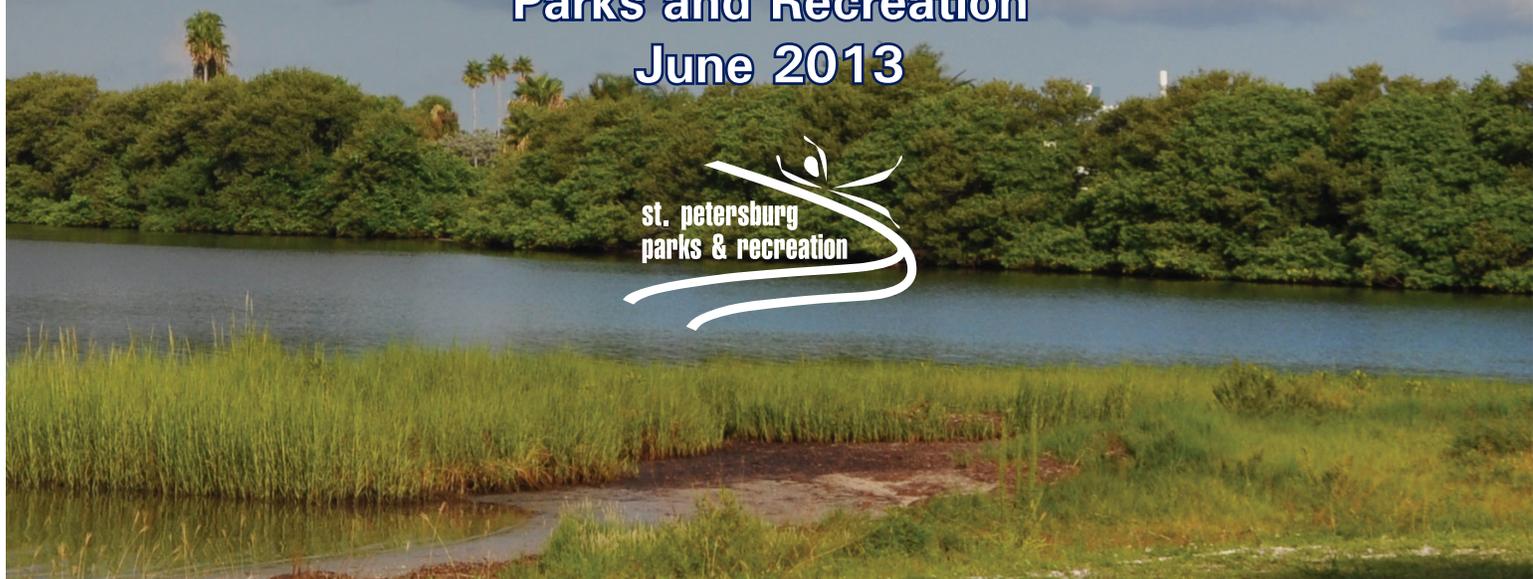




# Maximo Park Master Plan

City of St. Petersburg  
Parks and Recreation  
June 2013





# Maximo Park Master Plan

---

*“Charting the Course”*



Prepared by:  
City of St. Petersburg  
P.O. Box 2842  
St. Petersburg, FL 33731

Consulting Ecologist:  
George F. Young, Inc.  
299 Dr. Martin Luther King Jr. Street North  
St. Petersburg, FL 33701

June 2013

The Maximo Park Master Plan is intended to form the basis for stewardship of important archaeological, cultural and environmental resources in concert with public recreational use of the park property.

# TABLE OF CONTENT

COMMUNITY PRESERVATION COMMISSION (CPC) ACTION.....	5
CPC Conditions of Approval.....	7
The Master Plan Process .....	7
Public Involvement Program .....	7
Master Plan Goals & Objectives.....	8
ARCHAEOLOGICAL RESOURCES.....	8
Maximo Beach Archaeological Site (8PI00031; HPC 91-05) .....	10
Frenchman’s Creek Archaeological Site (8PI11968) .....	10
Archaeological Resources Regulatory/Management Activity Review .....	12
ARCHAEOLOGICAL RESOURCES RECOMMENDATIONS.....	13
Guiding Principles .....	13
CPC Conditions of Approval.....	14
Additional Archaeological Resources Recommendations.....	17
ENVIRONMENTAL RESOURCES .....	21
Environmental Resources Summary .....	25
Soils .....	25
Topography.....	25
FLUCCS Code Mapping .....	25
ENVIRONMENTAL RESOURCES REGULATORY/MANAGEMENT ACTIVITY REVIEW .....	29
Preservation – Future Land Use .....	31
Large Tract Wildlife Area.....	32
Wilderness Area .....	32
Invasive Exotic Plant Removal .....	33
ENVIRONMENTAL RESOURCES RECOMMENDATIONS.....	34
PUBLIC RECREATIONAL USE.....	35
Land Use Designations .....	35
Significance .....	35
Public Recreational Use History .....	36
Public Recreational Use Recent History .....	37

MAXIMO PARK MASTER PLAN MAP .....	38
Public Recreational Uses .....	38
Master Plan Map Guiding Principles .....	39
Master Plan Map Features .....	39
FUNDING SUMMARY .....	44
CIP Funding .....	44
RESTORE Act Funding.....	44
2014 Viva Florida 500 Small Matching Grant Funding.....	45

## LIST OF FIGURES

Figure 1 : Maximo Park Entrance .....	5
Figure 2 : O'Neill's Marina Sign.....	5
Figure 3 : Aerial Map.....	6
Figure 4 : Goals & Objectives Balance Diagram.....	8
Figure 5 : Archaeological Resources Map .....	9
Figure 6 : Boat Ramp Improvement Project Aerial View.....	11
Figure 7 : Educational Signage at Maximo Park.....	13
Figure 8 : Sign at South Observation Tower .....	14
Figure 9 : Restoration Area Signage.....	15
Figure 10: ARM Trained Staff Monitoring Planting at Maximo Park .....	16
<i>Figure 11 : Example Mound Re-creation Photo.....</i>	<i>18</i>
Figure 12 : Soils Map .....	22
Figure 13 : Topography Map.....	23
Figure 14 : FLUCCS Code Map.....	24
Figure 15 : South Florida Slash Pine Photo.....	26
Figure 16 : Marlberry Photo .....	27
Figure 17 : Salt Marsh Photo .....	28
Figure 18 : Environmental Resources Map.....	30
Figure 19 : Invasive Exotic Plant Removal Map .....	33
Figure 20 : Existing Site Plan Map.....	42
Figure 21 : Master Plan Map.....	43
Figure 22 : Viva Florida Program Logo .....	45

## LIST OF ATTACHMENTS

Attachment I: Maximo Park Legal Description

Attachment II: Maximo Park Master Plan CPC Voting Record and COA

Attachment III: Staff Report HPC 12-90300002 – May 18, 2012  
Current Local Landmark Designation

# Maximo Park Master Plan

---

The Maximo Park Master Plan is intended to form the basis for stewardship of important archaeological, cultural and environmental resources in concert with public recreational use of the park property. Maximo Park is over 40 acres in size and is one of 100 plus City Charter Parks, a park established and protected by the St. Petersburg City Charter.

Located at 6600 34<sup>th</sup> Street South (the west terminus of Pinellas Point Drive South) Maximo Park is on the west (right) side of the southbound Skyway Bridge approach and is bordered by Frenchman's Creek to the north and Boca Ciega Bay to the west. O'Neill's Marina at 6701 34<sup>th</sup> Street South has operated on City owned land next to the park at the southern end of the property for over 50 years. Visitors to Maximo Park are welcomed by native plants at the entrance gate including Florida's State Tree, cabbage palm (*Sabal palmetto*) and silver saw palmetto (*Serenoa repens "Cinerea"*).



Figure 1 : Maximo Park Entrance

## COMMUNITY PRESERVATION COMMISSION (CPC) ACTION

The Maximo Park Master Plan has been prepared in response to action by the City Community Preservation Commission (CPC) in accordance with the amended conditions of approval of **Case Number: COA 11-90200051**, November 18, 2011, Condition 5, which states:

*"A master/management plan will be created for Maximo Park and reviewed and approved by the CPC within one year."*



Figure 2 : O'Neill's Marina Sign



## CPC Conditions of Approval

On November 18, 2011 the City Community Preservation Commission (CPC) voted 5 to 2 in favor of a Certificate of Appropriateness (COA) for the disc golf course at Maximo Park.

The 5 conditions of the CPC Case Number: COA 11-90200051 approval of are as follows:

1. Expand the Local Landmark Designation. Install signage “illegal to collect artifacts.”
2. Pursue National Register nomination. Increase appreciation and heritage tourism of archaeological sites and Maximo Park.
3. Limit access to the top of the mound with native plantings.
4. Maintain a layer of surface dirt at tees and targets. All new subsurface work requires a COA and archaeological monitoring.
5. **A master / management plan.**

## The Master Plan Process

The master plan process includes four basic steps:

- Step 1: Data Collection & Mapping
- Step 2: Design Program Development
- Step 3: Draft Master Plan
- Step 4: Final Master Plan

## Public Involvement Program

Four opportunities for public involvement subtitled “Charting the Course” and symbolized by a compass, have been built into the master plan process:

1. Public Forum 1 – July 17, 2012 (Data Collection and Design Program Development)
2. Public Forum 2 – October 30, 2012 (Preliminary Master Plan)
3. Public Forum 3 – January 9, 2013 (Preliminary Master Plan)
4. CPC Hearing – January 18, 2013 (Master Plan Approved)



## Master Plan Goals & Objectives

- ❖ The Master Plan seeks to achieve balance between resources and interests.
- ❖ To provide the highest and best use of park land for the public good.
- ❖ While practicing informed and responsible stewardship.



Figure 4 : Goals & Objectives Balance Diagram

## ARCHAEOLOGICAL RESOURCES

As stated in the Historic Preservation Element of the Comprehensive Plan, the goal of the historic preservation plan is to direct and manage the programs and policies related to the preservation of the City's historic and archaeological resources. The City recognizes the need to continue identification efforts and to protect these resources from both immediate and cumulative adverse impacts. The following Archaeological Resources Map has been prepared for the master plan.

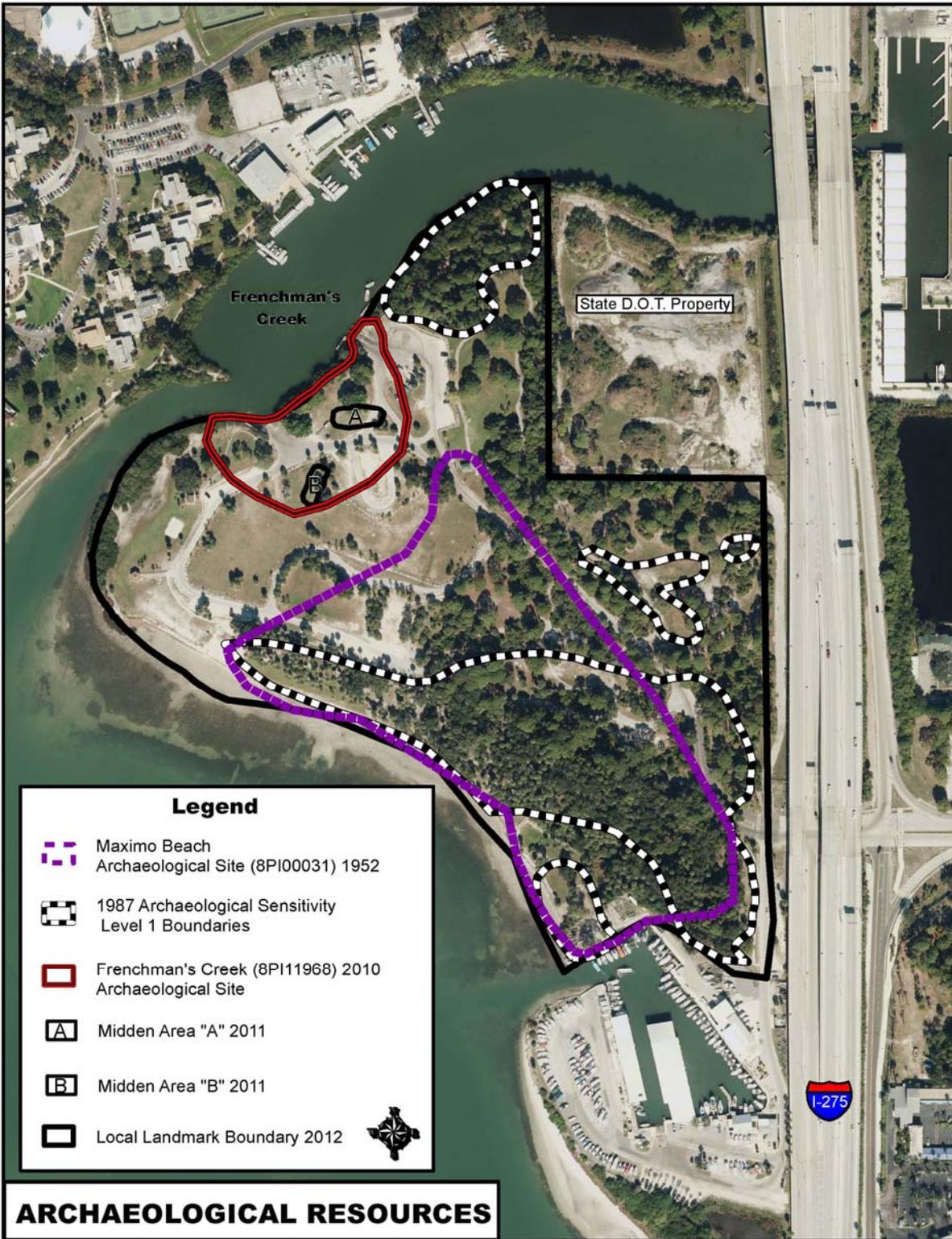


Figure 5 : Archaeological Resources Map

Archaeological investigations along Maximo Beach originated in the 1880s with periodic reports concerning the site recorded during the early twentieth century. Presently, there are two known archaeological sites within the boundaries of Maximo Park, Maximo Beach and Frenchman's Creek.

### **Maximo Beach Archaeological Site (8PI00031; HPC 91-05)**

The Maximo Beach Archaeological Site in Maximo Park is one of the few large shell midden complexes remaining in Florida. The site consists of several shell middens, two large mounds, a submerged midden deposit and lithic scatter located offshore beneath the waters of Boca Ciega Bay. The site was occupied from the Paleo-Indian period through the Spanish Contact period (12,000 BC to 1800 AD). The Maximo Beach Archaeological Site was likely part of the larger Maximo Point Temple Complex Site, situated east of I-275, which would have served as a religious and political center for the Safety Harbor cultures between 1000 AD and 1500 AD. Given the presence of several burial mounds at the Maximo Point Temple Complex Site and the cultural, temporal and spatial association of the Maximo Beach Site, it is possible that prehistoric aboriginal burials could be present in Maximo Park.

Historic maps and artifacts also indicate that Maximo Beach was the site of the mid-nineteenth century fish rancho built by Antonio Maximo Hernandez, the first white settler on the Pinellas peninsula known as Punta de Pinal (Point of Pines). A businessman, fisherman and guide, Maximo arranged fishing trips for soldiers from Ft. Brooke in Tampa. According to historian Walter P. Fuller, Maximo was a scout for Robert E. Lee when he came through the area during the Second Seminole War (1835-42).

The Maximo Beach Site was recorded in the state inventory of archaeological and historic sites, also known as the Florida Master Site File, in 1952 (FMSF 8PI31). In 1987, the site was identified as Sensitivity Level 1 - Eligible for Landmark Status in the Archaeological Survey of the City of St. Petersburg, which was depicted by three distinct areas in the park. Subsequently, the southern portion of the site was designated a Local Landmark by the City in 1992. In 2012, as required by CPC Case Number COA 11-90200051 conditions of approval, the local landmark boundary was expanded to include the entire Maximo Park site.

### **Frenchman's Creek Archaeological Site (8PI11968)**

Frenchman's Creek is purportedly named for Jean Chevelier (aka Alfred Lechevelier or Lechevallier) who purchased 120 Acres at Maximo Point from Maximo's widow in 1881 for the sum of \$1,800 dollars. Chevelier was a notorious plume hunter whose operation was known to have plundered 11,000 birds (spoonbills, snowy egrets, herons and pelicans) and 30,000 bird eggs in just one season. After depleting the bird rookeries at Pinellas Point, he moved south to the everglades where a bay in Everglades National Park bears his name. It took another two decades for laws that prevented plume harvesting to be passed in Florida.

In 2010, the City of St. Petersburg undertook a planning and design project to improve the boat ramps at Maximo Park. The proposed work was located out of the Local Landmark boundaries and the boundaries of the Sensitivity Level 1 archaeological areas, and therefore did not require a COA or archaeological preservation area review. However, the improvements required a permit from the U.S. Army Corps of Engineers (ACOE). The National Historic Preservation Act of 1966 (Public Law 89-665, as amended), Executive Order 11593, and Chapters 253 and 267 of the Florida Statutes require federal and state agencies to assess the impacts on cultural resources that may result from a federally funded or permitted undertaking. As such, the ACOE required a Cultural Resource Assessment Survey in order to permit the proposed Boat Ramp Improvement Project.

Consultant archaeologist, B.W. Burger, performed a survey within the boundaries of the proposed City project. In addition to providing an update of the Maximo Beach Site, Burger identified a new site, Frenchmen's Creek (8PI11968). The multi-component site is composed of two lithic scatters, three shell middens and one historic locus buried under spoil from the channelization of Frenchman's Creek. The boundaries of the new site extended out of the project area of the boat ramp improvement project. The lithic scatters appeared to be of Middle/Late Archaic (5000 to 3000 BCE) predating the three middens, which appeared Late Preceramic Archaic (ca. 2000 BCE) and/or Transitional (1000 to 500 BCE). The author concluded that the new site had the potential to yield additional significant data and should be considered eligible for listing in the National Register of Historic Places. He furthermore stated that "Given the numbers of sites and components located within and adjacent to Maximo Park and the breadth of time represented, this author feels that an Archaeological District nomination to the [National] Register could be supported (Burger, 2010:20)."

