a community partnership, which has been a key element in the establishment of other shipwreck Preserves in Florida. Suggested steps to develop a Preserve are listed below.

(* indicates the step has been completed in the case of USS *Narcissus*.)

1. A shipwreck is nominated to become a Preserve, generally by a local diver, boat captain, or members of the waterfront community, by submitting a nomination form to the Bureau of Archaeological Research, Division of Historical Resources. *
2. The wreck site is visited by State archaeologists to determine if the shipwreck meets criteria for Preserve status: *

in State waters	recognizable features
accessible to public	identity and history verifiable
safe diving conditions	plentiful marine life
3. If the shipwreck meets the criteria it becomes a Preserve candidate. *
4. State personnel contact area businesses, local governments, chambers of commerce, boating and fishing clubs, dive shops, etc., to garner interest and assistance. *
5. An informal “Friends of the Preserve” group is formed by interested individuals and is aided by State personnel. The Friends promote and help to establish the Preserve, and also raise funds and solicit in-kind donations and services which may range from providing refreshments at the public meeting to raising funds for a site plaque. *
6. Archaeologists survey and record the shipwreck and prepare a detailed site plan. The vessel’s history is researched to verify its identity. An assessment and inventory of the site’s biological diversity also is conducted. *

7. Once the site plan and history are complete, an official proposal for the new Preserve, which includes the site plan and ship's history as well as educational and economic benefits of the Preserve, is presented to area citizens and businesses and any questions or concerns are addressed. The proposal also is distributed to local media.
8. If there is public support, the proposal is considered to be accepted.
9. A formal opening ceremony with State and local dignitaries is held to dedicate the new Preserve and to place an underwater plaque designating the site a State Underwater Archaeological Preserve and Florida Heritage Site.
10. The Preserve is interpreted for the public through a brochure, an underwater guide for divers and snorkelers, a web page, a poster, and a local museum exhibit of artifacts, photos, etc. The Preserve is nominated to the National Register of Historic Places.
11. The Friends of the Preserve provide continuing support by monitoring the site, distributing brochures and posters, and promoting visitation.

FLORIDA'S UNDERWATER ARCHAEOLOGICAL PRESERVES

Florida's Underwater Archaeological Preserves are partnerships between government and the public to manage and protect submerged cultural resources in a cooperative spirit. Underwater sites of recognized historical and recreational value are designated as State Preserves in response to local nominations, and by a public desire for a fuller understanding and appreciation of these unique public-owned resources. Once a submerged site is nominated, it is carefully researched and evaluated for its suitability to become a Preserve, considering such criteria as historical value, archaeological integrity, biological diversity, public accessibility, and recreational potential. If the site meets these criteria, data from its evaluation are presented in a formal public proposal for the creation of a new Preserve through a cooperative effort between the public and private sectors. Public input generated by the proposal will help to determine appropriate methods of site enhancement, interpretation, and protection based on local needs and desires. Interested organizations and individuals then work together with state and local governments to prepare the site and to maintain it as an historical attraction.

Shipwreck parks are relatively new phenomena as a means of education and preservation through recreation. Following the lead of Michigan and Vermont, where sites in cold, fresh water were established as preserves, Florida's program began in 1987, with the designation of *Urca de Lima*, a Spanish merchant ship cast ashore near Ft. Pierce during a hurricane in 1715, as the first state Underwater Archaeological Preserve. Salvaged soon after her wrecking, and again by modern treasure hunters, the remains of the wooden sailing ship lie in shallow water on an offshore reef, where they became a popular location for sport divers. Members of the St. Lucie County Historical Commission approached the Florida Department of State's Division of Historical Resources to explore the possibility of giving the shipwreck a special status that would both interpret and protect the site for future visitors. Local waterfront businesses joined with city, county, and state officials to enhance the wreck with replica cement cannons to replace those removed long ago. An official bronze plaque, embedded in a cement monument attached to a large mooring buoy, was positioned near the wreckage to mark

the site and to prevent anchor damage. Interpretive brochures, thousands of which subsequently have been circulated, were widely distributed to encourage public visitation and participation in the maintenance of this unique piece of Florida's maritime heritage. *Urca de Lima* thus was adopted by the local community as a new historical attraction; by placing the site in the public's trust, it became important for everyone to preserve.

The first Preserve laid the groundwork for those that followed. Eleven more Preserves have been designated since *Urca de Lima*. All have been established in response to local nominations. Their success has been dependent upon a partnership between waterfront communities and the State of Florida. They are, in order of designation:

Urca De Lima

- Spanish merchant vessel
- Cast ashore in 1715 near Ft. Pierce
- Florida's first Underwater Archaeological Preserve
- Nominated by the St. Lucie County Historical Commission
- Designated in 1987



San Pedro

- Spanish treasure fleet galleon
- Lost in the 1733 fleet disaster near Islamorada, Florida Keys
- One of the best preserved of the 1733 fleet
- Nominated by college students
- Designated in 1989

City of Hawkinsville

- Stern-wheel steamboat
- Abandoned in the 1920s on the Suwannee River, Levy County
- Surprisingly intact example of steamboat technology
- Nominated by the Principal of Bronson High School
- Designated 1992





USS *Massachusetts*

- U.S. Navy Battleship
- Scuttled off Pensacola in 1921
- Served in Spanish-American War and World War I; the oldest surviving American battleship
- Nominated by Escambia County diver and local historian
- Designated on 10 June of 1993 – The 100th Anniversary of her launching

SS *Copenhagen*

- Single Screw Steamer
- Grounded off Pompano Beach in 1900
- Nominated by local charter boat Captain; supported by Marine Archaeological Council (MAC) and the Broward County Office of Natural Resource Protection
- Designated in June 1994

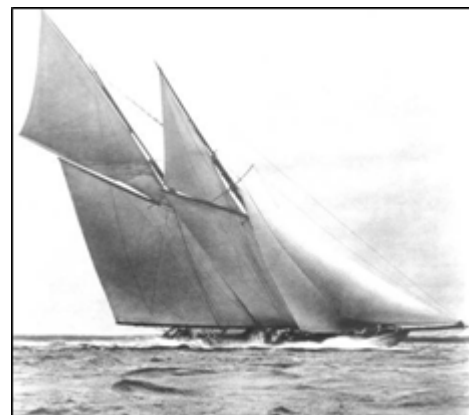


SS *Tarpon*

- Merchant Steamer
- Lost in a 1937 storm off Panama City
- Only preserve that requires Advanced Open Water Diving certification to visit
- Nominated by the Bay County Commission
- Designated in 1997

