

from 12 in 1909 to 15,000 in 1911 (Jones, 1948). Between 1909 and 1910, land prices jumped from \$2 to \$15 per acre. The State Legislature enacted laws levying acreage taxes on benefits, and authorized the EDD to issue bonds.

By 1912, it became apparent that the existing canals, and those in the planning stages, would not be sufficient to control Lake Okeechobee and drain the lands. The Everglades Engineering Commission was employed to undertake further detailed studies. They concluded: "The existing works and conditions of land ownership and settlement seem now to be such as necessitates an earnest effort to reclaim in one continuous project and with the greatest possible expedition, all lands south and southeast of Lake Okeechobee between the Miami Canal, the proposed West Palm Beach Canal, and the eastern boundary of the Drainage District" (as quoted in Jones, 1948). The commission recommended the excavation of the St. Lucie Canal and arteries.

In 1913, the Florida Legislature passed the General Drainage Act, included as Chapter 298 of the Florida Statutes. The Act allowed individual landowners to join together to form private drainage districts with the power to issue bonds, levy taxes, and develop water management systems within the EDD boundaries (Knecht, 1986).

The EDD began work in 1906 and by 1928 had constructed 6 major canals with a total length of over 400 miles. Included in these efforts were the excavation of the West Palm Beach, Hillsboro, North New River, and Miami Canals (Knecht, 1986) (Figure 1). The 18-year period between 1913 and 1931 saw the completion of 440 miles of canals, adding the Bolles and Cross Canals, construction of 47 miles of levees, 16 locks and dams, and costing approximately 18 million dollars (Jones, 1948).

The Okeechobee Flood Control District was created by the Florida Legislature in 1929. The District was responsible for providing or obtaining works and improvements necessary for flood control and navigation in Lake Okeechobee, the Caloosahatchee River, and the Everglades (Jones, 1948).

In 1931, the Internal Improvement Fund, derived from land sales, again went bankrupt and defaulted on payments on mature bonds (Jones, 1948). This new financial dilemma was intensified by the collapse of the land boom of 1925, the 1926 and 1928 hurricanes, and the generally poor national economic situation. Consequently, all construction work stopped and maintenance was deferred.

In 1936, Federal Government policies changed (Smith, 1980) as a result of the adoption of the Flood Control Act of 1936. The Act maintained that the Federal Government should improve, or participate in the improvement of, waters for flood

control purposes if the populations in the surrounding areas would suffer should the improvements not be made. The Army Corps of Engineers (COE) proceeded under United States Congressional approval, to improve the Caloosahatchee River and St. Lucie Canal in order to better control floods along Lake Okeechobee (Jones, 1948) and to provide a channel from Ft. Myers to Stuart. Maintenance of Lake Okeechobee stage and associated works were under the control of the COE as they are today.

In 1947, Everglades National Park (ENP) was officially created (Florida Department of Administration, 1976), placing yet another supply demand on Lake Okeechobee. The creation of the ENP probably helped to raise the consciousness of the public to the need for preserving natural Florida habitats in spite of the push for economic development.

Creation of the Central and Southern Florida Flood Control District

On May 6, 1948, the 80th United States Congress passed House Document 643 (Knecht, 1986). Passage of the document officially adopted a comprehensive plan for flood control in south Florida. The document launched the Southern Florida Flood Control Project.

In response to federal actions, in 1949 the Florida Legislature passed Chapter 378 of the Florida Statutes creating the Central and Southern Florida Flood Control District (FCD) (Knecht, 1986) to be the local sponsor of the project. The FCD's duties included the responsibility for all rights of way, operating and maintaining all project works, accepting all potential liability for damages that could occur under the plan, and contributing 15% of the construction costs. The purposes of the project, and hence the goals of the FCD, were to provide flood protection, ensure adequate water supply, prevent salt water intrusion along the Lower East Coast (LEC), enhance the region's fish, wildlife, and other environmental resources, and to provide water supply to the ENP (SFWMD, 1985c).

These goals were admittedly "lofty and ambitious" (Smith, 1980) and were in response to a need for change brought on by population growth, urbanization of inland areas, and increased environmental awareness. However, the primary goal of the FCD remained flood control. Navigational improvements that had once dominated the need for canalization and development of the Everglades, stemming from the dependence on businessmen and transportation companies for funding, receded as needs for flood control came to the forefront.

The Central and Southern Flood Control District ushered in the modern era of Everglades