The Cultural Resource Assessment Survey report was submitted to the ACOE and to the Florida Department of State, Division of Historical Resources (State Historic Preservation Office; SHPO), as per regulations. The SHPO concurred with the determination that both the previously identified site, the Maximo Beach Site (8PI00031), and, the newly identified Frenchman's Creek Site (8PI11968), were eligible for listing in the National Register of Historic Places.



Figure 6 : Boat Ramp Improvement Project Aerial View

The Boat Ramp Improvement project was approved and permitted provided that certain measures were taken to minimize impacts to the archaeological sites with additional documentation (Kammerer to Kalaydjian, 4 February 2011). Construction of the boat ramp improvements began in 2012. Consulting archaeologist, B.W. Burger, is providing archaeological resource monitoring during boat ramp construction.

Boat Ramp Improvement Project fill will be placed in portions of the archaeological site with less deeply buried artifacts to help avoid adverse impacts to the newly identified site. Some of the proposed ground disturbances will be shallow enough so as not to impact the intact archaeological deposits. Additional testing is being conducted in the new pond area, and the professional archaeologist is present on-site to monitor ground disturbing activities. These actions are minimizing adverse impacts to the site (Kammerer to Burger, 18 February 2011). The limits of the Frenchman's Creek Archaeological Site beyond the Boat Ramp Improvement Project area remain unknown.

### **Archaeological Resources Regulatory/Management Activity Review**

Pursuant to Policy HP5.3, the archaeological sites located on City owned lands are monitored and maintained by the City's Parks & Recreation Department. Moreover, the Parks & Recreation Department is responsible for the following: insuring that any proposed parkland development will not adversely impact a significant archaeological site; insuring that individuals and groups do nothing that might damage the integrity of significant archaeological sites located on City parkland; and for monitoring the condition of the sites on a regular basis.

Although minor impacts from park improvement projects, marina construction, and shoreline erosion have impacted the edges of the site, the Maximo Beach Archaeological Site overall remained in a good, relatively undisturbed state at the time of designation in 1992. Prior to the designation, the installation of picnic shelters, a gazebo, and playground equipment in 1988 and 1990 were reviewed by the City's Planning Department and Piper Archaeological Research, Inc. in order to minimize impacts to the Sensitivity Level I site. Although the installation of the disc golf course in 2001 was reviewed by the City, a COA was not issued for the installation.

The Parks Department addressed concerns related to the archaeological resources in part by asking the neighborhood association, the Native Peoples Information Exchange and local environmentalists to recommend an archaeologist to evaluate the impact of the course. In June 2009, Jeff Moates, Director of the Florida Public Archaeology Network (FPAN) West Central Region based at USF, Tampa, performed an evaluation of the site. He identified the following four areas of immediate concern:

1. Suspend play on Course Hole #18 and determine an alternative location, preferably outside of the existing preservation and designation boundaries.

2. Implement erosion control measures along the shoreline adjacent to Course Hole #18 to minimize further damage to this portion of the archaeological site due to pedestrian activity.
3. Provide ground cover surrounding Tee #5.
4. Provide education and interpretive signage regarding the significance of the Park and proper use of the disc golf course and Park facilities.



Figure 7 : Educational Signage at Maximo Park

To date, the Parks & Recreation Department has addressed and completed remediation of the concerns listed above, with the exception of erosion control efforts which are on-going and dependent on available funding.

Certificate of Appropriateness (COA) determination is required for proposed ground disturbing activities on the Maximo Park site. Since 2009, several COAs have been processed for improvements to minimize the erosion of the archaeological site, stabilize the observation tower, install electrical poles, and remove concrete pads at disc golf holes 5 and 18 which were accelerating the erosion of the site. Disc golf holes 5 and 18 were removed in 2011.

## ARCHAEOLOGICAL RESOURCES RECOMMENDATIONS

The following guiding principles shall form the basis of the Archaeological Resource Recommendations for Maximo Park.

### Guiding Principles

- ❖ Protect and safeguard for coming generations.
- ❖ Promote respectful visitation.
- ❖ Recognize the sacred nature attributed to the mound by tribal people.
- ❖ Develop partnerships and consensus among all those interested in the mound.
- ❖ Maintain and reinforce the special character of the park.

- ❖ Develop an understanding of the archaeological and historic value of the mound within the context of cultural development in Tampa Bay and the State of Florida.
- ❖ Improve public appreciation of the value and importance of the mound.
- ❖ Enhance the visitor's experience within a model of sustainability.

## CPC Conditions of Approval

The five conditions of approval for CPC Case Number: COA 11-90200051 on November 18, 2011, and the actions taken to implement each of the recommendations are as follows:

**1. Expand the Local Landmark Designation. Install signage “illegal to collect artifacts.”**

*The Local Landmark Designation was expanded to include the entire Maximo park site in 2012.*

*A sign prohibiting the removal of artifacts has been installed at the south observation tower. Fines and penalties for artifact removal from the Maximo Park Local Landmark Site are being developed for City Council approval. Additional signage with applicable language will be installed at Maximo Park after Council approval. Sign locations shall include a prominent posting at the Disc Golf Hole #1 kiosk alerting disc golf players to the presence of sensitive archaeological sites.*

*It is further recommended that an “Amnesty” container be provided near the beach restroom building for park users to return shells and artifacts removed from Maximo Park with no questions asked.*



**Figure 8 : Sign at South Observation Tower**

**2. Pursue National Register nomination. Increase appreciation and heritage tourism of archaeological sites and Maximo Park.**

*Discussion is underway with the Florida State Historic Preservation Office (SHPO) to determine the level of information needed and proper format to pursue National Register nomination.*

An application to secure funding for a **Citywide St. Petersburg Indian Mounds Management Plan**, including Maximo Park, was submitted to the Florida Department of State 2014 Viva Florida 500 Small Matching Grant program (Application # FSM14\_0044) on June 29, 2012. A professional archaeologist shall be retained with this funding to prepare the archaeological management plan which will include a focus on best management practices and heritage tourism.

**3. Limit access to the top of the mound with native plantings.**

Florida native plants, 50 - 3 gallon Saw Palmetto (*Serenoa repens*), were installed on the top of the midden, as requested, in the summer of 2012.

Restoration area signage has been developed and installed to discourage access through the area and educate the public about the restoration effort. This signage will be used to mark restoration efforts throughout the park.



Figure 9 :  
Restoration Area  
Signage

**4. Maintain a layer of surface dirt at tees and targets. All new subsurface work requires a COA and archaeological monitoring.**

A layer of culturally neutral shell or soil material is currently being maintained surrounding disc golf tees and pads.

To assist in the archaeological monitoring of improvements at Maximo Park, two city staff members have attended the Florida Department of State Bureau of Archaeological Research Archaeological Resource Management (ARM) Training. In response to the growing need to assist land managers in protecting cultural resources, the Bureau of Archaeological Research (BAR), in conjunction with the Florida Park Service, developed ARM training to assist land managers with management of the state's irreplaceable archaeological resources, which include pre-European mound sites, villages, and camps, colonial settlements, battlefields, and submerged sites. Those who successfully finish the training receive a certificate recognizing their ability to conduct limited monitoring activities in accordance with review and compliance recommendations.

*ARM training is a program to equip staff with baseline knowledge necessary for making good decisions regarding cultural resource compliance. For example, on small projects involving only minimal disturbance (replacing fence posts, for example), an ARM monitor could observe the work and should have the authority to stop the ground disturbance should cultural or historical material be encountered. ARM trained monitors should not be used to monitor activities known to have the potential to affect recorded archaeological sites, or to monitor ground disturbing in a high probability area. In these cases, avoidance of the known sites is recommended, when possible, or the retention of a professional archaeologist to monitor the activities.*



**Figure 10: ARM Trained Staff Monitoring Planting at Maximo Park**

**5. A master / management plan.**

*The master / management plan is contained herein.*

## Additional Archaeological Resources Recommendations

### 6. Continue Archaeological Investigation and Research.

*As evidenced by the recent discovery of the Frenchman's Creek Archaeological Site under spoil during the City boat ramp project design and permitting process, much undisturbed data is still present at Maximo Park. The archaeological sites within the park should be identified, monitored, and protected. The complex has the potential to contribute important scientific information to the study of the following: environmental change and prehistoric adaptation, development of settled communities and social complexity, development of plant domestication, acculturation and effect of European contact on aboriginal populations, and cultural history. The park contains a collection of rare middens and mounds that provides an especially well preserved example of this particular type of site and holds great potential for public display and interpretation. The site is also significant due to its association with persons and events important to regional prehistory and history. It has been identified as a unique resource since the initial archaeological discoveries in the 1880s.*

*Identify funding sources and pursue grants to retain professional archaeologists to perform additional field studies.*

*Partner with educational institutions to participate in student investigations led by professional instructors.*

### 7. Install new concrete or paving surfaces on top of existing grade if possible to prevent subsurface disturbance.

*Concrete pads for two new disc golf holes will be installed as replacements for those removed from the midden area to restore the disc golf course to 18 holes. Pads shall be installed on top of existing grade.*

*Staff is in discussion with the Florida Department of Transportation (FDOT) regarding the storage yard property adjacent to the northeast corner of the park. This area may provide an opportunity for new disc golf holes to be located outside of the current park boundary if the negotiations are successful and if a workable course sequence / flow can be achieved.*

### 8. Design and construct a mound re-creation feature to increase education and awareness.

*A location for the mound feature is shown on the master plan map as Feature No. 8. It is estimated that the circular mound will be about ten foot high with 40 foot wide side slopes and a 50 foot wide flat top. The side slopes will be 4:1 to maintain adequate grass cover. Consultation with professional archaeologists and Native American groups is desirable when developing the specifics of the mound design. Investigative excavation of the proposed location is to be performed before the mound is constructed.*

*The new mound shall be accurate, like a museum exhibit, with signage clearly identifying it as a reconstruction. The mound shall not be constructed with any materials from the historic mounds and middens.*



*Figure 11 : Example Mound Re-creation Photo*

- 9. Seek funding for erosion control and beach renourishment improvements to protect the shoreline adjacent to the south midden area.**

*The most pronounced erosion on the west side of the large midden is evident between the two existing walkways that lead to the beach. An upland archaeological resources ground cover restoration area is indicated on the master plan map as Feature No. 16. A dredge and fill area / beach renourishment area is indicated as Feature No. 22 on the master plan map. Federal Restore Act Grant funding applications were submitted in October 2012 with the intent of securing funding for professional design, permitting and construction of these two erosion control improvement projects.*

*As an interim measure, park maintenance staff has been instructed to allow existing ground cover and grasses in this area to grow and cover rather than maintaining this area with low set mowers.*

*The proposed erosion control and beach renourishment program shall be designed by a State of Florida registered professional engineer and a professional archaeologist.*

#### **10. Limit subsurface disturbance and activity in the mound and midden areas.**

*Limit subsurface disturbance and activity in the mound and midden areas to only that which is necessary to protect them.*

#### **11. Use Florida native plants to limit access to the mound and midden areas.**

*The Master Plan Map identifies six areas for environmental restoration including Feature No. 3 – Salt Marsh Restoration Area, Feature No. 11 – Ground Cover Restoration Area, Feature No. 12 – Palm Hammock Restoration Area w/ Shelters, Feature No. 16 – Archaeological Resources Ground Cover Restoration Area, Feature No. 18. – Live Oak Restoration Area and Feature No. 20 – Pine-Mesic Oak Restoration Area.*

*Follow National Park Service guidelines for the reintroduction of plants around an archaeological (NPS Technical Brief No. 8) site for the mound and midden areas. The design of each restoration area shall be approved by Staff and prepared with input from a professional ecologist and a professional archaeologist.*

#### **12. Develop an Unanticipated Discovery Plan.**

*Develop an Unanticipated Discovery Plan that clearly identifies who to contact in the event that artifacts or human remains are unexpectedly found on the property. This plan will also clearly identify the process to follow to ensure compliance with applicable laws and regulations and ensure continued preservation of the archaeological resources.*

### **13. Conduct Visitor Impact Analysis.**

*Conduct visitor impact analysis to estimate the carrying capacity of the mound and midden areas and determine how many visitors these areas can sustain without accelerating degradation. The results of such a study will guide any further development as well as any future interpretation plan.*

### **14. Coordinate with Neighborhood Police Officers.**

*Coordinate with Neighborhood Police Officers to determine the need for a training session to further their understanding of the significance of the mound and midden areas, pertinent laws and regulations.*

### **15. Develop a routine maintenance program for the mound and midden areas.**

*Prepare a routine maintenance program for the mound and midden areas to keep them free of litter and vegetative debris. Develop a training program for maintenance staff sensitizing them to the special care required in the park.*

### **16. Develop a professional interpretation program.**

*Develop a professional interpretive program that tells the story of Maximo Park by placing it in a regional Tampa Bay perspective and incorporating tribal, archaeological and historical perspectives with local lore. A comprehensive program will successfully orient and engage the imagination of the visitor by including images, factual information, stories, and educational content. The key elements of an interpretive plan typically include brochures, a website, educational programs, interpretive trails, exhibits or signage, and educational media. Such a plan can be a powerful medium for deterring vandalism and unwanted activities by promoting responsible and respectful use of the park.*

## 17. Evaluate participation in the Florida Historical Marker Program.

*The Florida Historical Marker Program recognizes historic resources that are significant in the areas of archaeology, Florida history and traditional culture by promoting the placing of historic markers and plaques at sites of historical and visual interest to visitors. The purpose of the program is to increase public awareness of the rich cultural heritage of the state and to enhance the enjoyment of historic sites in Florida by its citizens and tourists. Maximo Park has the criteria to qualify as a Florida Heritage Landmark. Work within state program guidelines to develop appropriate signage information and the proper location for the marker on the park site.*

## ENVIRONMENTAL RESOURCES

Professional Ecologist, George F. Young, Inc. was retained by the City of St. Petersburg to assist in the identification and mapping of the Maximo Park environmental resources. The work effort involved the review of aerial photography, the SCS Soil Surveys for Pinellas County, on site field surveys and conversations with regulatory agency staff. The Official List of Endangered and Potentially Endangered Fauna and Flora in Florida was utilized as the basis for the protected status of species. Information on the distribution of species and habitat utilization by species was obtained from Matrix of Habitats and Distribution by County of Rare/endangered Species in Florida (FNAI 1990), the literature and experience of the investigators.

Field surveys were conducted on April 12, 16, and 19 2012. Pedestrian surveys were conducted throughout the site. Special attention was paid to wetland areas or habitats which might be suitable for use by protected species. Wetland areas were delineated on 1"=200' or better aerial photography. Data recorded included observations of wildlife including sightings, vocalizations, scat, sign, burrows or nests.

The following series of three maps were produced as a result of this effort.