Half Moon

- Christened *Germania*, a steel racing yacht built in Germany in 1908
- Lost off Key Biscayne on the 1930s
- One of the fastest yachts of her day; winner of Germany's Kaiser Cup; A war prize in World War I
- Nominated by local divers
- Designated in 2000





Lofthus

- Barque built in Sunderland, England, in 1868
- Wrecked in 1898 off Boynton Beach
- Example of iron-hulled shipbuilding technology
- Nominated by Marine Archaeological Research Conservation and Reporting (MARC)
- Designated in 2004

Vamar

- Tramp steamer
- Wrecked outside Port St. Joe in 1942
- Used in Admiral Richard E. Byrd's Antarctic Expedition of 1928-1930
- Nominated by a local boat captain
- Designated in 2004



Regina

- Screw steamer turned tanker, built in 1904 in Ireland
- Grounded on Bradenton Beach with over 350,000 gallons of molasses
- Nominated by a Bradenton Beach dive shop
- Designated in 2004

Georges Valentine

- Barkentine
- Wrecked off Stuart, Florida, in 1904
- Nominated by the Martin County Sheriff's Office Search and Recovery Team
- Designated in 2005



Currently Proposed Site

- Navy tug USS *Narcissus*
- Sunk in storm off Egmont Key, 1866
- Took part in the Civil War Battle of Mobile Bay
- Nominated by members of the Florida Aquarium and South Eastern Archaeological Services
- Under review



USS *Narcissus*, a steam tug lost in a storm off Egmont Key in 1866, was nominated in 2010 by the Florida Aquarium and South Eastern Archaeological Services. USS *Narcissus* was found to meet all criteria for Preserve status, including public accessibility, archaeological integrity, historical significance, and abundant marine life. The wreckage has been mapped and photographed. An accurate site plan was produced as part of a multi-year project, the Tampa Historical Shipwreck Survey. This proposal for the establishment of USS *Narcissus* as Florida's twelfth Underwater Archaeological Preserve, is the result the efforts of state, local, and non-profit entities.

USS *Narcissus* will be unique among Florida's Underwater Archaeological Preserves in that it is U.S. Government property. Under the Sunken Military Craft Act (2005), ownership of the vessel remains with the U.S. Navy. Official communication to the Florida Bureau of Archaeological Research on 25 October 2011 from Rear Admiral J. A. DeLoach, Director of the Naval History and Heritage Command, expressed the Navy's support for the establishment of USS *Narcissus* as Florida's twelfth Underwater Archaeological Preserve. The Navy suggested that the wreck site be monitored by the "Friends of USS *Narcissus*," who should report any changes in site condition to the Naval History and Heritage Command, that a mooring system be installed to prevent anchor damage, and that the proposed plaque should include reference to the Sunken Military Craft Act.

HISTORY OF USS *NARCISSUS*

USS *Narcissus* was built in 1863 during the Civil War, in East Albany, New York. The United States Navy purchased the tugboat under the name *Mary Cook*, and commissioned her as USS *Narcissus* at the Brooklyn Navy Yard in February 1864. A fourth rate, wooden-hulled screw tug, her hull measured 81 feet 6 inches, with a beam of 18 feet 9 inches, and a depth of hold of 8 feet. When loaded, her draft was 6 feet and she reportedly reached speeds of 12 knots, although her average speed was about 5 knots. She was originally armed with one 20-pounder Parrot rifle and one heavy 12-pounder smooth bore cannon.

In January 1864, *Narcissus* steamed from New York to New Orleans, reporting to Rear Admiral David Farragut for duty in the West Gulf Blockading Squadron. *Narcissus* participated in operations in Mississippi Sound, New Orleans, Mobile Bay, and Pensacola. In August 1864, she served at Fort Morgan during the Union victory at the Battle of Mobile Bay. On December 7th of that same year, while on picket duty at Dog River Bar, Mobile Bay, *Narcissus* struck a torpedo while paying out her anchor line during a fierce storm. The mine caused an explosion that left a large hole in the starboard side of the hull amidships. Although the vessel sank in fifteen minutes, no lives were lost and all ammunition and arms were removed. On December 28, 1864, *Narcissus* was refloated and brought to the Pensacola Naval Yard for repairs where she remained through the remainder of the war.

In October 1865, with the war concluded, Acting Rear Admiral Henry Knox Thatcher no longer needed the many vessels previously required for an active blockade of southern ports. Thatcher stated in a communication that USS *Narcissus* and other screw tugs were ready to be sent north for sale. On January 1, 1866, USS *Narcissus* and USS *Althea*, both screw tugs, began their journey along the eastern shores of the Gulf of Mexico on their way to New York to be decommissioned and sold.

According to the deck logs of USS *Althea*, both *Althea* and *Narcissus* encountered a storm off the coast of Tampa on January 4, 1866. The commanders made the decision to anchor outside the port and wait out the storm. *Althea* headed northwest against the tide and the wind while *Narcissus* took a seemingly easier route to the west, feeling the brunt of the wind and tide on her starboard beam. It was during this final journey to avoid the shoals that *Narcissus*, traveling at full speed, ran aground on a sandbar. *Althea* also briefly grounded on a sandbar, but was able to power her engine to break free.

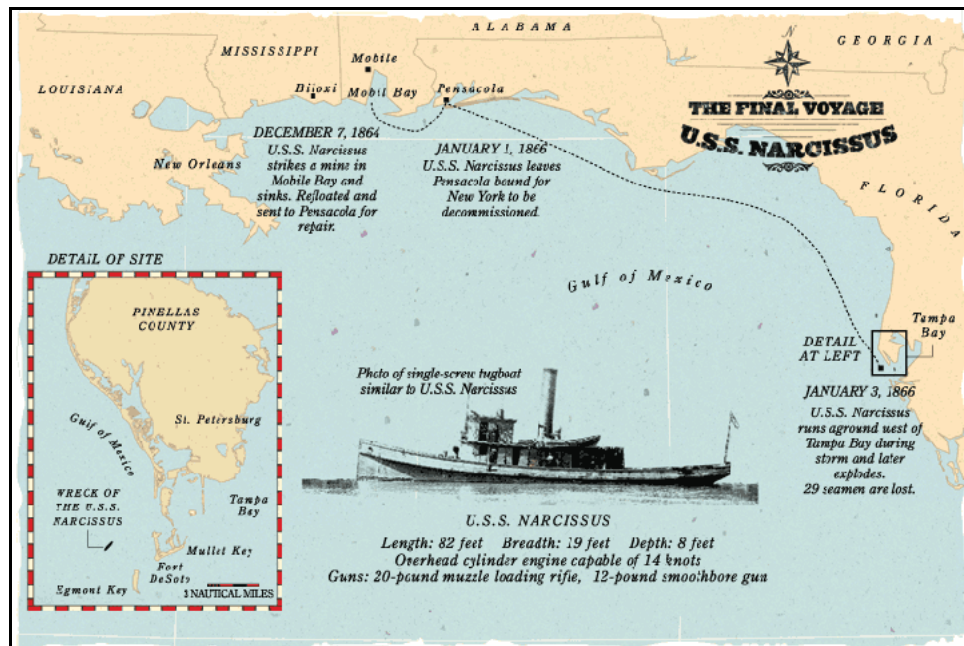
At 6:15 pm, the crew of *Althea* noticed Coston signal flares coming from *Narcissus*. *Althea* returned the signal at 6:30 pm, but received no response. Thirty minutes later, *Althea* noted more signals from *Narcissus*, but could not understand them. *Althea* returned with a final signal, but again received no response from *Narcissus*. Just after 7 pm, *Althea*'s deck logs note that *Narcissus*' boiler exploded as a result of grounding on a sandbar. The crew of *Althea* stood by in disbelief as *Narcissus* was seen to break up and sink into the water along with her entire crew.

The next morning *Althea* anchored off Egmont Key and noticed the beaches strewn with wreckage from *Narcissus* along with the unidentified body of one of the firemen and the papers of Acting Ensign Bradbury and Mate J. L. Hall. *Althea* stayed in Tampa for two more days to look for survivors, and finding none continued her journey to New York.

In 2006, the Florida Aquarium received a matching grant from the Florida Division of Historical Resources to conduct the Tampa Bay Historic Shipwreck Survey. The Florida Aquarium collaborated with South Eastern Archaeological Services and Tidewater Atlantic Research to conduct a Phase I survey of high probability areas based on archival and cartographic research. This project was conducted to create a database of the submerged cultural resources in the area and promote *in situ* conservation. In addition, any submerged sites listed in the Florida Master Site File that were located within the permit area were reevaluated to assess their condition. USS *Narcissus* was one of the first sites visited for reevaluation.

During previous investigations, the site of USS *Narcissus* was covered by sediments, with only a small portion of the engine visible. Upon arrival at the site in 2006, all of the steam machinery, propeller, propeller shaft, pillow block, boiler pieces, and a portion of the wooden hull were exposed. As a result, it was decided to conduct a non-intrusive archaeological investigation to record the site's features with the assistance of Florida Aquarium's volunteer divers to produce a site plan. Divers also took hundreds of digital images and high definition video.

Archaeological evidence indicates that USS *Narcissus* met her demise in a boiler explosion. This is further supported by a letter written in 1889 to the Secretary of the Navy from the Late Acting Ensign William F. Kilgore. He states, upon arriving "where I had located the 'Narcissus' going on to the reefs...about one third of the hull [was there] bottom up and held there by her anchors." Archaeological investigations support these observations. The boiler is completely destroyed and the hull forward of the machinery spaces, where the boiler would have been located, is absent.



CURRENT CONDITION OF USS *NARCISSUS* (8HI05369)

Location

USS *Narcissus* is located on Egmont Shoals in 15 feet of water on a sand bottom, northwest of Egmont Key. Although this site is close to the main shipping channel, due to the position of the wreck relative to the other channels and shoals, the current is often mild. Shallow water ensures that large vessels stay well clear of the site.

Site Recording

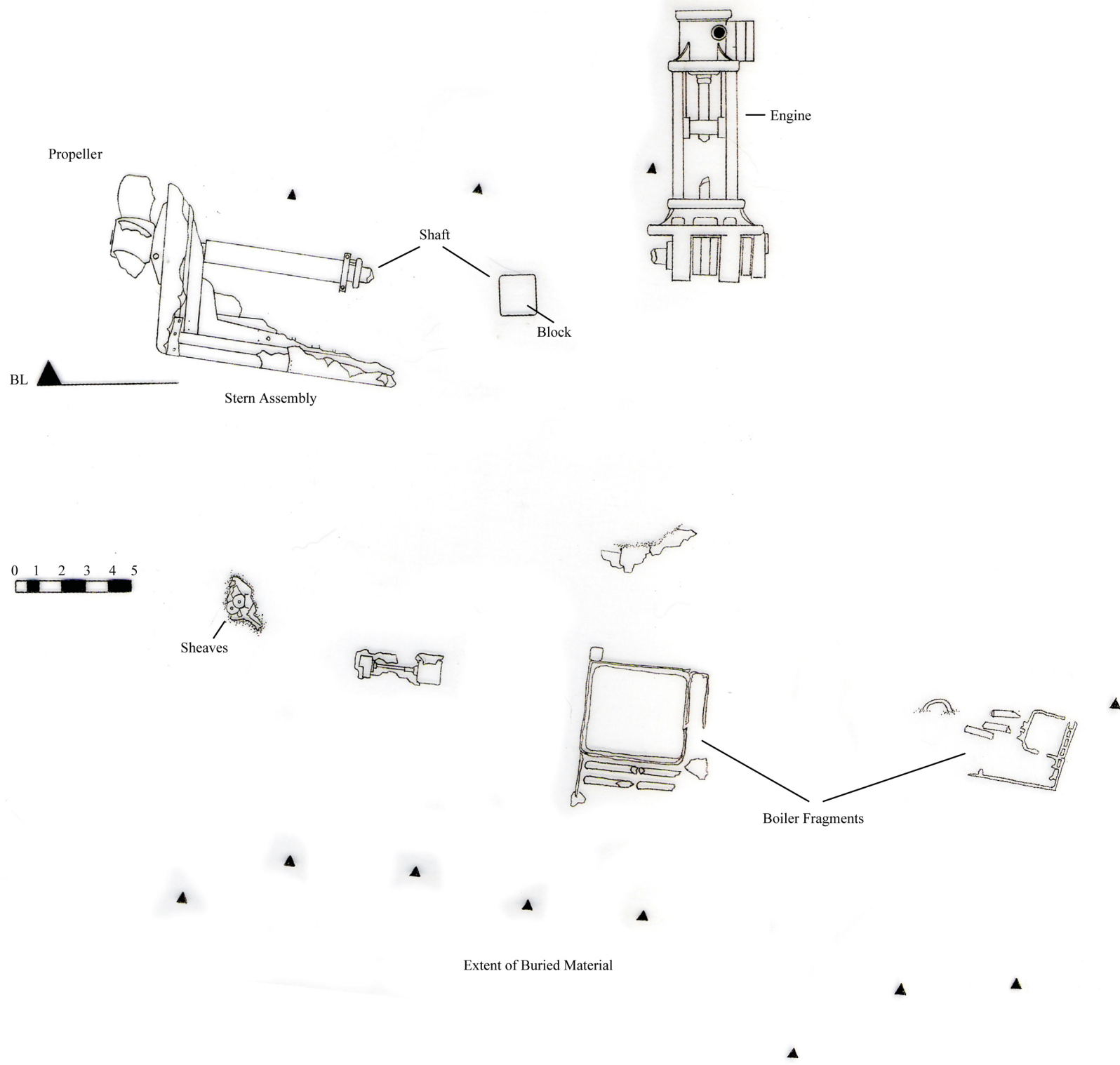
USS *Narcissus* was investigated during the course of the Tampa Bay Historic Shipwreck Survey. This work was conducted by the Florida Aquarium, under the