1. Soils Map
2. Topography Map
3. Florida Land Use Cover and Forms Classification System (FLUCCS) Code Map

Soil Map—Pinellas County, Florida  
(Maximo Park Soils Map)

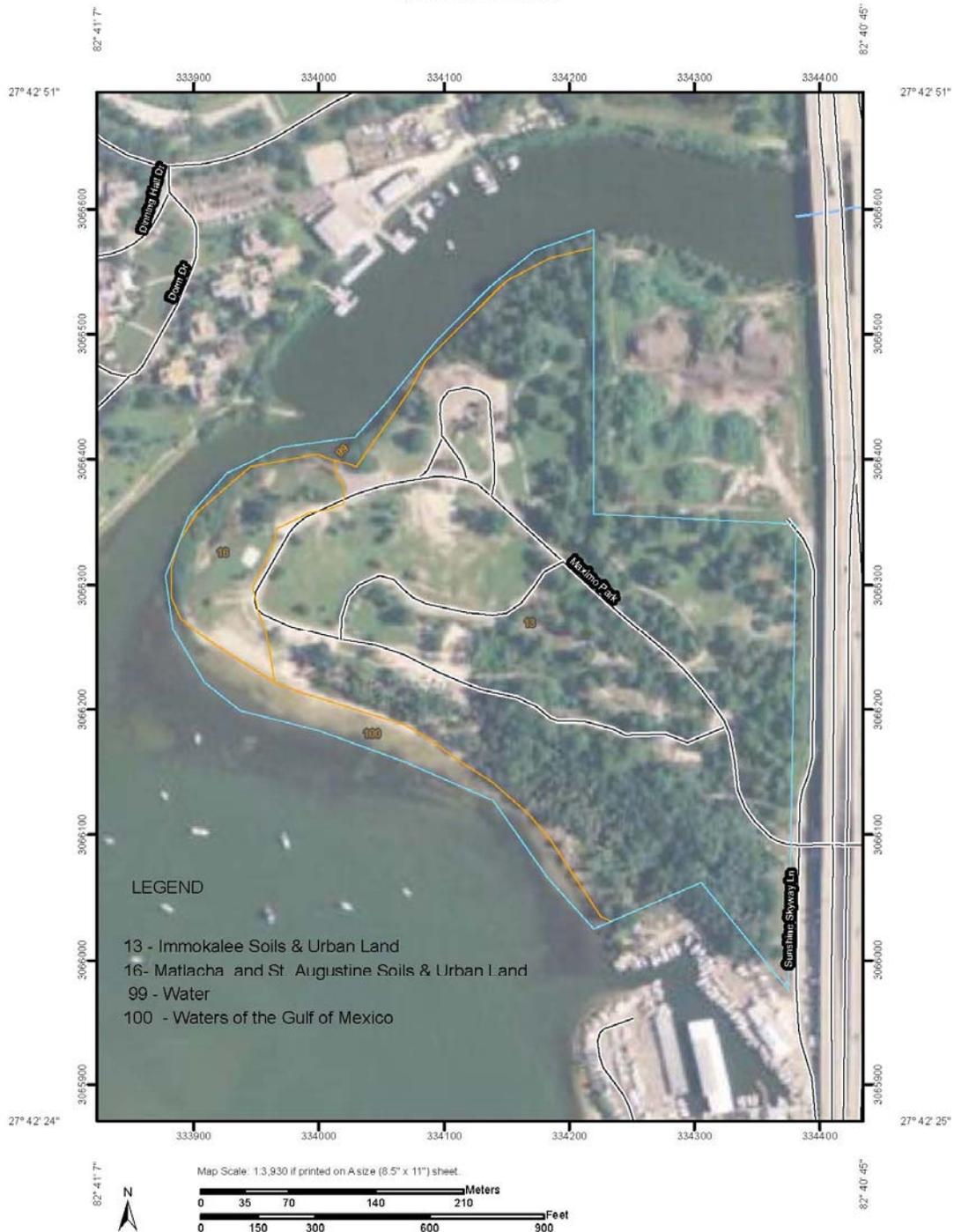


Figure 12 : Soils Map

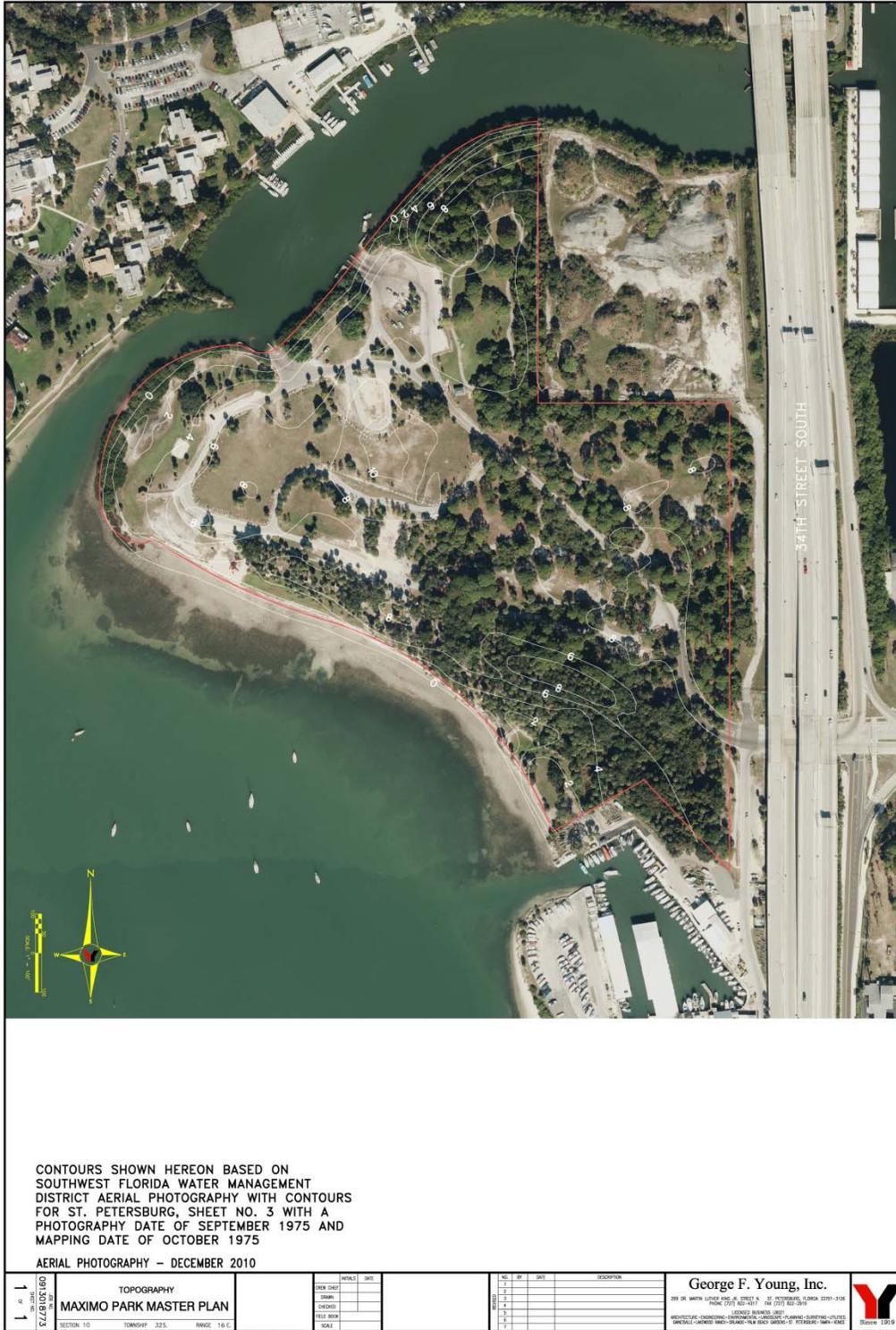


Figure 13 : Topography Map



Figure 14 : FLUCCS Code Map

## Environmental Resources Summary

### Soils

Information obtained from the USGS Web Soil Survey indicates that Maximo Park is underlain by two soils groups. They include Immokalee soils and Urban Lands, Matlacha and St. Augustine soils and Urban Lands. The Immakolee soils are poorly drained with a seasonal high water within 10-40 inches of the ground surface. The Matlacha and St. Augustine soils are somewhat poorly drained with a seasonal high water generally at about 40 inches below ground. The Urban lands component of each of these soils is generally filled lands in previously developed areas.

In addition to soils similar to those discussed above, the old SCS Pinellas County Soil Survey, issued in September 1972, shows the presence of kitchen middens on the site. Volunteers from Eckerd College and others have documented the fact that much of Maximo Park lies atop Indian shell mounds. Some of the plant species comprising the vegetative communities within the park are indicative of the shell components (calcium carbonate) found within these shell mounds.

In the field, the existence of the shell mounds is most visible in the live oak community located in the southeastern portion of the site. The mound is clearly evidenced by the sharp changes in grade and the large number of shells including crown conch scattered over the surface of the ground.

### Topography

The topography of the site is gently sloped towards the shoreline perimeter with an overall central elevation of 6 feet. Topographic mound features from 8 to 10 feet in elevation are found outlying the center of the site.

### FLUCCS Code Mapping

Florida Land Use Cover and Forms Classification System (FLUCCS) mapping performed by George F. Young Inc. in 2012 identified seven natural systems on site as follows:

#### **411 – Pine Flatwoods (2.8 Acres)**

Pine Flatwoods was once the most dominant natural vegetative community of the site as documented by Richardson (1983) in a series of ecological surveys of preservation areas completed for the City. Richardson documented several pine flatwoods preservation areas within Maximo Park in 1983. Some of the areas previously described persist today. Others have transitioned to pine mesic oak likely due to the lack of fire.

The pine flatwoods at Maximo Park today include an area along the eastern boundary north of the park entrance and an area along the northern park boundary adjacent to the eastern boundary. The canopy is dominated by south Florida slash pine (*Pinus elliottii* var. *densa*) and includes an occasional live oak.

Dense saw palmetto (*Serenoa repens*) provides the understory in many areas so densely that it precludes any ground cover. Where the saw palmetto is less dense, ground cover includes bracken fern (*Pteridium aquilinum*), wild grape (*Vitus munsoniana*) and saw brier (*Smilax auriculata*) climbing into pines in many areas of the flatwoods, particularly along the north side.



Figure 15 : South Florida Slash Pine Photo

Many of the understory and groundcover species reported by Richardson are no longer present. This is likely due to the thick cover of saw palmetto and the absence of fire in recent years. Many of the missing species are facilitated by fire and Richardson reported that there had been a recent fire.

The pine flatwoods habitat provides the most significant cover of all the land use/vegetative cover types found at the Maximo Park site. Small mammals and reptiles can find cover in the habitat, and several species of passerine birds were observed in the canopy. Conducting controlled burns in this habitat would increase vegetative species diversity and provide additional food sources for resident species.

#### **414 – Pine – Mesic Oak (4.5 Acres)**

This vegetative community has developed from what was historically pine flatwoods. The absence of fire in much of Maximo Park has allowed the live oak and laurel oak (*Quercus laurifolia*) to out compete the slash pine in portions of the former pine flatwoods. These areas are scattered around the site, with the largest area located in the northwestern portion of the site. Understory is saw palmetto with bracken fern occasional. Wild grape (*Vitus munsoniana*) and saw brier (*Smilax auriculata*) climb into the oaks and across the saw palmetto in some locations, but to a lesser degree than in the pine flatwoods.

Pine Mesic Oak is expected to have wildlife utilization similar to the pine flatwoods community. It might be expected to have greater utilization by those species that depend on acorns as a major food resource such as the grey squirrel.

#### **414/421 – Pine – Mesic Oak and Xeric Oak (1.4 Acres)**

This vegetative community occurs near the center of the site on either side of the main entrance. It includes a mixed relatively open canopy of slash pine, live oak, and sand live oak (*Quercus geminata*). The understory includes a mix of scrubby oaks and xeric plants including sand live oak, myrtle oak (*Quercus myrtifolia*), and tough bumelia (*Bumelia tenax*). The ground cover is dense saw palmetto and the areas free from saw palmetto are largely unvegetated except for scattered herbs and grasses.

### 427 – Live Oak (3.4 Acres)

This is the largest contiguous natural vegetative community found on the site. It is located near the shore of the bay at the southeast corner of the site and on top of the shell mound. It has a closed canopy of large live oaks with an occasional slash pine or sabal palm contributing to the canopy. The understory and ground cover in this vegetative community is sparse and scattered. The exception is an area where marlberry (*Ardisia escallonioides*) has developed along the top of the shell mound.



Figure 16 : Marlberry Photo

Other understory species include southern red cedar (*Juniperus silicicola*), and sapling sabal palms.

Within this area there are a few lower wet areas that are either seep slope type wetlands or tidal channels off the bay. A visit on 7 June 2012 during an extreme tide showed that they were at least partially flooded by the tides. Due to the close canopy of live oaks above them they could not be mapped. These channels were lined with sabal palms and vegetated with grasses, swamp fern (*Blechnum serrulatum*) and poison ivy (*Toxicodendron radicans*) seedlings.

Citizen volunteer information indicates that sand holly (*Ilex ambigua*) and gum bumelia (*Sideroxylon languinosum*) also have been observed in the vicinity of the shell mound.

### 612 – Mangrove Forest (1.0 Acre)

This vegetative community is characterized by the presence of mangroves, salt tolerant trees, that are specialized to grow where the estuary meets the land in tidal areas. Red mangroves (*Rhizophora mangle*), black mangroves (*Avicennia germinans*), and white mangroves (*Laguncularia racemosa*) all occur within the mangrove forest found at Maximo Park. The mangrove forest at Maximo Park is a fringing forest that runs the western shoreline along Frenchman's Creek except at the location of the boat ramps. In addition to the mangroves there are small areas of buttonwood, smooth cordgrass, salt joint grass, and sea oxeye associate with the mangrove forest community.

The mangrove forest provides significant habitat for a wide variety of invertebrates including mussels attached to the prop roots, crustaceans including a variety of crabs. They also protect the shoreline from erosion and hold the sediments. Evidence on site indicates that at least portions of the mangrove forest are used for roosting by birds. They are likely to include wading birds, cormorants, and pelicans.

### 641 - Freshwater Marsh (0.03 Acre)

A small area of freshwater marsh occurs surrounded by the live oak community. This area has a scattering of trees including sabal palm and swamp bay (*Persea palustris*). Swamp fern dominates the ground cover with poison ivy seedling contributing around the edge. Wild grape is draped over much of the marsh where it appears to have colonized via a fallen dead tree. This marsh area is quite disturbed and may be more poorly hydrated than in the past. There was little evidence of recent standing water in the freshwater marsh area.

### 642 – Saltwater Marsh (0.7 Acre)

This vegetative community occurs at the northwest corner of the site. It includes a variety of marsh grasses, herbaceous species, and an occasional shrub. Typical marsh grasses include smooth cordgrass (*Spartina alterniflora*) in the lower intertidal in the low marsh and salt joint grass (*Paspalum disticum*) in the higher intertidal. Mixed in with the dominant grasses are herbaceous species including Sea Oxeye (*Borrchia frutescens*), Sea Blight (*Sueda linearis*), Salt Wort (*Salicornia virginica*), and the grass *Fimbristylis castanea*. Scattered through the salt marsh are occasional buttonwood bushes (*Concarpus erecta*).

The lower portion of the salt marsh is in good health and condition. The upper portion of the marsh which lies landward of the mangroves along Frenchman's Creek is in poor condition. This is due to the fact that it is regularly mowed by park staff. This has the effect of reducing the diversity of the structure in the salt marsh by preventing any flowering by the grasses and also inhibits the growth of the herbs. In addition, the salt marsh suffers from the impact of fiddler crab digging by fisherman. This practice eliminates vegetation as shovels full of dirt (along with vegetation) are from the salt marsh.



Figure 17 : Salt Marsh Photo

The salt marsh provides a valuable habitat in the estuarine environment. It provides habitat for a number of invertebrates including crabs, gastropods, mollusks, and other crustaceans. During high tides, small fish forage in the marsh which in turn provides foraging habitat for wading birds including many protected species. During this study, both the Reddish Egret and the Little Blue heron were observed foraging in the salt marsh. During lower tides, the grasses provide forage for the marsh rabbit.

Land use classifications also include the following public recreational uses of the site:

### **181 - Swimming Area (0.04 Acres)**

One of the passive recreational uses available at Maximo Park is swimming. There is a swimming area located along the southwest shore of the park. This area is characterized as an open sandy beach with little vegetation. It is immediately adjacent to the picnic area. In addition to use by park visitors for swimming, this area provides habitat for a variety of shorebirds, wading birds, gulls and terns. Species observed during a 17 April 2012 site visit included Short-billed Dowitcher, Willet, Western Sandpiper, Semipalmated Plover, Dunlin, Black-bellied Plover, Ruddy Turnstone, Great Blue Heron, Great Egret, Reddish Egret, Ring-billed Gull, Laughing Gull, Herring Gull, Least Tern, Black Skimmer, and White Ibis.

### **184 - Marinas & Fish Camps (4.8 Acres)**

This land use category was used to map the area of Maximo Park that includes the boat ramps and the associated parking, boat wash area, restrooms, and storm water treatment areas. This area has little value as a natural space as it is completely cleared of all vegetation except the grasses of small open areas and low impact parking areas in the lot adjacent to the boat ramps.

### **186 - Community Recreational Facilities (14.0 Acres)**

This land use category was used to map the picnic areas, playgrounds, restrooms, and open space areas. The majority of this land use category is open grassy area with few trees or shrubs. The exception is that the picnic areas include shelters. In the picnic area there is a broken canopy of slash pine (*Pinus elliotii*), cabbage palm (*Sabal palmetto*), and live oak (*Quercus virginiana*), but no understory or significant ground cover. This land use is not expected to provide any significant wildlife habitat other than passerine birds.

### **814 - Roads (7.05 Acres).**

This cover type was used to map the major roadways of the park and the paved parking areas. Generally this land cover is paved with asphalt or other hard material and is unvegetated. The function of this land use category is to provide for transportation, into, out of, and around the park.

## **ENVIRONMENTAL RESOURCES REGULATORY/MANAGEMENT ACTIVITY REVIEW**

Three overlapping environmental resource regulatory designations are currently in effect at Maximo Park. The three areas are shown on the Environmental Resources Map in this section.