archaeological direction of South Eastern Archaeological Services, Inc., from 2006 through 2009. Site recordation entailed site mapping, video recording, and photography. The site was also delineated through extensive probing, working from a centerline baseline, which was used throughout the recording process to maintain

vertical and horizontal control of data acquisition. The Florida Aquarium produced annual site reports throughout the investigation.

Visible remains of USS *Narcissus* consist of an overhead, single cylinder, direct drive steam engine, the articulated remains of the stern assembly, the propeller, the propeller shaft, the shaft log and stuffing gland, a shaft pillow block, boiler fragments, portions of the steering gear relieving tackle, and buried articulated lower hull structure. Overall dimensions of the site are 65 feet long by 28 feet at the widest extent of preserved hull structure. Two anchors, possibly associated with the site, are within a 300-foot radius of the forward side of the engine. Both the engine and the stern assembly have fallen over to port with the centerline of the vessel located on an axis of 60/240 degrees magnetic, with the bow towards the north east. Site monitoring during the course of the project has recorded a plus/minus sediment shift of approximately two feet annually.



USS *NARCISSUS* SITE PLAN

However, it should be noted that during the original assessment of this site in 1999 a far greater depth of depositional sediment was recorded, completely covering nearly every feature of the wreck, with less than three feet of the upper edge of the engine bed exposed.

Visiting the Site

Despite the violent nature of the vessel's demise in a catastrophic boiler explosion, visitors to the site will find all of the major features of the vessel still in their

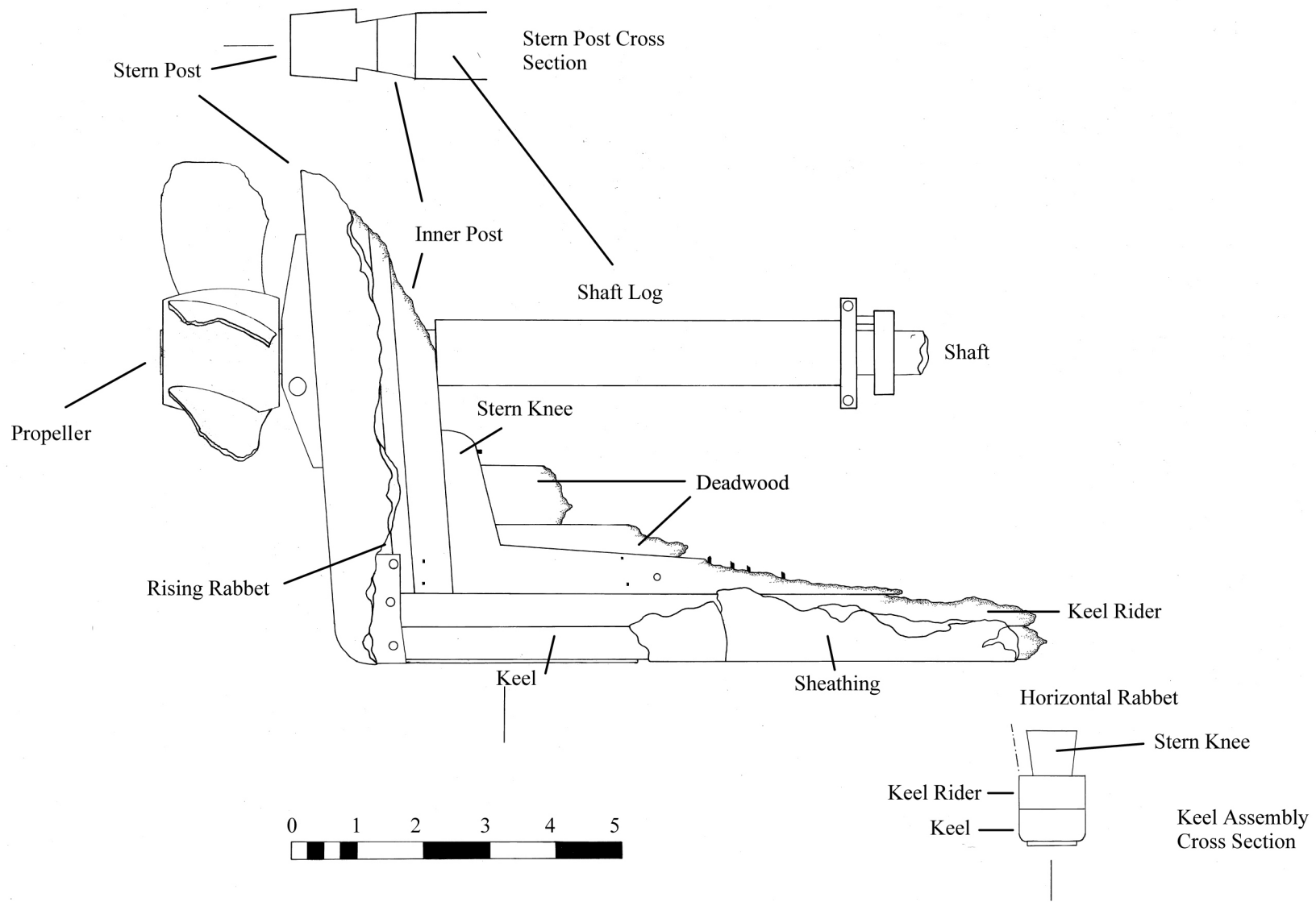


original relative positions although the engine and stern assembly have both fallen over to port. The lower hull is completely buried along the centerline forward of the break in the keel near the forward end of the stern knee. Although not visible, probing has revealed the bedding structure for both the engine and the boiler.

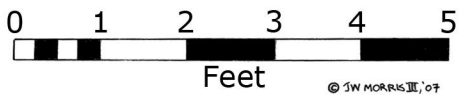
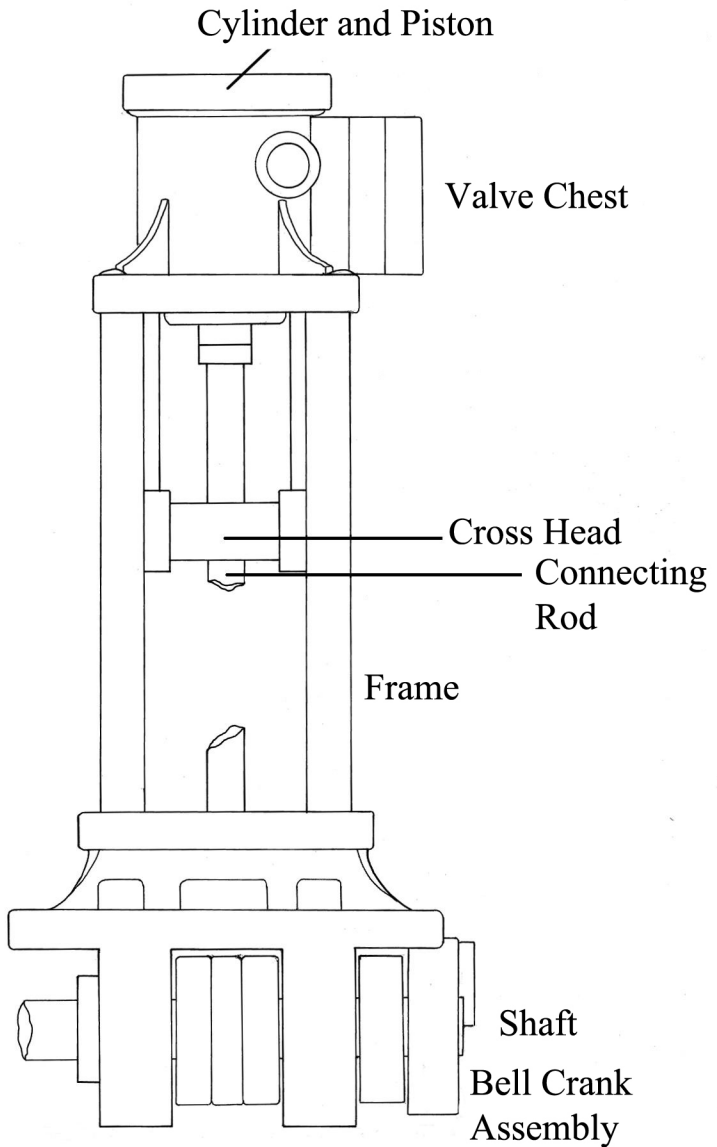
However, portions of the hull are visible just aft of the fallen engine where disarticulated futtocks and broken planking, as well as Muntz metal sheathing, have been displaced by the weight of the engine.

Starting from the stern and moving forward visitors will first encounter the four-bladed iron propeller and the articulated stern assembly. The stern assembly is comprised of the keel, a keel rider, the inner and outer sternposts, the stern knee, two pieces of deadwood, the shaft, the shaft log, and the stuffing gland. The shaft is broken forward of the gland and shaft log assembly. The keel and post assembly have fragments of sheathing still affixed to the sided surfaces. The sternpost assembly is secured to the keel with a through-bolted fishplate.

Immediately forward of the stern assembly is a pillow block and shaft cap that would have provided support for the propeller shaft. Both are slightly displaced from the vessel's centerline. Forward of the block is the engine and shaft assembly, fallen to port. The single cylinder engine is extremely well preserved although the piston rod is broken



STERN ASSEMBLY AND PROPELLER



© SW MORRIS III, '07

SINGLE CYLINDER INVERTED STEAM ENGINE

above the shaft bell crank assembly. The valve chest, cylinder cap, cross-head, cross-head guides, eccentrics, bell crank assembly, flywheel, and the forward end of the shaft are all still in place. The shaft is broken immediately aft of the engine. The rod guide is displaced and lying forward of the engine, the rods are broken off directly below the valve chest, and the piston is in the upward stroke position. Pipe work for the air pump and the condenser is still present, although sections are missing. The almost intact preservation of the engine makes this feature one of the most interesting aspects of this site.

Biological Description of the Site

The near shore environment in the Gulf of Mexico at the mouth of Tampa Bay



consists of a large expanse of sandy bottom, devoid of relief. Safe havens for fish and other creatures are sparse and difficult to find.

However, because of the estuarial ecosystem of Tampa Bay proper, any form of structure which happens to settle onto the bottom of the Gulf quickly provides a refuge for plant and animal life

and soon becomes an oasis in an underwater desert. Such is the case with USS *Narcissus*.

In June 2009, Florida Aquarium scientific divers were sent to the USS *Narcissus* wreck site to perform a biological survey. The biologists used the Reef Environmental Education Foundation (REEF) fish survey method to record the species and abundance of all animals found. Populations are recorded as “Single” (one individual), “Few” (two to 10 individuals), “Many” (11 to 100 individuals) and “Abundant” (100+ individuals). Usually this method ignores invertebrate species, but because of the compact nature of the site and shallow depth, biologists were able to note invertebrate species as well. The chart in Appendix C summarizes the results of the survey, revealing a surprising amount of diversity, not only of fish but also of invertebrate species, including hard and soft corals. Continued surveys of the site are recommended to monitor recruitment of both vertebrate and invertebrate species.

BENEFITS OF ESTABLISHING AN UNDERWATER PRESERVE

Benefits to the Site

USS *Narcissus* would benefit from designation by becoming the recipient of enhanced site interpretation and stewardship. Florida's Underwater Archaeological Preserves are interpreted for the public using a variety of methods. First, the Bureau of Archaeological Research, Division of Historical Resources, will prepare a brochure, available to the public, which outlines the site's history, archaeology, and biology. Second, an underwater laminated guide will be made available to divers. Third, USS *Narcissus* will be featured on the Museums in the Sea web site (www.museumsinthesea.com) interpreted online through short videos that take the viewer on an underwater excursion, a historical trip, and a biological tour.

The site would benefit from the stewardship of local businesses and water sports communities. Dive charter operations at other preserves have been active proponents of site conservation. Preservation of the site is in their best economic interests. Local divers, as part of the "Friends of USS *Narcissus*," will conduct site monitoring, periodical clean-ups, and help to spread the word about site stewardship and heritage conservation.