1. Preservation (Future Land Use)
2. Wilderness Area
3. Large Tract Wildlife Areas

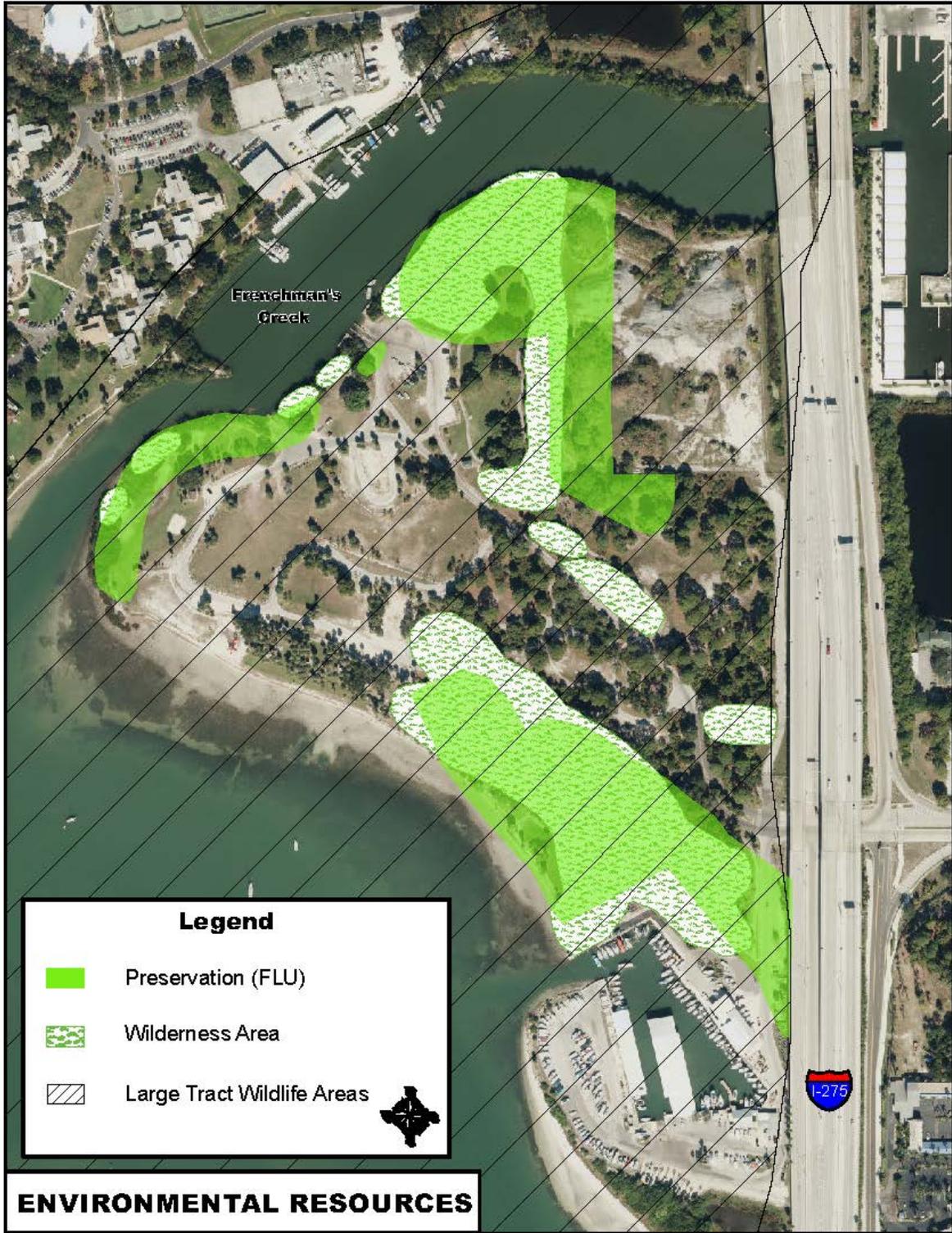


Figure 18 : Environmental Resources Map

## Preservation – Future Land Use

Approximately 12 acres of the Park are designated Preservation on the City's Future Land Use Map. Preservation areas are to be protected from encroachment and preserved in their natural state. Minimal encroachment into Preservation areas is allowed. Objective R5 of the Recreation and Open Space Element of the Comprehensive Plan specifically addresses encroachment into preservation areas that are within recreation and open space facilities:

*Protect and enhance the City-designated preservation areas within recreation and open space facilities so as to encroach no more than 5 percent where allowed (underline added).*

There are two (2) identified and documented environmental preservation areas within Maximo Park. The preservation area at the north end of the park is identified as Preservation Site S-32, while the preservation area at the south end of the park is identified as Preservation Site S-35. Sites S-32 and S-35 total 10.14 acres. The balance of the estimated 12 acres of preservation land comes from two smaller areas also designated preservation.

Preservation Site S-32, estimated to be 3.42 acres in size, is generally described as a mature Pine Flatwoods. Preservation Site S-35, estimated to be 6.72 acres in size, is generally described as an Oak Hammock or Coastal Hammock with a few remnant Pine Flatwood areas along the northern perimeter of the site.

Maximo Park's designated preservation areas are minimally impacted by the disc golf course. As stated, the preservation district located on the north side of the park is 3.42 acres in size. A five percent encroachment equates to 0.17 acres or approximately 7,500 sq. ft. In addition to minimal walking paths, there are only two tee boxes and three receiving baskets impacting this preservation area, amounting to perhaps 64 square feet of alteration versus the 7,500 sq. ft. permitted by the City Code. The preservation district located on the south side of the park is 6.72 acres. A five percent encroachment equates to 0.37 acres or approximately 14,640 sq. ft. In addition to minimal walking paths, there again are only two tee boxes and three receiving baskets impacting this preservation area, again amounting to only 64 square feet of alteration versus the 14,640 sq. ft. permitted by the City Code. This analysis concludes that the disc golf activity does not encroach more than 5 percent in the designated preservation area.

Land Development Regulation (LDR) Section 16.20.160.9 provides the process and criteria for approval of improvements in a preservation district:

*Prior to any development, alteration, improvement, enhancement, clearing, restorative action or mitigation within a preservation district, the property owner shall provide a description of the property in writing to the POD and request the desired action within the preservation district(s).*

Future activities related to the disc golf course, exotic species removal, new plantings or any other alterations to the Preservation Areas must be submitted to the Development Review Services Division for review and processing.

## Large Tract Wildlife Area

Maximo Park is a portion of the Bird Key/Maximo Park Large Tract Wildlife Area. Policy C10.4 of the Conservation Element states that *the City shall protect the large tract wildlife habitat areas shown on the Biological Resources Map and expand/enhance these areas where feasible*. Further, Policy LU3.1(D.4) of the City's Comprehensive Plan (Future Land Use Element) addresses the Large Tract Wildlife Area designation, and requires the development of a master plan:

*Areas that are designated Preservation on the Future Land Use Map and designated Large Tract Wildlife Areas on the Biological Resources Map of the Conservation Element shall remain in essentially their natural condition with no development being permitted in these areas except as consistent with approved master plans for the Large Tract Wildlife Areas. Any such development shall be for purposes of appropriate habitat preservation and restoration, public and environmental education, access and visitation. (Underline added.)*

## Wilderness Area

In accordance with Section 21-86 of the City Code, Maximo Park is identified as a *passive park property* (#69) and a *park property with wilderness area*. This same section of the City Code defines "wilderness area" and "wilderness area uses" as follows (respectively):

*"...established to protect wooded Park property that has been identified for its natural significance."*

*"...uses may include the following: minimally intrusive footpaths, benches, picnic tables, interpretive signage and area or border fencing compatible with the character of the park."*

Section 21-81 of the City Code also states that *wilderness area uses may include the following: minimally intrusive footpaths, benches, picnic tables, interpretive signage and area of border fencing compatible with the character of the park*.

It is estimated that 11.4 acres of Maximo Park are designated as a Wilderness Area. It should be noted that the boundaries of these areas are similar to the areas designated as environmental preservation. Wilderness areas are established to protect wooded Park property that has been identified for its natural significance.

The existing minimal walking paths and estimated 10 disc golf tee boxes or receiving baskets within the 11.4 acre “wilderness area” are not inconsistent with the wilderness area designation.

### Invasive Exotic Plant Removal

There has been extensive removal of exotic species and new plantings within the Preservation areas over the years. Approximately 1.1 acres of exotics were removed between 1993 and 1996. In 2009, approximately 300 pine trees were planted, and in 2010 another three pines were planted along with one oak tree. Also in 2010, approximately 300 black mangroves were planted as part of an erosion control project. The removal and planting work is shown on the map below.



Figure 19 : Invasive Exotic Plant Removal Map

## ENVIRONMENTAL RESOURCES RECOMMENDATIONS

### 1. Bird Key/Maximo Park Large Tract Wildlife Area Management Plan

*As there is no master plan for the Bird Key/Maximo Park Large Tract Wildlife Area at this time, the creation of said plan is recommended.*

### 2. Continue to Monitor and Remove Invasive Exotic Plants

*Substantial progress has been made in the removal of exotic pest plants from the Park due to efforts by the Parks & Recreation Department and countless volunteer hours. Educate parks maintenance staff to identify and remove exotic pest plants as a part of regular maintenance activities to prevent re-growth.*

### 3. Mowing Area Reduction

*Work with park maintenance staff to identify areas where mowing can be at a higher blade setting, mowing frequency can be reduced or mowing can be eliminated all together. Shoreline mowing could be reduced incrementally over time in an effort to balance the recreational use and maintenance expectations with increasing natural ground cover buffers.*

### 4. Native Plant Species Education

*Provide information for park users regarding the common and rare Florida native plant species that can be found on the Maximo Park site.*

### 5. Pine Flatwoods (2.8 Acres) Controlled Burn

*Explore the possibility of conducting controlled burns in this habitat to increase vegetative species diversity and provide additional food sources for resident species.*

### 6. Identify and Fund Environmental Area Restoration Projects

*The Master Plan Map identifies six areas for environmental restoration including Feature No. 3 – Salt Marsh Restoration Area, Feature No. 11 – Ground Cover Restoration Area, Feature No. 12 – Palm Hammock Restoration Area w/ Shelters, Feature No. 16 – Archaeological Resources Ground Cover Restoration Area, Feature No. 18. – Live Oak Restoration Area and Feature No. 20 – Pine-Mesic Oak Restoration Area. As funding becomes available, the detail restoration design of each area shall be approved by Staff and prepared with input from a professional ecologist and a professional archaeologist.*

### 7. New Plantings

*All new plantings within Maximo Park shall be approved by Staff and shall be designed with input from a professional ecologist and a professional archaeologist.*

## PUBLIC RECREATIONAL USE

### Land Use Designations

Maximo Park is over 40 acres in size. Approximately 27.7 acres are designated Recreation/Open Space (R/OS) on the City's Future Land Use Map, with an underlying zoning of NSE (Neighborhood Suburban Estate). The balance of the Park, approximately 12 acres, is designated Preservation (P) on the City's Future Land Use Map, with an underlying zoning of PRES (Preservation).

### Significance

Portions of Maximo Park were designated as a local historic landmark in 1992. At the time of designation, the site met two of the nine criteria necessary for designating historic properties as listed in Section 16.30.070.2.5(D) of the City Code.

- 1. Its value as a significant reminder of the cultural or archaeological heritage of the City, state or nation.*
- 7. Its character is a geographically definable area possessing a significant concentration, or continuity of sites, buildings, objects or structures united in past events or aesthetically by plan or physical developments.*

The site continues to meet these criteria and has been designated in its entirety as a local historic landmark.

Maximo Park is significant at the local and state level in the areas of ARCHAEOLOGY AND ETHNIC HERITAGE. As evidenced by the recent discovery of Frenchman's Creek Archaeological Site under spoil, much undisturbed data is still present at Maximo Park. The archaeological sites within the park should be identified, monitored, and protected. The complex has the potential to contribute important scientific information to the study of the following: environmental change and prehistoric adaptation, development of settled communities and social complexity, development of plant domestication, acculturation and effect of European contact on aboriginal populations, and cultural history. The park contains a collection of rare middens and mounds that provides an especially well preserved example of this particular type of site and holds great potential for public display and interpretation. It has been identified as a unique resource since the initial archaeological discoveries in the 1880s. The site is significant due to its association with persons and events important to regional prehistory and history as one of the earliest sites of pioneer settlement and interaction with Native Americans. Maximo Park is also significant due to its brief and turbulent history as an African American beach. The lack of facilities available to African Americans during segregation had a significant impact on our culture and played an important role in the onset of the civil rights movement.

## Public Recreational Use History

On January 1, 1940, the City acquired a 285 acre tract of land along Maximo Point in which the present-day park was later developed. The City held a lien on the property representing taxes from 1926 to 1938 when it was purchased by the City at auction. Although no definite plans were made for use of the property, City Manager G.V. Leland indicated that the tract would “be available for port purposes, a park, or such other use as deemed advisable (*Evening Independent*, 1 January 1940).” At the time of the purchase, the newspaper provided the following description, “the densely-wooded tract is now the site of a fishing camp and is used from time to time as a picnic ground. It is one of the few waterfront tracts in Pinellas County [sic] that has been maintained in virtually its native state (*Evening Independent*, 1 January 1940).”

Newspaper reports indicate that the property, which had long served as a picnic site, quickly evolved into an informally designated beach for African Americans. In 1943, the women’s auxiliary of the American Legion brought a request to City Council that additional beaches needed to be established for use by the City’s black population. During the discussion, City Manager Leland informed the delegation “that negroes have been allowed to use the beach at the south mole for the past 10 years and that during the past three years additional bathing facilities have been provided at Maximo point (*St. Petersburg Times*, 21 July 1943).” Mayor George Patterson established a Council committee to investigate the need and indicated that Council would favor additional beach facilities if satisfactory beach sites could be located.

**City Buys Big Tract—for Port?**

A possible new port site on Maximo point was acquired by the city today in a rule day sale at Clearwater. Included in the purchase was a 285-acre tract designated on the sketch above by the vertical lines and considerable submerged property, indicated by the stipled section. Just to the south lies Bird Key. The small white area in the tract was not included in the sale.

**City Acquires Maximo Tract at Lien Sale**

A new port site for St. Petersburg—on the shores of Maximo point—appeared in prospect today as the city stepped in to acquire a 285-acre tract in that area through a tax certificate foreclosure. The city, represented by Attorney Lewis T. Wray, was the successful bidder for the big tract as it went on the auction block in Clearwater to satisfy \$6,966.56 in certificate liens held by N. W. Parker. The bid price was \$22,175. The city’s liens, representing taxes from 1926 to 1938, amounted to \$15,000.

*Evening Independent*, January 1, 1940.

**City Officials Inspect Negro Beach Site**

City officials yesterday surveyed the site for a proposed bathing beach for Negroes. From left are City Manager Winston, Vice Mayor Johnson and City Engineer Jorgensen.

A bathing beach for St. Petersburg's Negro residents probably will be in operation early next month. This was indicated yesterday by City Manager Ross E. Winston following an inspection of the beach site on Maximo Point about one mile west of 31st Street, South. Winston, accompanied by Vice Mayor Samuel G. Johnson and City Engineer Paul Jorgensen, surveyed more than 1000 feet of the waterfront property by boat. He said the entire strip will be allocated for beach purposes. He added he will recommend to Council that only 300 feet of beach be opened at the present time. The beach area is located immediately north of Bird Key on Maximo Point. It is easily accessible.

This is a view of a portion of the beach property which the City will develop. Water cabbage palms, growing to the water's edge, will be left in their natural state. Officials the area as ideally suited for beach development.

*Evening Independent*,  
June 16, 1949.

After evaluation of numerous sites by the Council Recreation Committee, City Council voted unanimously to officially establish a “Negro bathing beach” at Maximo Point in June 1949. Mayor Blackburn suggested an allocation of 50 acres for the beach with improvements completed by the end of the summer. Within days, an informal delegation of Maximo Point residents objected, not to the actual site which would be screened, but to the prospective traffic to and from the beach. Opponents wanted African-Americans to have a beach, just somewhere else (*St. Petersburg Times* 8 June 1949, 15 June 1949, 16 June 1949, 17 June 1949, 21 June 1949). Under the threat of opposition, the beach was not improved with additional facilities.

In 1955, the area was again suggested for the construction of new bathing facilities for African Americans but again failed to further develop under the protest against the Martin Shores African American housing project planned along 54<sup>th</sup> Avenue South (*St. Petersburg Times*, 26 March 1955, 2 May 1955). Finally, African Americans tried to use the all-white Spa Beach which resulted in a lawsuit which went to the Supreme Court in 1957 and the City closing the Spa Beach in 1958. Instead of integrating Spa Beach, the City asked the State Road Department to create an African American beach and wayside

on the Pinellas approach to the Gandy Bridge and the City appropriated \$15,000 for a bathhouse and water supply (*St. Petersburg Times*, 6 June 1958, 23 August 1958, 23 September 1958). The previous year, in 1957, the City quietly improved Maximo Park with restrooms followed by picnic shelters and tables (Property card).



*Evening Independent, June 8, 1949.*

## Public Recreational Use Recent History

Between 1957 and 1960, the City constructed a comfort station and picnic sheds and tables in Maximo Park. Between 1988 and 1990, the original picnic shelters were demolished and new picnic shelters, playground equipment, an observation tower, paved walkways, a boardwalk, and a gazebo were installed. By the late 1990s, Maximo Park was used primarily for boating, beach access and picnicking. Unfortunately, the boardwalk area was so overgrown with Brazilian Pepper and other exotics that undesirable and inappropriate activities were occurring on a regular basis in relative seclusion. There were many attempts with the St. Petersburg Police Department to sweep the area to eliminate these activities. While initially successful, inappropriate activities would always return in a short period of time. Between 1993 and 1996 maintenance efforts were concentrated in the boardwalk area to remove the exotics. When completed, it allowed native plants and trees to thrive. Despite these efforts, the inappropriate activities continued to be a problem.

In 2000, a small group of sports enthusiasts approached the Parks Department about installing a disc golf course. The group would purchase the equipment and volunteer their time to remove the remaining exotics and assist in the installation of the baskets and tee pads. The Parks Department presented the plan to the Greater Pinellas Point Civic Association as a positive activity to replace the undesirable. The neighborhood association whole heartedly agreed with the project and solicited the support of then Councilmember James Bennett. The plans were reviewed and approved by the Parks Director (Dell Holmes).

The Parks Department recognized the archaeological significance of the area and felt the impact of five basket posts and five above ground concrete tee pads were acceptable since many other construction and maintenance activities had already taken place. These activities included aforementioned items as well as sign and bollard installation. All of these were deemed appropriate in a “passive park with wilderness areas.” The approval process took approximately six months to complete and involved multiple public meetings. The idea of disc golf had become so popular that the St. Petersburg Times prepared and published a newspaper article about the opening date of the course. Once opened, the disc golf concept and course became a focal point of interest on the part of the Florida Recreation and Park Association (FRPA) and requests for city staff to conduct presentations and educational sessions at the FRPA annual meetings soon followed. Since its installation, the Tocobaga Disc Golf Club, as it is now known, has grown in popularity. On the Professional Disc Golf Association (PDGA) website, the Tocobaga course is described as an 18 hole course with an overall length of 5,485 feet, with eight holes under 300 feet in length, seven holes between 300 and 400 feet, and three holes over 400 feet in length.

*Two new disc golf holes will be installed to restore the disc golf course to 18 holes as replacements for those removed from the midden area. Staff is in discussion with FDOT regarding the storage yard property adjacent to the northeast corner of the park. This area may provide an opportunity for new disc golf holes if the negotiations are successful and if a workable course sequence / flow can be achieved. It is the intent of staff to work with the disc golf club to find locations for two replacement holes that comply with regulatory requirements.*

## MAXIMO PARK MASTER PLAN MAP

### Public Recreational Uses

The Master Plan incorporates the following public recreational uses:

- Aesthetics & Scenic Quality – natural areas and water views
- Boating & Fishing – the most used of 9 City boat ramps
- Disc Golf – since 2001, CPC approval on Nov. 18, 2011

- Picnic Areas – 15 shelters available
- Swimming Beach – historical and cultural significance
- Pedestrian Circulation
- Vehicular Circulation & Parking

## Master Plan Map Guiding Principles

The Master Plan has 23 Features based on the following guiding principles:

- ❖ Archaeological Resource Protection
- ❖ Cultural Resource Protection
- ❖ Environmental Resource Protection (6 restoration areas identified)
- ❖ Public Education & Awareness
- ❖ User Safety / Crime Prevention Through Environmental Design (CPTED)
- ❖ Sustainability

## Master Plan Map Features

The features and improvements identified in the Master Plan shall be performed and accomplished as funding becomes available. An Existing Site Plan Map and Proposed Master Plan Map are provided in this section. The twenty three Master Plan Features are as follows:

1. PERMITTED BOAT RAMP IMPROVEMENTS – UNDER CONSTRUCTION
2. BOAT RAMP TIE DOWN AREA

*Created from an existing pervious surface parking area, the tie down area will provide a place for boats and trailers to pull over after loading on the ramp to make ready for highway travel and clear the way for the next person in line to use the ramp.*

3. SALT MARSH (642) RESTORATION AREA

*Install restoration area signage along the perimeter and eliminate mowing activity.*

4. RELOCATE EXISITING SWINGS

*Move swings to the new playground area. Reinforce shoreline ecology adjacent to the Salt Marsh.*

5. PICNIC AREA W/ SHELTERS & PARKING

*Provide new shelters in an existing open grassed area. Utilize existing pervious surface parking area.*

6. PERMITTED RESTROOM – UNDER CONSTRUCTION

7. BOAT RAMP CAR PARKING

*Provide pervious parking for cars adjacent to the boat ramp facility in an existing open grassed area.*

8. MOUND RE-CREATION SITE W/ ORIENTATION FEATURES

*A circular mound about ten foot high with 40 foot wide side slopes and a 50 foot wide flat top.*

9. VIEW TO INDIAN KEY WILDLIFE REFUGE

*Preserve important scenic view.*

10. VIEW TO SUNSHINE SKYWAY BRIDGE

*Preserve important scenic view.*

11. GROUND COVER RESTORATION AREA

*Provide low growing plantings to preserve the view and stabilize the shoreline.*

12. PALM HAMMOCK RESTORATION AREA W/ SHELTERS

*Plant new Cabbage Palms to extend the limits of the existing palm hammock and provide an additional shelter. Utilize existing pervious surface parking area.*

13. PICNIC AREA W/ SHELTERS & PARKING

*Provide new shelters in an existing open grassed area. Utilize existing pervious surface parking area.*

14. PLAYGROUND

*Install new playground equipment in existing open grassed area. Utilize existing pervious surface parking area.*

15. EVALUATE TWO-WAY TRAFFIC FLOW W/ PARKING  
*Create best traffic flow patterns using existing pavement widths to safely accommodate boat ramp, beach and park user activities. Repair pavement edges.*
16. ARCHAEOLOGICAL RESOURCES GROUND COVER RESTORATION AREA  
*Design and install appropriate ground covers to protect resources and prevent erosion.*
17. REMOVE SHELTER #3 AND BENCH  
*Remove existing shelter and bench that have been undermined by shoreline erosion if adequate repairs cannot be made.*
18. LIVE OAK (427) RESTORATION AREA (Midden & Shoreline)  
*Design and install appropriate plantings to protect resources and prevent erosion.*
19. REMOVAL OF DISC GOLF HOLE #5 AND HOLE #18  
*Area where disc golf holes have been removed.*
20. PINE - MESIC OAK (414) RESTORATION AREA (Midden)  
*Design and install appropriate plantings to restore vegetative cover in an existing open area currently used as access to picnic shelters. This area may be necessary as temporary access during dredge and fill activity and restored afterwards.*
21. PEDESTRIAN CROSSINGS  
*Update signing and marking at pedestrian crossings.*
22. DREDGE & FILL AREA / BEACH RENOURISHMENT  
*Research, design and provide appropriate subsurface profile to prevent shoreline erosion. Replenish swimming beach sand once off shore improvements have been made.*
23. MAINTENANCE / SECURITY ACCESS  
*Maintain an open area at the perimeter of the site for security and maintenance access purposes. This area may be used as temporary access for restoration projects.*



Figure 20 : Existing Site Plan Map

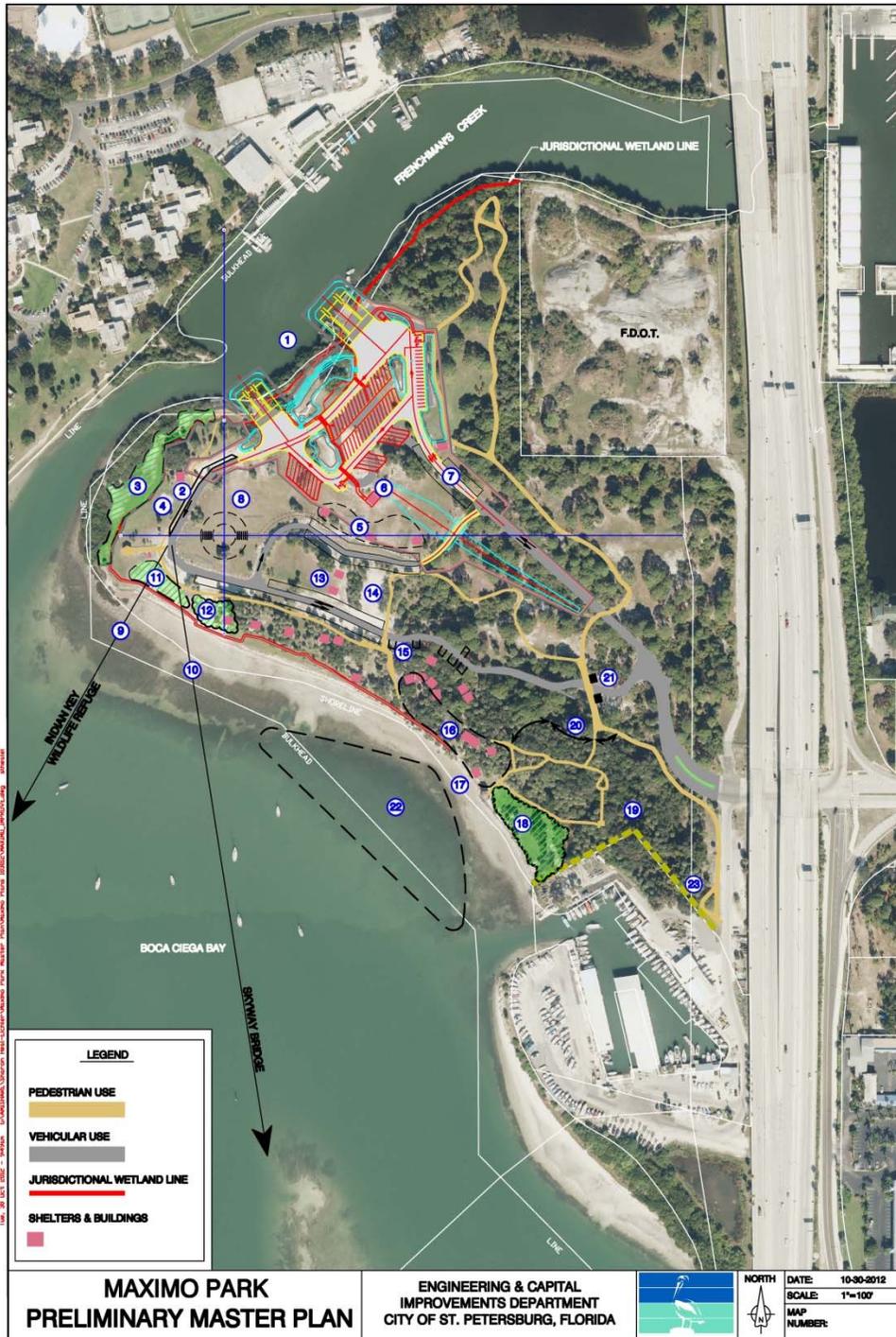


Figure 21 : Master Plan Map

## FUNDING SUMMARY

Capital Improvement Plan (CIP) funds and various grant funding opportunities for design, permitting and construction of the improvements identified in the Maximo Park Master Plan are being identified and researched by City staff. The following resources have been identified to date.

### CIP Funding

Capital Improvement Plan funds in the amount of \$800,000 dollars have been identified in Fiscal Year 2016 (FY 16) for City wide Indian Mound Master Plan improvements including those planned for Maximo Park.

### RESTORE Act Funding

The City of St. Petersburg made initial application in October 2012 for RESTORE Act funding to design, permit and construct several projects including Feature 22: Dredge & Fill Area / Beach Renourishment as identified in the Maximo Park Master Plan.

The Resources and Ecosystems Sustainability, Tourist Opportunities, and Revived Economies of the Gulf Coast States Act of 2012 (RESTORE Act) was signed into law on July 6, 2012 as part of the Transportation Reauthorization bill known as MAP-21. The RESTORE Act was created with the goal of returning Clean Water Act fines to the Gulf Coast states affected by the 2010 Deep Water Horizon oil spill.

The RESTORE Act will take 80% of the civil penalties paid in connection with the spill and distribute the funding to the five affected states: Alabama, Florida, Louisiana, Mississippi and Texas. These penalties can be used by the affected areas along the Gulf of Mexico, including the City of St. Petersburg, for a wide range of projects under the following categories:

- Restoration and protection of natural resources, ecosystems, fisheries, marine and wildlife habitats, beaches, and coastal wetlands of the Gulf Coast region
- Mitigation of damage to fish, wildlife, and natural resources
- Implementation of a federally approved marine, coastal or comprehensive conservation management plan, including fisheries monitoring
- Workforce development and job creation
- Improvements to state parks in coastal areas affected by Deep Water Horizon spill
- Infrastructure projects benefitting economy or ecological resources, including ports
- Coastal flood protection and related infrastructure
- Planning assistance

- Promotion of tourism, including recreational fishing
- Promotion of consumption of seafood harvested from the Gulf Coast region

## 2014 Viva Florida 500 Small Matching Grant Funding

Recognizing the need to address historic Native American resources on a comprehensive City wide basis, the City of St. Petersburg submitted Grant Application # FSM14\_0044 on June 29, 2012 for State of Florida Bureau of Historic Preservation 2014 Viva Florida 500 Small Matching Grant funds to create a Citywide St. Petersburg Indian Mounds Master Plan. This archaeological management plan will be prepared by a professional archaeologist and shall include the following four Florida Master Site File listed sites:

1. Abercrombie Park (PI00058)
2. Indian (Princess) Mound Park (PI00108)
3. Jungle Prada / DeNavarez Park (PI00054)
4. Maximo Park (8PI00031 and 8PI11968)

This funding source will provide a sum of \$50,000 dollars for development of archaeological management recommendations to be applied in a comprehensive City wide manner for sensitive historic Native American sites. Many of the Archaeological Resource Recommendations identified in the Maximo Park Master Plan shall be addressed in the city wide plan. A professional advisory group may be formed to assist with the creation of the plan. These recommendations include but are not limited to the development of the following:

- ❖ Citywide Unanticipated Discovery Plan
- ❖ Citywide Routine Maintenance Program
- ❖ Citywide Training for Maintenance Staff
- ❖ Citywide Training for Law Enforcement Staff
- ❖ Citywide Professional Interpretive Plan
- ❖ Visitor Impact Analysis Recommendations
- ❖ Educational Improvements
- ❖ Heritage Tourism



Figure 22 : Viva Florida Program Logo

**ATTACHMENT I:**  
**MAXIMO PARK LEGAL DESCRIPTION**

## MAXIMO PARK LEGAL DESCRIPTION

Address: 6600 34<sup>th</sup> Street South

Legal Description: Upland & Subm Lands (AKA Maximo Park) Desc From NE Cor Of SE 1/4 Th S 188ft (S) & W 294ft for POB Th S Alg W R/W of US 19 1144ft (S) Th N39dw Alg O'neill's Lease 230ft (S) Th S61dw 294.87ft Th S10de 178ft (S) To Mhw Th S Alg Mhw 320ft (S) Th S75de 450ft (S) Th S Alg W R/W of US 19 780ft (S) To S Sec Ln Th W 180ft Th N01dw 165ft Th N45dw 692.79ft Th N01dw 575.74ft Th N43dw 724.32ft Th N66dw 541.69ft Th N01dw 385ft Th N45de 265.66ft Th N89de 364.62ft Th N30de 597.47ft Th N56de 184.33ft Th S88de 97.77ft Th S 717.1ft Th E 415.8ft To POB

Containing 47.2ac (c)

Parcel ID No.: 10-32-16-00000-410-0100

**ATTACHMENT II:**

**MAXIMO PARK MASTER PLAN  
CPC VOTING RECORD, JANUARY 18, 2013  
CERTIFICATE OF APPROPRIATENESS, JANUARY 29, 2013**



CITY OF ST. PETERSBURG, FLORIDA  
 DEVELOPMENT SERVICES DIVISION  
 PLANNING AND ECONOMIC DEVELOPMENT DEPT.  
 COMMUNITY PRESERVATION COMMISSION

**VOTING RECORD**  
 JANUARY 18, 2013

**AGENDA ITEM #4      CASE NUMBER: COA 12-90200038      GREATER PINELLAS POINT**

**ADDRESS:** 6600 34<sup>th</sup> Street South  
**LANDMARK:** Maximo Park Archaeological Site  
**OWNER/AGENT:** City of St. Petersburg  
**REQUEST:** Approval of a Certificate of Appropriateness for the implementation of a Master Plan at Maximo Park.

<b>MOTION TO APPROVE:</b>	<b>The Certificate of Appropriateness request for the implementation of a Master Plan for Maximo Park based on consistency with Chapter 16, City Code of Ordinances; subject to the conditions in the staff report to include allowance for a voluntary advisory group.</b>
---------------------------	---

<b>MOVED BY:</b>	Carter	<b>SECONDED BY:</b>	Smith
------------------	--------	---------------------	-------

<b>Board Members:</b>	<b>Vote Yes:</b>	<b>Vote No:</b>
Bacon	X	
Carter	X	
Wolf	X	
Page	X	
Reed	X	
Jeffrey	X	
Smith*		
Wannemacher*	X	



# Certificate of Appropriateness

## City of St. Petersburg

### Urban Planning and Historic Preservation

COA Number  Application Date

Applicant First Name  Last Name

Property Owner First Name  Last Name

Property Address Number  Street  Street Type  Direction  Unit Number

Resource Name  Designation Number

Cost  Related File

#### Proposed Work:

**Approval of Master Plan**  
 CPC voted at 11/16/12 hearing to defer to January meeting due to a request for more time for public review of the document. At 1/18/13 public hearing, Parks agreed to incorporate elements from the Pinellas Point Master Plan into the final Maximo Park Master Plan as requested by St. Petersburg Preservation. Also, the new mound shall be accurate, like a museum exhibit, with signage clearly identifying it as a reconstruction.

Type Review  CPC Date

Approval  Action Date  COA Expiration

#### Conditions Of Approval

1. Any subsurface work associated with the Master Plan will be monitored by either a Registered Professional Archaeologist or an individual who has completed the Archaeological Resource Management (ARM) Training provided by the Florida Bureau of Archaeological Research. As mitigation, any artifacts which are discovered must be properly documented and curated to improve our knowledge of the site with the documentation provided to Historic Preservation Staff.
2. Any work associated with disc golf, including the relocation of new tee pads and baskets, will be required to be approved by Historic Preservation Staff in consultation with a Registered Professional Archaeologist.
3. Once a specific erosion prevention plan is identified, any work to address this issue will be approved by Historic Preservation staff in consultation with a Registered Professional Archaeologist.
4. Per CPC request, please include an allowance for a voluntary advisory group.

This certifies that the proposed work related to the property listed above has been approved by the Urban Planning and Historic Preservation division of the Planning and Economic Development Department. The approval of this Certificate of Appropriateness in no way constitutes approval of an "Application for Permit to Build" by the City of St. Petersburg's Construction Services and Permitting Division or any other required City permit approvals.

Staff Signature

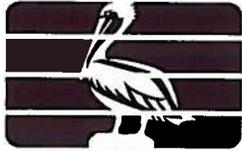
*M. A. Vineyard for COSP 2.4.13*

Applicant Signature



**ATTACHMENT III:**

**STAFF REPORT HPC 12-90300002**  
**MAY 18, 2012**  
**Current Local Landmark Designation**



**st.petersburg**  
**www.stpete.org**

**CITY OF ST. PETERSBURG, FLORIDA**  
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT  
URBAN PLANNING AND HISTORIC PRESERVATION

---

## **STAFF REPORT**

### **COMMUNITY PRESERVATION COMMISSION**

### **LOCAL DESIGNATION REQUEST**

For **Public Hearing and Recommendation to City Council** on **May 18, 2012** beginning at 9:00 A.M., Council Chambers, City Hall, 175 Fifth Street North, St. Petersburg, Florida

According to Planning and Economic Development Department records, no commissioner resides or has a place of business within 2,000 feet of the subject property. All other possible conflicts should be declared upon the announcement of the item.