Benefits to the Community

The development of coastal Florida has been accompanied by the growth of water sports and aquatic recreation. The proliferation of the dive charter and instruction industry along the state's coastline has been in response to the demands of local residents and seasonal visitors. Florida has become a mecca for divers from around the world, and the sport's popularity continues to grow. Divers are looking for new and unique locations for underwater visits, with a growing awareness of the need to protect the marine environment and historical resources.

In a 1985 concept paper entitled "Development of a National Underwater Parks Plan" for the President's Commission on the American Outdoors, the Professional Association of Diving Instructors (PADI) established the need for more underwater

parks, since “increasingly, scuba divers are finding it difficult to locate adequate places to participate in their chosen activity.” PADI’s primary argument for the establishment of underwater parks was based on its observation that “all well-planned underwater parks currently in existence are heavily used by divers,” and that “more underwater parks specifically designed for divers are needed.” One of the paper’s main points was that “it is not enough to merely establish aquatic ecological preserves or sanctuaries without the thought of how the area should be developed for use by recreational divers.”

The PADI paper also listed advantages of its proposed plan for more parks:

1. Increased protection of precious, unique, and popular aquatic environments.
2. Increased access by scuba divers to coastal and inland aquatic environments.
3. Increased opportunity for local aquatic-oriented businesses near newly developed underwater parks.
4. Increased opportunity for local support businesses (hotels, restaurants, etc.).
5. Increased income by state recreational departments and/or federal agencies from usage fees, concessions, etc.
6. Creation of new jobs, i.e., biologists, rangers, fish and game officials, support services personnel, lifeguards, etc.

The establishment of a new Preserve will represent an added attraction for visitors to Pinellas County. An underwater destination such as USS *Narcissus* fits neatly into three categories of tourism:

Recreational Tourism – as a water sports destination.

Heritage Tourism – as an historical shipwreck reflecting local maritime heritage.

Eco-Tourism – as an interpreted marine habitat.

According to a 2010 update of a study entitled “Economic Impacts of Historic Preservation in Florida”, heritage tourists in Florida during the year 2007 spent an estimated \$4.13 billion. The total annual economic impact from this spending by Florida

heritage travelers, within Florida created 75,528 jobs, brought in \$1.57 billion in income, generated \$2.46 billion in gross state product, and contributed \$813 million in taxes. On an annual basis, Florida realized an annual in-state wealth creation from heritage tourism of about \$2.21 billion. The economic benefits of Florida heritage tourism are enjoyed throughout the state's economy across the retail trade, finance, insurance, real estate services, and manufacturing industries. Marine recreational tourism is also economically beneficial, with tens of millions of people nationwide participating in some manner, such as scuba diving, snorkeling, swimming, or recreational boating.

Florida's Underwater Archaeological Preserves are well visited. A recent survey of area dive shops and individuals revealed that the preserves are far more than archaeological curiosities. They are the focus of regular dive excursions, generating significant revenues for local dive shops. Of the eleven preserves, most are being visited regularly. Dive shops take charters to some sites as often as twice a week, or even more frequently at the height of the dive season. Several dive shops indicated that site visits comprised a significant part of their business. Preserves continue to generate income in their respective communities. In the current economic downturn, it is heartening news to learn that this state program is generating money for Florida businesses.

There is a varying degree of visitation between individual preserves, but most of them are visited frequently. *San Pedro*, *Vamar*, *USS Massachusetts*, *Half Moon*, *SS Copenhagen*, and *Regina* are visited very often. In season, *SS Tarpon* is visited on at least a weekly basis, with *Lofthus* visited slightly less frequently. In total, the preserves are visited at least 424 times a year by dive charters. If one conservatively assumes four divers per trip at \$50.00 per diver, then each preserve on average generates substantial gross revenues for Florida businesses. The preserves combined generate tens of thousands of dollars in direct income. This does not include those who visit these sites with their own boats, nor does it include money spent in nearby hotels, restaurants, shops, or other businesses that benefit peripherally from the preserves program.

Creation of a shipwreck park at the site of USS *Narcissus* will benefit all interested parties, and can provide important returns, both financial and historical, for the community as a whole. The key to the successful establishment of a new Preserve will rest in the hands of those who are willing to promote the idea within the community and to participate in the protection and maintenance of the park, once it is established.

As an area set aside for enjoyment by the public and protection by the state, an Underwater Archaeological Preserve is a cooperative approach to cultural resource management. These Preserves are of past and future historical value and can provide a means of education through recreation for generations to come. Furthermore, they offer the public a chance to participate in local historic preservation. Shipwreck Preserves have worked quite well in other regions of Florida and have given local communities a sense of stewardship and pride in their submerged historic sites. By establishing a Preserve off Egmont Key, residents and visitors will have the opportunity to be better informed and to become more aware of the long-term value of preserving a historic shipwreck in its natural setting. This local involvement strengthens a community's ties with the past, while enhancing recreation and tourism in the present.

SUGGESTED CONSIDERATIONS FOR THE ESTABLISHMENT OF THE USS *NARCISSUS* PRESERVE

1. Substantial archaeological, biological, and historical research has already been conducted on USS *Narcissus*. Active participation of the local historical and waterfront communities is recommended to accomplish future tasks including site monitoring and archaeological or biological surveys.
2. The **Friends of USS *Narcissus*** organization should be expanded to include civic and business leaders, members of the waterfront community, officials from the city, county, and state, and interested private citizens. The Friends will act as a non-profit body to oversee planning, implementation, and future maintenance of the Preserve and will supervise the formation of committees to accomplish various tasks in the Preserve's establishment. The Friends will monitor the site on behalf of the state and the US Navy, reporting annually to the Naval History and Heritage Command. To learn more about the **Friends of USS *Narcissus***, please contact:

Michael S. Terrell

The Florida Aquarium

701 Channelside Drive

Tampa, Florida, 33602

mterrell@flaquarium.org

3. As with the other Florida Preserves, a bronze plaque should be placed on the site to designate the shipwreck as an Underwater Archaeological Preserve and Florida Heritage Site. This plaque should reference the Sunken Military Craft Act. Any violations should be reported to the Naval History and Heritage Command and State Archaeologists.
4. The Florida Department of State, Division of Historical Resources will prepare, print, and distribute a brochure similar to those designed for existing Underwater Preserves.

The brochure will briefly review the history of USS *Narcissus*, give directions to the site, and orient visitors to the historical and natural features of the shipwreck.