<b>CASE NO.:</b>	<b>HPC 12-90300002</b>
<b>STREET ADDRESS:</b>	6600 34 <sup>th</sup> Street South
<b>LANDMARK:</b>	Maximo Park Archaeological Site
<b>OWNER/APPLICANT:</b>	City of St. Petersburg
<b>REQUEST:</b>	Expansion of the Local Designation boundaries for the Maximo Park Archaeological Site



**Maximo Park**

## **PROJECT BACKGROUND**

Between 1957 and 1960, several park improvement projects resulted in the construction of a comfort station, picnic shelters, and tables. The removal and installation of new picnic shelters, an observation tower, paved walkways, a boardwalk, a gazebo, and playground equipment between 1987 and 1991 were under the supervision of the Planning Department and Piper Archaeological Research, Inc. in an effort to minimize impacts to the site.

Although minor impacts from park improvement projects, marina construction, and shoreline erosion have impacted the edges of the site, the Maximo Beach Archaeological Site overall remained in a good, relatively undisturbed state at the time of designation in 1992. By the late 1990s, Maximo Park was used primarily for boating, beach access and picnicking. The boardwalk area was so overgrown with Brazilian Pepper and other exotics that undesirable and inappropriate activities were happening on a regular basis in relative seclusion. There were many attempts by the St. Petersburg Police Department to sweep the area to eliminate these activities. While initially successful, inappropriate activities would always return in a short period of time. In 1998 and 1999, maintenance efforts were concentrated in the boardwalk area to remove the exotics. When completed, it allowed native plants and trees to thrive. Still, the inappropriate activities continued to be a problem.

In 2000, a small group of sports enthusiasts approached the Parks Department about installing a disc golf course. The group would purchase the equipment and volunteer their time to remove the remaining exotics and assist in the installation of the baskets and tee pads. The Parks Department presented the plan to the Greater Pinellas Point Civic Association as a positive activity to replace the undesirable. The neighborhood association whole heartedly agreed with the project and solicited the support of then Councilmember James Bennett. The plans were reviewed and approved by the Parks Director (Dell Holmes).

The Parks Department recognized the archaeological significance of the area and felt the impact of five basket posts and five above ground concrete tee pads were acceptable since many other construction and maintenance activities had already taken place. These activities included aforementioned items as well as sign and bollard installation. All of these were deemed appropriate in a "passive park with wilderness areas." The approval process took approximately six months to complete and involved multiple public meetings. The course opened in 2001. Although the installation of the disc golf course in 2001 was reviewed by the City, a COA was not issued for the installation. The subject archaeological site was designated a local landmark in 1992. As such, any ground disturbing activities, including digging, planting, use of heavy machinery, excavation, vegetation removal, and construction, requires a Certificate of Appropriateness (COA).

Since 2009, several COAs have been processed for improvements to minimize the erosion of the archaeological site, stabilize the observation tower, install electrical poles, and remove concrete pads at disc golf holes 5 and 18 which were accelerating the erosion of the site. Recent efforts by the Greater Pinellas Point Civic Association (GPPCA), the Florida Public Archaeology Network (FPAN), the Tocobaga Disc Golf Club, and the City of St. Petersburg Parks Department have involved the installation of non-invasive native plants, recordation of the eroding midden profile, and creation of educational signage.

In November 2012, the CPC approved an after-the-fact COA for the Parks Department to retain the existing disc golf course with the ability to retain an 18 hole golf course in the same or

modified configuration in the future. Based upon additional surveys which had been conducted in the park, one of the conditions of approval for the issuance of the COA provided that:

The boundaries of the existing Local Landmark Designation will be amended to incorporate the entire park, less the disturbed and spoil areas created by the channelization of Frenchman's Creek and the construction of Interstate 275 (potential boundaries to be determined in consultation with a registered professional archaeologist).

This staff report is intended to satisfy that condition of approval.

## **HISTORY AND SIGNIFICANCE**

### **Historical**

Maximo Park, which has an address of 6600 34<sup>th</sup> Street South, is an irregularly shaped parcel bordered by Interstate 275 on the east, Frenchman Creek on the northwest and Boca Ciega Bay on the southwest. Approximately 40 acres in size, Maximo Park is one of 102 City Charter Parks, i.e., a park established and protected by the St. Petersburg City Charter. On January 1, 1940, the City acquired a 285 acre tract along Maximo Point in which the present-day park was later developed. The City held a lien on the property representing taxes from 1926 to 1938 when it was purchased by the City at auction. Although no definite plans were made for use of the property, City Manager G.V. Leland indicated that the tract would "be available for port purposes, a park, or such other use as deemed advisable (*Evening Independent*, 1 January 1940)." At the time of the purchase, the newspaper provided the following description, "the densely-wooded tract is now the site of a fishing camp and is used from time to time as a picnic ground. It is one of the few waterfront tracts in Pinellas county [sic] that has been maintained in virtually its native state (*Evening Independent*, 1 January 1940)."



*Evening Independent*, January 1, 1940.

Newspaper reports indicate that the property, which had long served as a picnic site, quickly evolved into an informally designated beach for African Americans. In 1943, the women's auxiliary of the American Legion brought a request to City Council that additional beaches needed to be established for use by the City's black population. During the discussion, City Manager Leland informed the delegation "that negroes have been allowed to use the beach at the south mole for the past 10 years and that during the past three years additional bathing facilities have been provided at Maximo point (*St. Petersburg Times*, 21 July 1943)." Mayor George Patterson established a Council committee to investigate

the need and indicated that Council would favor additional beach facilities if satisfactory beach sites could be located.

After evaluation of numerous sites by the Council Recreation Committee, City Council voted unanimously to officially establish a "Negro bathing beach" at Maximo Point in June 1949. Mayor Blackburn suggested an allocation of 50 acres for the beach with improvements completed by the end of the summer. Within days, an informal delegation of Maximo Point residents objected,

not to the actual site which would be screened, but to the prospective traffic to and from the beach. Opponents wanted African-Americans to have a beach, just somewhere else (*St. Petersburg Times* 8 June 1949, 15 June 1949, 16 June 1949, 17 June 1949, 21 June 1949). Under the threat of opposition, the beach was not improved with additional facilities.

In 1955, the area was again suggested for the construction of new bathing facilities for African Americans but again failed to further develop under the protest against the Martin Shores African American housing project planned along 54<sup>th</sup> Avenue South (*St. Petersburg Times*, 26 March 1955, 2 May 1955). Finally, African Americans tried to use the all-white Spa Beach which resulted in a lawsuit which went to the Supreme Court in 1957 and the City closing the Spa Beach in 1958. Instead of integrating Spa Beach, the City asked the State Road Department to create an African American beach and wayside on the Pinellas approach to the Gandy Bridge and the City appropriated \$15,000 for a bathhouse and water supply (*St. Petersburg Times*, 6 June 1958, 23 August 1958, 23 September 1958). The previous year, in 1957, the City quietly improved Maximo Park with restrooms followed by picnic shelters and tables (Property card).

## City Officials Inspect Negro Beach Site



City officials yesterday surveyed the site for a proposed bathing beach for Negroes. From left are City Manager Wisdom, Vice Mayor Johnson and City Engineer Jorgensen.



This is a view of a portion of the beach property which the City will develop. Water and cabbage palms, growing to the water's edge, will be left in their natural state. Officials view the area as ideally suited for beach development.

A bathing beach for St. Petersburg's Negro residents probably will be in operation early next month. This was indicated yesterday by City Manager Ross E. Wisdom following an inspection of the beach site on Maximo Point about one mile west of 31st Street South. Wisdom, accompanied by Vice Mayor Samuel G. Johnson and City Engineer Paul Jorgensen, surveyed more than 1,000 feet of the waterfront property by boat. He said the entire strip will be allocated for beach purposes, but added he will recommend to Council that only 300 feet of beach be opened at the present time. The beach area is located immediately north of Bird Key on Boca Ciega Bay. It is easily accessible from 31st Street by a



*Evening Independent, June 16, 1949.*

## Council Approves Negro Beach at Maximo Point

City Council took unanimous action yesterday to approve location of a Negro bathing beach at Maximo Point.

A six-man committee, composed of Negro and white civic leaders, was appointed to co-ordinate development plans with Council's Recreation Committee.

The lay group, which includes the Rev. Dr. J. Wallace Hamilton as chairman, Walter G. Ramseur, Dean Mohr, Edward McRae and H. J. Polk, will take joint action with Council to speed the project.

The beach will be located on City-owned property lying less than a mile west of 34th Street South on Boca Ciega Bay.

ing to vacate the property to provide additional beach area if it is deemed advisable. He asked to be paid for the cost of improvements made on the site, however.

Council earlier heard a proposal from Frank B. Caldwell, owner of 1,700 feet of water-

*Evening Independent, June 8, 1949.*

### **Archaeological**

Archaeological investigations of the Maximo Point area originated in the 1880s with periodic reports concerning archaeological sites recorded during the early twentieth century. Presently, there are two known archaeological sites within the boundaries of Maximo Park: Maximo Beach Archaeological Site (8PI 31) and Frenchman's Creek Archaeological Site (8PI11968).

### ***Maximo Beach Archaeological Site (8PI31; HPC 91-05)***

Located in Maximo Park on city-owned land, the Maximo Beach Archaeological Site was recorded in the state inventory of archaeological and historic sites, also known as the Florida Master Site File, in 1952 (FMSF 8PI31). Following limited excavations by the University of South Florida in 1973, portions of Maximo Park were identified as Sensitivity Level 1 sites eligible for landmark status in the Archaeological Survey of the City of St. Petersburg prepared by Piper Archaeological Research, Inc. in 1987.



**Maximo Point area, postcard, ca. 1920.**

The Maximo Beach Archaeological Site was locally designated as a historic landmark named Maximo Park

Archaeological Site by the City of St. Petersburg in 1992 (HPC 91-05). The landmark boundaries only incorporated the southernmost area designated as Sensitivity Level 1; the remaining areas of Sensitivity Level 1 remained undesignated. The Maximo Beach Archaeological Site is one of the few large shell midden complexes remaining in Florida. It consists of several shell middens, two large mounds, and a submerged midden deposit and lithic scatter located offshore beneath the waters of Boca Ciega Bay. The site was occupied during the Middle/Late Archaic through the Spanish Contact periods (5,000 BCE – 1800 AD). The Maximo Beach Archaeological Site was likely part of the larger Maximo Point Temple Complex Site, situated east of I-275, which would have served as a religious and political center for the Safety Harbor cultures between 1000 AD and 1500 AD. Historic maps and artifacts also indicate that Maximo Beach was the site of the mid-nineteenth century fish rancho built by Antonio Maximo Hernandez, the first white settler on the Pinellas peninsula (Maximo Beach Archaeological Site Designation Application 1992).

### ***Frenchman's Creek Archaeological Site (8PI11968)***

In 2010, the City of St. Petersburg undertook a planning and design project to improve the boat ramps at Maximo Park. The proposed work was located outside of the Local Landmark boundaries and the boundaries of the Sensitivity Level 1 archaeological areas, and therefore did not require a COA or archaeological preservation area review. However, the improvements required a permit from the U.S. Army Corps of Engineers (ACOE). The National Historic Preservation Act of 1966 (Public Law 89-665, as amended), Executive Order 11593, and Chapters 253 and 267 of the Florida Statutes require federal and state agencies to assess the impacts on cultural resources that may result from a federally funded or permitted undertaking. As such, the ACOE required a Cultural Resource Assessment Survey and an assessment of effects in order to permit the proposed Boat Ramp Improvement Project.



The consultant, archaeologist B.W. Burger, performed a survey within the boundaries of the proposed City project. In addition to providing an update of the Maximo Beach Site, Burger identified a new site, Frenchmen's Creek (8PI1968). The multi-component site is composed of two lithic scatters, three shell middens and one historic locus buried under spoil from the channelization of Frenchman's Creek. The boundaries of the new site extended outside of the project area of the boat ramp improvement project. The lithic scatters appeared to be of Middle/Late Archaic (5000 to 3000 BCE) predating the three middens, which appeared Late Preceramic Archaic (ca. 2000 BCE) and/or Transitional (1000 to 500 BCE). The author concluded that the new site had the potential to yield additional significant data and should be considered eligible for listing in the National Register of Historic Places. He further stated that "Given the numbers of sites and components located within and adjacent to Maximo Park and the breadth of time represented, this author feels that an Archaeological District nomination to the [National] Register could be supported (Burger, 2010:20)."

His report was submitted to the ACOE and to the Florida Department of State, Division of Historical Resources (State Historic Preservation Office; SHPO), as per the regulations. The SHPO concurred with the determination that both the previously identified site, the Maximo Beach Site (8PI31), and, the newly identified Frenchman's Creek Site (8PI1968), were eligible for listing in the National Register of Historic Places. The Maximo Park Boat Ramp Improvement project was approved and permitted provided that certain measures were taken to minimize impacts to the archaeological sites with additional documentation (Kammerer to Kalaydjian, 4 February 2011; Kammerer to Burger 18 February 2011). The boundaries of the Frenchman's Creek Site outside of the Boat Ramp Improvement Project area remain unknown.

## **RECOMMENDATION**

Staff recommends **APPROVAL** of the City-initiated request to expand the local historic landmark designation boundaries of the Maximo Park Archaeological Site, located at 6600 34<sup>th</sup> Street South, thereby referring the application to City Council for first and second reading and public hearing. The property is known as Maximo Park and is operated by the Parks and Recreation Department.

Portions of the park were designated as a local historic landmark in 1992. At the time of designation, the site met two of the nine criteria necessary for designating historic properties as listed in Section 16.30.070.2.5(D) of the City Code:

1. Its value as a significant reminder of the cultural or archaeological heritage of the City, state or nation.
7. Its character is a geographically definable area possessing a significant concentration, or continuity of sites, buildings, objects or structures united in past events or aesthetically by plan or physical developments.

The site continues to meet these criteria. This property is significant at the local and state level in the areas of ARCHAEOLOGY AND ETHNIC HERITAGE. As evidenced by the recent discovery of Frenchman's Creek Archaeological Site situated out of the Local Landmark and Sensitivity Area 1 Archaeological Preservation area boundaries under spoil, much undisturbed data is still present at Maximo Park. The archaeological sites within the park should be identified, monitored, and protected. The complex has the potential to contribute important scientific information to the study of the following: environmental change and prehistoric adaptation, development of settled communities and social complexity, development of plant







**Community Preservation Commission**

**6600 34th Street South**

**AREA TO BE APPROVED,  
SHOWN IN [ ]**

**CASE NUMBER  
COA 12-90300002**



**SCALE:  
Not to Scale**

**SAINT PETERSBURG CITY COUNCIL**

Meeting of January 16, 1992

**TO: MAYOR AND MEMBERS OF CITY COUNCIL**

**SUBJECT: Historic Designation of Maximo Beach Archaeological Site (HPC #91-05)**

**RECOMMENDATION: The Administration and the Historic Preservation Commission (9-0) recommend APPROVAL of the attached Ordinance. This item had First Reading on December 12, 1991.**

**EXPLANATION: On November 21, 1991 the Historic Preservation Commission conducted review of two city initiated applications and one citizen initiated application for consideration as local historic landmarks/landmark sites. The two city initiated properties reviewed, the Comfort Station and Maximo Park Archaeological Site, were two of the four properties approved by City Council for 1991 initiation. The other two city initiated applications, the Boone House and the State Theater, were recently approved for landmark designation in October 1991.**

The Historic Commission approved by a vote of 9-0 to recommend the Maximo Beach Archaeological Site (HPC #91-05), located on City-owned parkland located along the shoreline of Boca Ciega Bay, south of Frenchman's Creek and west of US19, as a Local Historic Landmark Site.

The Maximo Beach Archaeological Site is one of the few large shell middens remaining in St. Petersburg. The site was occupied during the Paleo-Indian through the Spanish Contact period. The Maximo Park Beach site was identified in the 1987 survey of archaeological sites by Piper Archaeological Research, Inc. as eligible for landmark status and meets the following criteria listed in Chapter 35 1/2 of the City Code for designation as a landmark, landmark site, or historic district:

- (1) Its value as a significant reminder of the cultural or archaeological heritage of the City, State, or Nation;
- (7) Its character is a geographically definable area possessing a significant concentration, or continuity of sites, buildings, objects or structures united in past events or aesthetically by plan or physical development.

Attachments: HPC Minutes, Staff Report, Map, Aerial, Ordinance (1)

TO BE APPROVED BY HPC

ST. PETERSBURG HISTORIC PRESERVATION COMMISSION  
PUBLIC HEARING AND EXECUTIVE SESSION

Council Chambers  
City Hall

Thursday, 4:00 p.m.  
November 21, 1991

MINUTES

Commissioners present:

Abdul Karim Ali  
William Blizzard  
Hazel Evans  
Thomas F. X. Flynn, Chairman  
Joseph Kubicki, Chairman-elect  
Jennifer O'Brien  
John R. Oxley  
Sherman Seaborn  
Anna P. Trakas

Commissioners Absent:

George Henderson  
Larry LaDelfa  
Gordon Spoor

Staff present:

Betty Bell  
Robert Jeffrey, Planner I  
Stephanie Lampe, Planner II  
Jan A. Norsoph, Manager/Urban Design & Development

Others (HPC#91-06):

Claudette Dean, 720 88th Ave. N., City 33702  
Nat Futch, 49 5th St. S.  
Howard Hansen, 3810 20th Avenue North, St. Petersburg, Florida 33713 (also 91-06, 91-07)  
Bishop Edwin Nesbitt (St. Jude Holiness Church Pastor), 3780 40th Lane S., 36B  
Martha Farrow, 3601 19th Ave. S., church member (no card)

Chairman Flynn called the meeting to order at 4:00 p.m. A quorum was present.

The October 24, 1991 minutes were approved.

The meeting was adjourned at 5:53 p.m.

**III. Public Hearing and Executive Action Items**

APPLICATION HPC #91-04 - Comfort Station #1, NE corner of 2nd Av. NE & Bayshore Dr. NE

Request: To consider the designation of the Comfort Station as a historic landmark

Applicant: City of St. Petersburg

Stephanie Lampe presented the background of Comfort Station #1, including slides. The comfort station is considered a reflection of the City's pride in its waterfront and its elaborate Romanesque Revival style is considered unique not only in the City of St. Petersburg, but in the State of Florida. Staff recommended approval of the City-initiated application based on City Code Chapter 35 1/2-35(d) criteria (3), (4), and (5).

Howard Hansen, representing Booker Creek Preservation and S.P.P.I., urged approval of the recommendation.

**MOTION**

It was moved by Commissioner Evans and seconded by Commissioner O'Brien that the Historic Preservation Commission recommends APPROVAL of the comfort Station as a local historic landmark in accordance with staff's analysis and recommendation, based on City Code Chapter 35 1/2-35(d) criteria: (3) It is identified with a person or persons who significantly contributed to the development of the City, State, or Nation; (4) It is identified as the work of a master builder, designer, or architect whose individual work has influenced the development of the City, State or Nation; (5) Its value as a building is recognized for the quality of its architecture, and it retains sufficient elements showing its architectural significance.

YES: Ali, Evans, Kubicki, O'Brien, Oxley, Seaborn, Trakas, Flynn

The motion was APPROVED 8-0.

APPLICATION HPC #91-05 - Maximo Park Archaeological Site, 34th St. & Pinellas Point Dr. S.

Request: To consider the designation of the Maximo Park Archaeological Site as a historic landmark site.

Applicant: City of St. Petersburg

Stephanie Lampe presented the report on Maximo Park Archaeological Site, explaining the location and illustrating the different periods (Paleo-Indian through Spanish contact) of historic significance. The staff report recommended approval based on City Code Chapter 35 1/2-35(d) criteria criteria (1) and (7).

Howard Hansen, Booker Creek and S.P.P.I., said both groups he represented were thrilled with archaeological designations in St. Petersburg which was perhaps the richest location in Florida for these sites. He concurred on the need to protect this source of prehistoric history and endorsed staff's recommendation of approval.

Commissioner Ali commended staff for its fine work and sharing the rich history of the rich contributions made by the early settlers--the Native Americans--as well as the Europeans who came and made a contribution. He was pleased the site would be protected.

#### MOTION

It was moved by Commissioner Evans and seconded by Commissioner O'Brien that the Historic Preservation Commission recommends APPROVAL of the Maximo Beach Archaeological Site as a local historic landmark site in accordance with staff's analysis and recommendation based on City Code Chapter 35 1/2-35(d) criteria: (1) Its value as a significant reminder of the cultural or archaeological heritage of the City, State, or Nation; (7) Its character is a geographically definable area possessing a significant concentration or continuity of sites, buildings, objects or structures united in past events or aesthetically by plan or physical development.

YES: Ali, Blizzard, Evans, Kubicki, O'Brien, Oxley, Seaborn, Trakas, Flynn

The motion was APPROVED 9-0.

APPLICATION HPC #91-06 - The Glen Oaks Cemetery, 2012 Auburn St. South.

Request: To consider the designation of the Glen Oaks site (including the Indian mound, church, and cemetery) as a historic landmark site.

Applicant: Ms. Claudette Dean

Rep: Mr. Howard Hansen

Owner: Bishop Edwin Nesbitt (Pastor of the church)

The City of Gulfport sent a resolution of support and its historic commission sent a letter of support. Bob Jeffrey reported three phone calls supporting the designation. He described the site's three valuable man-made historic resources: the prehistoric Indian mound (a valuable, rare inland archaeological site), an early pioneer cemetery (1874), and an early 20th century vernacular church (1909), a significant combination which affords a unique view into the culture of St. Petersburg's historic development over a wide span of time.

While staff slides showed the church to be generally well maintained and the additions sympathetic, the graves and markers appeared scattered, broken, sometimes hidden in underbrush. Adverse impacts included 19th century grave sites excavation in the Indian mound, undefined parking near or possibly on graves, graves and monuments lost or damaged by overgrowth, rampant vandalism, etc. State Statutes Chapter 872 requires graveyard maintenance. The staff report recommended historic site designation under Code Chapter 35 1/2(d) criteria (3) and (6):

Mr. Seaborn asked if the owners planned to define parking areas or do any restoration after designation; Mr. Ali was concerned about graves' maintenance; Ms. Evans asked if the state statute was being enforced. Mr. Blizzard wondered about the effect of designation on aluminum siding on the building. Mr. Kubicki asked the owner's position on designation. Mr. Flynn asked about burial records.

Mr. Seaborn requested staff follow up on the cemetery's condition at a later date.

Nat Futch, a descendant of pioneers buried in the cemetery, said the City once planned a thoroughfare through the site. He recommended the site be protected by historical site designation.

Applicant Claudette Dean, representing the descendants of pioneers buried in this cemetery, emphasized the historical value of the site, said there were records available to identify locations of grave; she was disturbed by the damaged graves. The original church congregation by agreement tended the graves in exchange for the land. She is searching the records taken by the deceased minister of that church congregation. She said other survivors who have site information, and would be contacted to determine the locations of gravesites.

Mr. Blizzard asked if the site were large enough to meet the zoning ordinance parking requirements or if it might be "grandfathered in." He and Ms. Dean discussed arrangements for cemetery care a trust deed permitting church and cemetery use; however, cemetery care in exchange for the land was not a recorded covenant.

Howard Hansen, co-author of the application, said the application was unusually complex and urged designation as well as a management plan to protect the site. The City should keep track of the issue and the state burial maintenance statute was fairly recent and was really written for prehistoric burials.

Pastor Nesbitt, representing the church as owner, stated that he had advertised to notify descendants of the new ownership. For the 20 years of his ownership he sought help (in vain) from the City and from the historic society. The descendants should have helped. They were allowed to visit graves. (None of his congregation are buried there.) Vandalism, illegal dumping and theft are problems. Others should ask permission to bury. The congregation does not oppose designation but does not want their "hands tied." The descendants should consult with him and the trustees. He has no way of knowing if cars are parked on graves. He was willing to meet with the applicant's group as requested by Mr. Ali.

Mr. Seaborn asked what help he needed. Mr. Nesbitt said if there were no graves in the parking area, fencing the other part of the cemetery would deter theft and vandalism.

Mrs. Trakas asked if graveyard care was discussed when he purchased the church; he said there was none but the church keeps the site mowed; what they need is shrubs, flowers, etc.

Mr. Blizzard was concerned that historic designation might be an added burden. Mr. Nesbitt said the church already maintained the property; Mr. Norsoph said if there are graves where the parking is, that will have to be dealt with. He told Ms. O'Brien he was not aware of the church's requests for help.

Mr. Ali recommended more discussion if it were determined there were graves in the parking area. Ms. Dean said she and Pastor Nesbitt had talked about three years ago when she discovered some monuments missing and the condition of graves; Mr. Nesbitt said the church could not be responsible for the unfenced property. She felt the relatives would not be welcome but he said that was not the case.

Martha Farrow (church member) said parking was a problem; she had never seen any relatives tending graves. The church cannot afford a fence nor be responsible for vandalism. She was concerned about its responsibilities after historic designation. They wanted to do what was right and would cooperate.

Mr. Flynn suggested she contact Jan Norsoph, perhaps appear before Council at its public hearing.

Ms. Dean said her group would cooperate, wants to share the history with the City.

#### **MOTION**

It was moved by Commissioner Blizzard and seconded by Commissioner Ali that the Historic Preservation Commission recommends APPROVAL of the Glen Oaks Cemetery Site which includes the prehistoric mound, the pioneer cemetery, and the Glen Oaks Community Church (but not the alley way easement running to the south of the property), as a local historic landmark based on staff's analysis and recommendation in accordance with City Code Chapter 35 1/2-35(d) criteria: (1) Its value as a significant reminder of the cultural or archaeological heritage of the City, State, or Nation; (3) It is identified with a person or persons who significantly contributed to the development of the City, State, or Nation; (6) It has distinguishing characteristics of an architectural style valuable for the study of a period, method of construction, or use as indigenous materials.

Ms. O'Brien was concerned about maintenance and possible financial hardship on the owners. Mr. Norsoph said the church would probably have to maintain the site; he did not think the state statute would require the church to repair the graves. Staff would work with the church but the City had no program for maintaining private property.

Mr. Blizzard noted parking on graves remains a problem whatever action HPC takes. Perhaps there a grant might be available for a fence and historic designation might help to get one.

Mr. Ali sympathized with both groups and proposed a motion to give the owner more time to resolve its problems with the other group and the City to find out if a grant were available.

**SUBSTITUTE MOTION**

Commissioner Ali moved and Commissioner Trakas seconded a motion to defer the motion until January 9, 1992 to give staff time to investigate available grants and the groups to meet and share the information with the commission.

Mr. Blizzard, Ms. O'Brien and Ms. Trakas agreed HPC should be able to determine if a site were eligible for designation and that the issue was whether this site should be so designated. Ms. Trakas also said she seconded Mr. Ali's substitute motion because she too felt there had not been enough discussion or care given to the problems. Mr. Ali agreed the site was eligible but HPC could look at hardship.

VOTE (on substitute motion)

YES: Ali, Trakas

NO: Blizzard, Evans, Kubicki, O'Brien, Oxley, Seaborn, Flynn

The motion was DENIED 7-2.

VOTE FIRST MOTION (for designation)

YES: Blizzard, Evans, Kubicki, O'Brien, Oxley, Seaborn, Trakas, Flynn

NO: Ali

The motion was APPROVED 8-1.

Commissioner Seaborn asked staff to assist the two groups. Mr. Norsoph said staff always tried to help and would inform the state of the situation and find out if any money is available.

**ANNOUNCEMENTS**

The designations approved by the Commission will be scheduled for public hearing before the City Council on January 16, 1992.

The HPC chairman (or delegate) was invited to Council's Historic Preservation workshop December 10 at 2:00 p.m. in Room 101 to listen and perhaps answer some questions. The meeting is open to the public and other HPC members but there would be only one HPC spokesperson. Commissioner Flynn felt he could attend but encouraged as many others to attend as possible.

g:hpcnov21.min



County. They found that the 1845 survey notes of R.W. Templeton described the area as containing "sand flats with pine and salt marshes." He encountered one small hammock "entirely cleared by Maximo Hernandez".<sup>2</sup>

**b. Exterior appearance of the major contributing resource (s):**

Maximo Beach Archaeological Site (8Pi31) actually consists of at least five relatively discrete spatial components (figure 1). From west to east these include 1) a narrow, linear shell midden ridge which runs parallel to the bayshore, 2) a large, elliptical midden/mound near the center of the site which is separated from the linear ridge by a shallow swale, 3) a large shell mound located along the western shoreline which is separated from the elliptical midden/mound by a saltwater marsh, 4) a broad, slightly elevated area located to the east of the marsh which contains abundant shell midden deposits, and 5) a submerged midden deposit and lithic scatter located beneath the waters of Boca Ciega Bay. Interspersed between these spatial components is a thin deposit of shell, food bone and artifacts.<sup>3</sup>

**8. Alterations and Present Appearance: Describe alterations to property in chronological order. Indicate the date, type, and reason for each of the following:**

- a. Alterations to the major resource.**
- b. Alterations to other contributing resources. N/A**
- c. Site alterations:** demolition of any resources or construction of non-contributing resources, landscape changes, etc.
- d. Setting alterations:** describe changes in the surrounding area or neighborhood:

Archaeological excavations were conducted by University of South Florida in the midden deposits at the east end of the park in 1973 (area 4 on figure 1). Pot-hunting has also occurred in the midden area which has resulted in some resource alteration. Additionally, early park related activities have partially disturbed a portion of the shell midden area and erosion is impacting some of the beach deposits. The most recent park development projects (1988 and 1990) have been done in cooperation with and under the supervision of the Planning Department and Piper Archaeological Research, Inc. Generally, the overall site remains in a good, relatively undisturbed state.

**9. Statement of Significance: Describe the historic significance of the property:**

- a. What events and circumstances led to the original development of the property? Why was it developed at that particular time and place?**
- b. Who was involved in the original development? Who was the owner? architect? builder? What other significant work or activities where these persons noted**

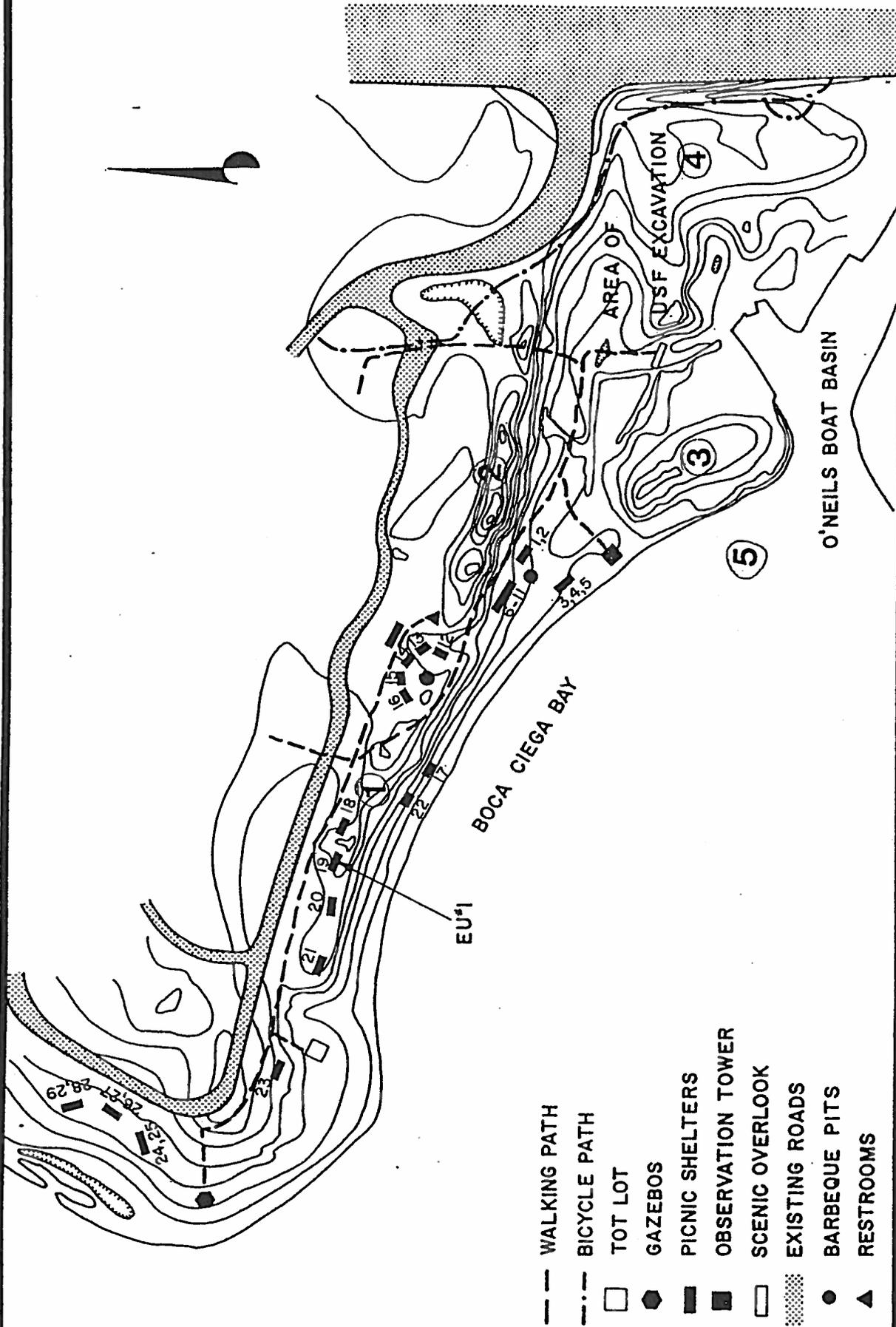


Figure 1: Map of Maximo Beach archaeological site showing major site features (1-5), location of park improvements, and 1x2 meter excavation unit.

- for? Are other important persons associated with the property? How?
- c. Describe the above persons, including such details as: educational and professional background, important events surrounding their lives, build/architect's role in development of St. Petersburg, other buildings built or designed, etc.
  - d. How was the property used during its period of significance? What important events or developments occurred there? How do they fit into the overall historic development of the community?
  - e. How and by whom was the property used after its period of significance?

In order to understand the significance of the Maximo Beach archaeological site, the cultural periods of Florida's prehistory have been summarized below <sup>4</sup>:

Paleo-Indian (Pleistocene-Ice Age) 12,000 BC - 6,500 BC

The earliest evidence of human occupation in Florida has been called the Paleo-Indian period. Characterized by nomadic people who followed and hunted now extinct big game animals such as the mastodon, ground sloth, sabre-tooth tiger. These people left few sites, most of which have been inundated by rising sea levels.

Archaic 6,500 BC - 1200 BC

The archaic people gradually changed to more skilled hunters, collectors, and gatherers with an increase in shellfish as a food source; not all were nomads, some groups may have had permanent habitation sites. Crude fiber tempered ceramics appear around 2000 B.C.

Formative 1,200 BC - AD 1000

Manasota (500 BC - AD 800), Weeden Island (AD 200) & Deptford cultures emerge as fishing and agricultural communities, leading a more sedentary way of life along the coast. More advanced technological skills made their appearance, most clearly shown in the sand tempered pottery (stamped ceramics 800 A.D.) and tools and ceramics that may have been traded between culture areas.