5. Using the current site plan, an underwater laminated field guide can be devised to orient visitors around the site, to point out prominent features of the wreck, and to interpret marine life commonly found in the area. This underwater guide can be made available at a nominal fee to the public through local waterfront businesses, and a portion of the proceeds can be set aside by the Friends for a small site maintenance fund.
6. The shipwreck USS *Narcissus* should be nominated to the National Register of Historic Places.
7. A shore-based exhibit about USS *Narcissus* should be developed to acquaint those who do not visit the site with its history and present situation. The exhibit should be housed in a publicly accessible and frequently visited place, and should include photographs, artifacts, plans, and drawings. Interpretation could include an exhibit at the Florida Aquarium featuring a 1:1 fiberglass model of the engine and/or stern assembly displayed in a tank. Brochures also can be made available for distribution.
8. A mooring system should be installed near the site to prevent anchor damage and to provide greater safety to visitors.

If you support the establishment of the preserve, or if you have any suggestions or ideas please write to:

Robert F. Bendus
Director, Division of Historical Resources
State Historic Preservation Officer
Florida Department of State
R. A. Gray Building, 500 South Bronough Street
Tallahassee, Florida 32399-0250
robert.bendus@dos.myflorida.com

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University of Florida and Rutgers University

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Research Funding and Oversight: Florida Department of State, Division of
Historical Resources, Bureau of Historic Preservation, Tallahassee, Florida.

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For additional information about Florida's Underwater Archaeological Preserves, or to obtain copies of this proposal, please contact:

Underwater Archaeological Preserves
Florida Bureau of Archaeological Research
1001 DeSoto Park Drive
Tallahassee, Florida 32301
(850) 245-6317
franklin.price@dos.myflorida.com
<http://www.museumsinthesea.com>
www.flheritage.com

APPENDIX A: CREW OF USS *NARCISSUS*

All hands were lost in the wreck of USS *Narcissus*, January 4th, 1866. Below is a list of her crew as published in the *New York Herald*, February 6th, 1866.

Acting Ensign Commanding

J.S. Bradbury [sic; Isaac S. Bradbury]

Acting Ensign and Executive Officer

C.C. Dunbar

Mates

John L. Hall

F.A. Case

Engineers

F.R. Shoemaker, Acting Second Assistant in charge

Edward A. Hopkins, Acting Third Assistant

J. Hallsall, Acting Third Assistant

Geo. Anderson, Acting Third Assistant

Crew

William Thomas, seaman

Henry Smith, second master

Eugene McSorley, first class fireman

John Chrystal, coal heaver

James Burns, landsman

Jacob Chisholm, ship's cook

John Donnelly, second class fireman

George H. McGuire, coal heaver

Daniel Dwyer, coal heaver

John Hamilton, steerage cook

William Wilkinson, second class fireman

John Kennedy, coal heaver

Barney Sheridan, coal heaver

Branton Scobel, seaman

Columbus Williams, seaman

John Jones, seaman

John Ross, cook

James Heenan, coal heaver

Thomas White, second class fireman, was transferred to Pensacola hospital before *Narcissus* sailed.

APPENDIX B: SUNKEN MILITARY CRAFT ACT¹

TITLE XIV--SUNKEN MILITARY CRAFT

Sec. 1401. Preservation of title to sunken military craft and associated contents.

Sec. 1402. Prohibitions.

Sec. 1403. Permits.

Sec. 1404. Penalties.

Sec. 1405. Liability for damages.

Sec. 1406. Relationship to other laws.

Sec. 1407. Encouragement of agreements with foreign countries.

Sec. 1408. Definitions.

SEC. 1401. PRESERVATION OF TITLE TO SUNKEN MILITARY CRAFT AND ASSOCIATED CONTENTS.

Right, title, and interest of the United States in and to any United States sunken military craft--

(1) shall not be extinguished except by an express divestiture of title by the United States; and

(2) shall not be extinguished by the passage of time, regardless of when the sunken military craft sank.

SEC. 1402. PROHIBITIONS.

(a) Unauthorized Activities Directed at Sunken Military Craft- No person shall engage in or attempt to engage in any activity directed at a sunken military craft that disturbs, removes, or injures any sunken military craft, except--

(1) as authorized by a permit under this title;

(2) as authorized by regulations issued under this title; or

(3) as otherwise authorized by law.

(b) Possession of Sunken Military Craft- No person may possess, disturb, remove, or injure any sunken military craft in violation of--

(1) this section; or

(2) any prohibition, rule, regulation, ordinance, or permit that applies under any other applicable law.

(c) Limitations on Application-

(1) ACTIONS BY UNITED STATES- This section shall not apply to actions taken by, or at the direction of, the United States.

(2) FOREIGN PERSONS- This section shall not apply to any action by a person who is not a citizen, national, or resident alien of the United States, except in accordance with--

(A) generally recognized principles of international law;

¹ <http://www.history.navy.mil/branches/org12-12a.htm>

(B) an agreement between the United States and the foreign country of which the person is a citizen; or

(C) in the case of an individual who is a crew member or other individual on a foreign vessel or foreign aircraft, an agreement between the United States and the flag State of the foreign vessel or aircraft that applies to the individual.

(3) **LOAN OF SUNKEN MILITARY CRAFT-** This section does not prohibit the loan of United States sunken military craft in accordance with regulations issued by the Secretary concerned.

SEC. 1403. PERMITS.

(a) **In General-** The Secretary concerned may issue a permit authorizing a person to engage in an activity otherwise prohibited by section 1402 with respect to a United States sunken military craft, for archaeological, historical, or educational purposes, in accordance with regulations issued by such Secretary that implement this section.

(b) **Consistency With Other Laws-** The Secretary concerned shall require that any activity carried out under a permit issued by such Secretary under this section must be consistent with all requirements and restrictions that apply under any other provision of Federal law.

(c) **Consultation-** In carrying out this section (including the issuance after the date of the enactment of this Act of regulations implementing this section), the Secretary concerned shall consult with the head of each Federal agency having authority under Federal law with respect to activities directed at sunken military craft or the locations of such craft.

(d) **APPLICATION TO FOREIGN CRAFT-** At the request of any foreign State, the Secretary of the Navy, in consultation with the Secretary of State, may carry out this section (including regulations promulgated pursuant to this section) with respect to any foreign sunken military craft of that foreign State located in United States waters.

SEC. 1404. PENALTIES.

(a) **In General-** Any person who violates this title, or any regulation or permit issued under this title, shall be liable to the United States for a civil penalty under this section.

(b) **Assessment and Amount-** The Secretary concerned may assess a civil penalty under this section, after notice and an opportunity for a hearing, of not more than \$100,000 for each violation.

(c) **Continuing Violations-** Each day of a continued violation of this title or a regulation or permit issued under this title shall constitute a separate violation for purposes of this section.

(d) **IN REM LIABILITY-** A vessel used to violate this title shall be liable in rem for a penalty under this section for such violation.

(e) **OTHER RELIEF-** If the Secretary concerned determines that there is an imminent risk of disturbance of, removal of, or injury to any sunken military craft, or that there has been actual disturbance of, removal of, or injury to a sunken military craft, the Attorney General, upon request of the Secretary concerned, may seek such relief as may be necessary to abate such risk or actual disturbance, removal, or injury and to return or restore the sunken military craft. The district courts of the United States shall have

jurisdiction in such a case to order such relief as the public interest and the equities of the case may require.

(f) **LIMITATIONS-** An action to enforce a violation of section 1402 or any regulation or permit issued under this title may not be brought more than 8 years after the date on which--

- (1) all facts material to the right of action are known or should have been known by the Secretary concerned; and
- (2) the defendant is subject to the jurisdiction of the appropriate district court of the United States or administrative forum.

SEC. 1405. LIABILITY FOR DAMAGES.

(a) **In General-** Any person who engages in an activity in violation of section 1402 or any regulation or permit issued under this title that disturbs, removes, or injures any United States sunken military craft shall pay the United States enforcement costs and damages resulting from such disturbance, removal, or injury.

(b) **Included Damages-** Damages referred to in subsection (a) may include--

- (1) the reasonable costs incurred in storage, restoration, care, maintenance, conservation, and curation of any sunken military craft that is disturbed, removed, or injured in violation of section 1402 or any regulation or permit issued under this title; and
- (2) the cost of retrieving, from the site where the sunken military craft was disturbed, removed, or injured, any information of an archaeological, historical, or cultural nature.

SEC. 1406. RELATIONSHIP TO OTHER LAWS.

(a) **In General-** Except to the extent that an activity is undertaken as a subterfuge for activities prohibited by this title, nothing in this title is intended to affect--

- (1) any activity that is not directed at a sunken military craft; or
- (2) the traditional high seas freedoms of navigation, including--
 - (A) the laying of submarine cables and pipelines;
 - (B) operation of vessels;
 - (C) fishing; or
 - (D) other internationally lawful uses of the sea related to such freedoms.

(b) **International Law-** This title and any regulations implementing this title shall be applied in accordance with generally recognized principles of international law and in accordance with the treaties, conventions, and other agreements to which the United States is a party.

(c) **Law of Finds-** The law of finds shall not apply to--

- (1) any United States sunken military craft, wherever located; or
- (2) any foreign sunken military craft located in United States waters.

(d) **Law of Salvage-** No salvage rights or awards shall be granted with respect to--

- (1) any United States sunken military craft without the express permission of the United States; or

(2) any foreign sunken military craft located in United States waters without the express permission of the relevant foreign state.

(e) Law of Capture or Prize- Nothing in this title is intended to alter the international law of capture or prize with respect to sunken military craft.

(f) Limitation of Liability- Nothing in sections 4281 through 4287 and 4289 of the Revised Statutes (46 U.S.C. App. 181 et seq.) or section 3 of the Act of February 13, 1893 (chapter 105; 27 Stat. 445; 46 U.S.C. App. 192), shall limit the liability of any person under this section.

(g) Authorities of the Commandant of the Coast Guard- Nothing in this title is intended to preclude or limit the application of any other law enforcement authorities of the Commandant of the Coast Guard.

(h) Prior Delegations, Authorizations, and Related Regulations- Nothing in this title shall invalidate any prior delegation, authorization, or related regulation that is consistent with this title.

(i) Criminal Law- Nothing in this title is intended to prevent the United States from pursuing criminal sanctions for plundering of wrecks, larceny of Government property, or violation of any applicable criminal law.

SEC. 1407. ENCOURAGEMENT OF AGREEMENTS WITH FOREIGN COUNTRIES.

The Secretary of State, in consultation with the Secretary of Defense, is encouraged to negotiate and conclude bilateral and multilateral agreements with foreign countries with regard to sunken military craft consistent with this title.

SEC. 1408. DEFINITIONS.

In this title:

(1) ASSOCIATED CONTENTS- The term `associated contents' means--

(A) the equipment, cargo, and contents of a sunken military craft that are within its debris field; and

(B) the remains and personal effects of the crew and passengers of a sunken military craft that are within its debris field.

(2) SECRETARY CONCERNED- The term `Secretary concerned' means--

(A) subject to subparagraph (B), the Secretary of a military department; and

(B) in the case of a Coast Guard vessel, the Secretary of the Department in which the Coast Guard is operating.

(3) SUNKEN MILITARY CRAFT- The term `sunken military craft' means all or any portion of--

(A) any sunken warship, naval auxiliary, or other vessel that was owned or operated by a government on military noncommercial service when it sank;

(B) any sunken military aircraft or military spacecraft that was owned or operated by a government when it sank; and

(C) the associated contents of a craft referred to in subparagraph (A) or (B), if title thereto has not been abandoned or transferred by the government concerned.

(4) UNITED STATES CONTIGUOUS ZONE- The term `United States contiguous zone' means the contiguous zone of the United States under Presidential Proclamation 7219, dated September 2, 1999.

(5) UNITED STATES INTERNAL WATERS- The term `United States internal waters' means all waters of the United States on the landward side of the baseline from which the breadth of the United States territorial sea is measured.

(6) UNITED STATES TERRITORIAL SEA- The term `United States territorial sea' means the waters of the United States territorial sea under Presidential Proclamation 5928, dated December 27, 1988.

(7) UNITED STATES WATERS- The term `United States waters' means United States internal waters, the United States territorial sea, and the United States contiguous zone.

APPENDIX C: BIOLOGICAL SURVEY**Vertebrates**

	Single	Few	Many	Abundant
Belted Sandfish			X	
Black Sea Bass		X		
Cobia		X		
Florida Blenny		X		
Gag Grouper			X	
Goliath Grouper		X		
Grey Snapper			X	
High-Hat (Adlt)		X		
High-Hat (juv)		X		
Hogfish	X			
Sand Perch		X		
Scaled Sardine				X
Sheepshead			X	
Spadefish				X
Spottail Pinfish		X		
White Grunt			X	

Invertebrates

	Single	Few	Many	Abundant
Decorator Crab		X		
Feather Duster Worms			X	
Hard coral <i>Montastrea sp.</i>			X	
Hard coral <i>Oculina sp.</i>			X	
Hermit Crab			X	
Sand Dollar				X
Soft Coral Orange Gorgonian			X	
Soft Coral Purple Gorgonian			X	
Soft Coral Yellow Gorgonian			X	
Sponge (various colors)				X
Stone Crab			X	