Mississippian AD 1000 - AD 1500

The Mississippian stage represents a further complexity of culture. The Safety Harbor culture (Tocobaga Indians) had more established settlements; ceremonial/religious traditions and political organizations (chiefs). Local examples include the Hirrihigua Mound, Narvaez Mound and Maximo Point (Days Inn) site.

Spanish Contact 1500 A.D. - 1800

Spanish influence created an enormous decline in native population; referred to as the 'Historic Period' or 'Colonial Period' - relating to Ponce de Leon 1513 landing on the Gulf coast & Narvaez landing in Tampa Bay 1528/ DeSoto in Tampa Bay 1539.

The Maximo Park Beach site consists of large shell midden deposits that date from the late Archaic through the Spanish Contact period. Artifacts dating to the Paleo-Indian and Early Archaic periods (8000-3000 BC) have also been found along the beach and in the offshore mudflats by collectors. These Paleo-Indian sites have become inundated by rising sea levels over the past 8000 years and presently lie beneath the water of Boca Ciega Bay.<sup>5</sup>

During its later occupation (Safety Harbor Period), this site was probably related to the larger and extremely significant mound and midden temple complex at Maximo Point (see figure 2).<sup>6</sup> The Maximo Point temple complex Site (8Pi19) has been the subject of several archaeological investigations. In 1972, Al Goodyear noted that sites exhibiting temple mounds such as those at Maximo Point before their destruction, are always the largest sites and would have served as a point of religious and political focus.<sup>7</sup>

Sherds (fragments) of Spanish Olive Jar have also been found by collectors along Maximo Beach. These sherds are probably from the mid-19th Century homestead of Maximo Hernandez, the first white settler on the Peninsula.

Antonio Maximo Hernandez was a fisherman, businessman, guide, and landowner. In John A. Bethel's History of Pinellas Point, Maximo is reported to have been the first white man to settle on Pinellas Point, which was then called Punta Pinal. Hampton Dunn, author of Yesterday's St. Petersburg, reports him as owner of a "fish rancho" on the lower end of Pinellas Point and a supplier for the Cuban fish market. The book states he was wiped out in the hurricane of 1848 and returned to his native Havana, where he died. Ray Arsenault's St. Petersburg and the Florida Dream states Maximo was a fishing guide for soldiers at Fort Brooke, which was near the mouth of the Hillsborough River. He also took soldiers to Egmont Key in search of turtle eggs, says Arsenault, and aided the Army during the Second Seminole War. For this he was given a land grant at Frenchman's Creek in 1842. Local historian Walter Fuller expanded on this story by explaining that Maximo got the land grant after Robert E. Lee came through this area looking for Seminole Indians, and the only person who knew anything about them was Maximo. Lee took Maximo as his scout, Fuller said, and Maximo took him up the Caloosahatchee River. Lee commended Maximo to the War Department, and that's how and why Maximo got the land grant. Maximo Hernandez originally was to be assigned 160 acres as a land grant under the Armed Occupation Act which stipulated that settlers would be granted 160 acres if they built habitable homes, cleared at least five acres of land, planted crops, and agreed to bear arms against the Indians (Grismer, Story). Grismer's research shows that Maximo may have only actually received 136½ of his entitled 160 acres.<sup>8</sup>

The original fish rancho, although the buildings were destroyed during the 1848 hurricane, remained in the hands of Maximo's widow until she sold it in the 1880s. According to Fuller's research, Maximo's widow, Dominga Gomez, married a Frenchman and that's how Frenchman's Creek got its name. The land was eventually sold for unpaid taxes and became

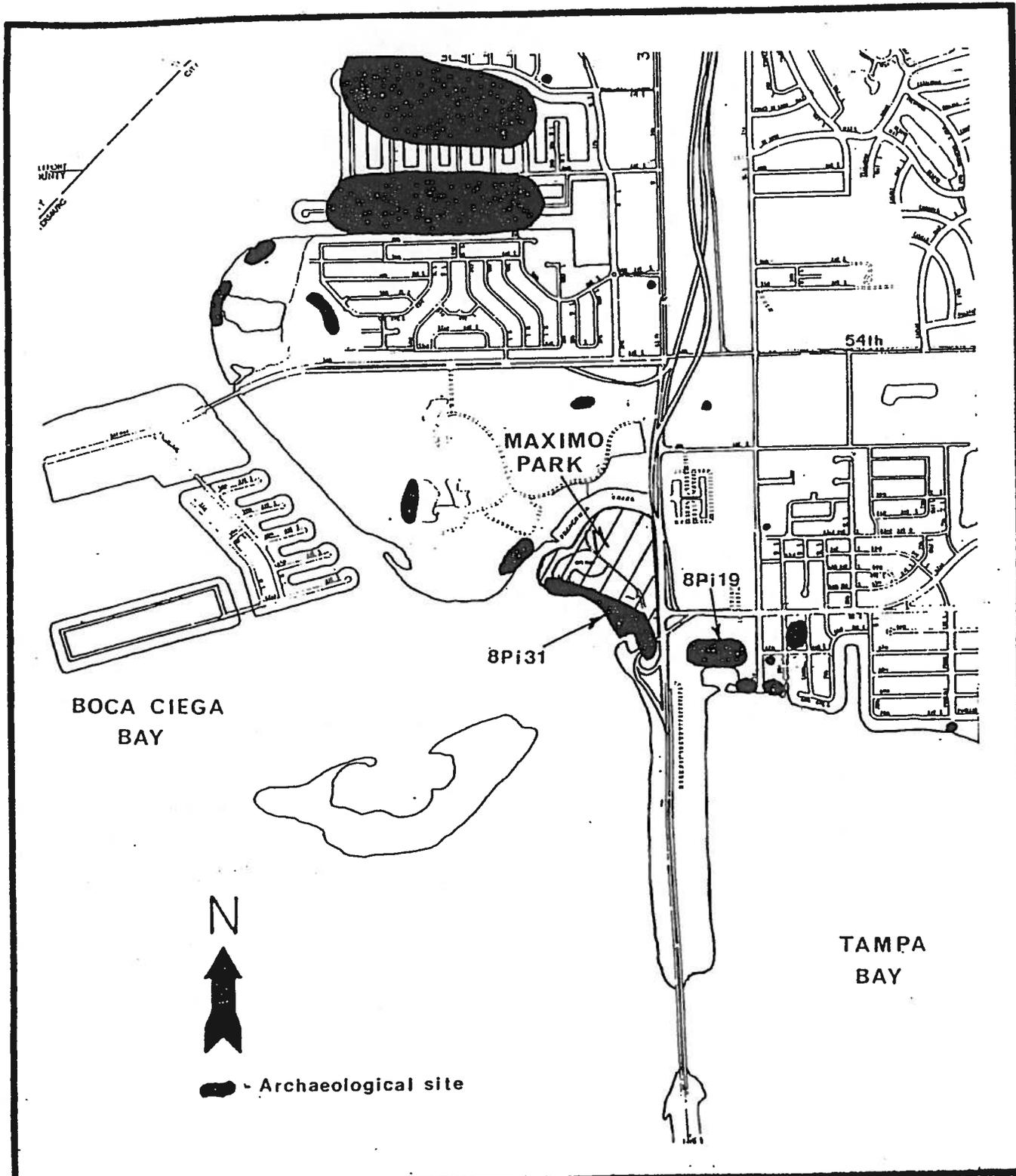


Figure 2 : Map showing location of Maximo Park project area and Maximo Beach (8Pi31) and Maximo Point (8Pi19) archaeological sites.

**PIPER**  
ARCHAEOLOGY

St. Petersburg, FL

City property.<sup>9</sup> A marker is located on the Eckerd College property to commemorate the first homestead in Pinellas County. However the 1840's plat map clearly shows Hernandez's homestead in Section 10, within the park boundaries. Therefore the exact location of the original buildings may never be known.<sup>10</sup>

**10. Identify existing use(s) of the site and any adverse impacts:**

The property is presently being used as public parkland. The only adverse impacts are related to the public nature of the site which makes it susceptible to vandalism and the impact of wave action which makes the site susceptible to erosion.

**11. Discuss the relationship of the landmark to any existing and future City development plans:**

The Parks Department is aware of the designation and will inform the Planning Department of any future development plans located within the park boundary.

**12. Evaluation of Significance:**

Given the documented occurrence of several burial mounds at the nearby Maximo Point site (FMSF #8Pi19) and in the light of the cultural, temporal and spatial association of the proposed designation site, Maximo Beach archeological site (8Pi31) with the Maximo Point site (8Pi19), it was considered possible that prehistoric aboriginal burials could be present within the boundaries of Maximo Park. Prehistoric burial mounds and cemeteries are protected under Chapter 872 FS 1987.<sup>11</sup>

The Maximo Beach archaeological site is one of the few large shell middens remaining in St. Petersburg. The site was occupied during the Paleo-Indian through the Spanish Contact periods. The Maximo Park Beach site was identified in the 1987 survey of archaeological sites by Piper Archaeological Research, Inc. as eligible for landmark status using the following guidelines (The criteria marked in bold specifically relate to the Maximo Park Beach Site):

- 1) The ability of a site to contribute important scientific information to the study of regional or local prehistory or history. Specifically related to the scientific study of:
  - a. Environment change and prehistoric adaptation
  - b. Development of settled communities and social complexity
  - c. Development of plant domestication
  - d. Acculturation and effect of european contact on aboriginal populations
  - e. Culture History
- 2) Association of a site with a person or event important to regional or local prehistory or history;

- 3) The association of a site with other sites, a group or district that is considered to be of regional or local significance;
- 4) The possession of qualities considered to be unique or rare, or that provide an especially well preserved example of particular type of site; and
- 5) A site's potential for public display and interpretation.

Much undisturbed data is still present at the Maximo Beach Archaeological Site that should be monitored and protected. The Maximo Beach Archaeological Site, located in Maximo Park (see figure 2) meets the following criteria found in City Code Chapter 35 ½- 35 (d) for designation of a property as a local historic landmark, landmark site, or historic district:

Ch. 35½-35 (d)

- (1) Its value as a significant reminder of the cultural or archaeological heritage of the City, State, or Nation;
- (7) Its character is a geographically definable area possessing a significant concentration, or continuity of sites, buildings, objects or structures united in past events or aesthetically by plan or physical development.

**13. Staff Recommendation:**

Staff recommends APPROVAL of the Maximo Beach Archaeological Site as a local historic landmark site.

## GLOSSARY OF TERMS<sup>12</sup>

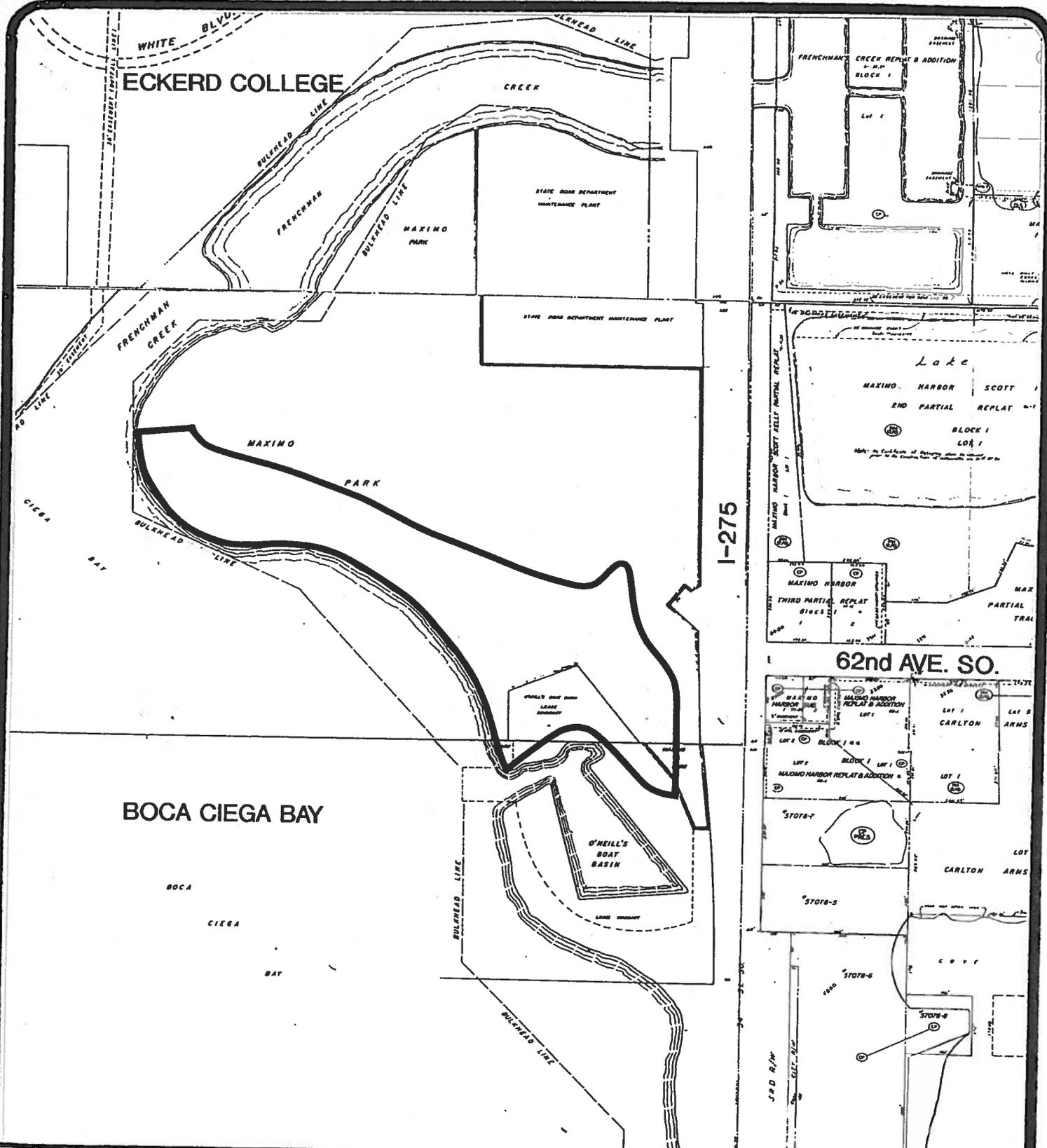
Aboriginal	Original or native inhabitants of an area (i.e. Native Americans or Indians).
Artifact	Any object manufactured or modified by humans (e.g. pottery, bottle, clothing, mound, building).
Chert	A flint-like stone formed through the replacement of limestone by silica contained in mineral rich ground water.
Cultural resource	Any site, structure, building, or object that is the result of past human activity including prehistoric sites and artifacts, historic buildings and monuments, and places associated with significant events in history or prehistory.
FMSF	Master file of all recorded archaeological and historic sites in Florida; housed at the Division of Historical Resources in Tallahassee.
Holocene	Recent, post-glacial epoch; the period of time since the Pleistocene, or last Ice Age, which ended approximately 10,000 years ago.
Lithic	A general term referring to all products of prehistoric stone technology (e.g. tools, flakes, ground stone, raw material).
Midden	An area where people lived and disposed of the garbage; usually consists of food remains (e.g. animal bone and shell) but may also contain features and discarded artifacts (see shell midden).
Mound	A purposefully constructed circular earthwork built by prehistoric and early historic Indians; used primarily for the interment of the dead although some may have functioned as foundations for living structures.
Paleo	A prefix meaning old or ancient (e.g. Paleo-Indian, paleo-environment).
Pleistocene	The most recent glacial epoch, or Ice Age, which ended approximately 10,000 years ago; precedes the recent Holocene, or post-glacial epoch.
Prehistory	Period or time before written records; in Florida this is generally considered to be prior to the time of Spanish contact in the early 16th century.
Projectile point	General term that refers to all stemmed or lanceolate-shaped stone projectiles (e.g. spear points, arrowheads).

Shell midden	An area where people lived and disposed of their garbage (see midden); dominated by shell refuse but also containing other food remains, artifacts, and features.
Sherd	A piece or fragment of pottery.
Temper	Material intentionally added to clay to prevent shrinkage (and hence cracking) when fired: the more general terms nonplastic or aplastic are often used to encompass materials that occur naturally in clay or are introduced accidentally; in Florida the most common tempering materials were sand, limestone, small fragments of potsherds (grog), and plant fibers.
Temple mound	Large, flat-topped pyramidal structure composed of sand, shell or sand and shell and often possessing a rampway leading to its summit; used for ceremonial purposes by prehistoric Indians and as a foundation for the chief's residence.

---

Endnotes:

1. Jerald T. Milanich & Charles H. Fairbanks, Florida Archaeology, Academic Press Inc., 1980, p 24.
2. Austin, Robert, Maximo Beach Site (8pi31) Archaeological Monitoring and Limited Testing for the City of St. Petersburg, Piper Archaeological Research, Inc., 1988, p 3.
3. Austin, p 5.
4. Milanich and Fairbanks, p 19 and Piper Archaeological Research, An Archaeological Survey of the City of St. Petersburg, Florida, August 1987, pg 37-41.
5. Ibid., p 42.
6. Piper Archaeological Research, Inc., An Archaeological Survey of the City of St. Petersburg, Florida, August 1987, p 42.
7. Boyle, Diane, A Preliminary Report of 8pi19, the Sheraton/Maximo Site, 1986, p 28.
8. Betty Jean Miller, What's In a Name? 'Early settler left his mark in Maximo', St. Petersburg Times, 12/03/1990.
9. Ibid.
10. Robert Austin, Piper Archaeological Research, Inc. (personal conversation with Stephanie Lampe 11/91).
11. Austin, p 1.
12. Piper, 1987, glossary.



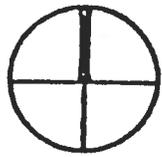
**HISTORIC PRESERVATION COMMISSION**

DATE: NOVEMBER 21, 1991

HPC 91-05

SCALE:  
1"=400'

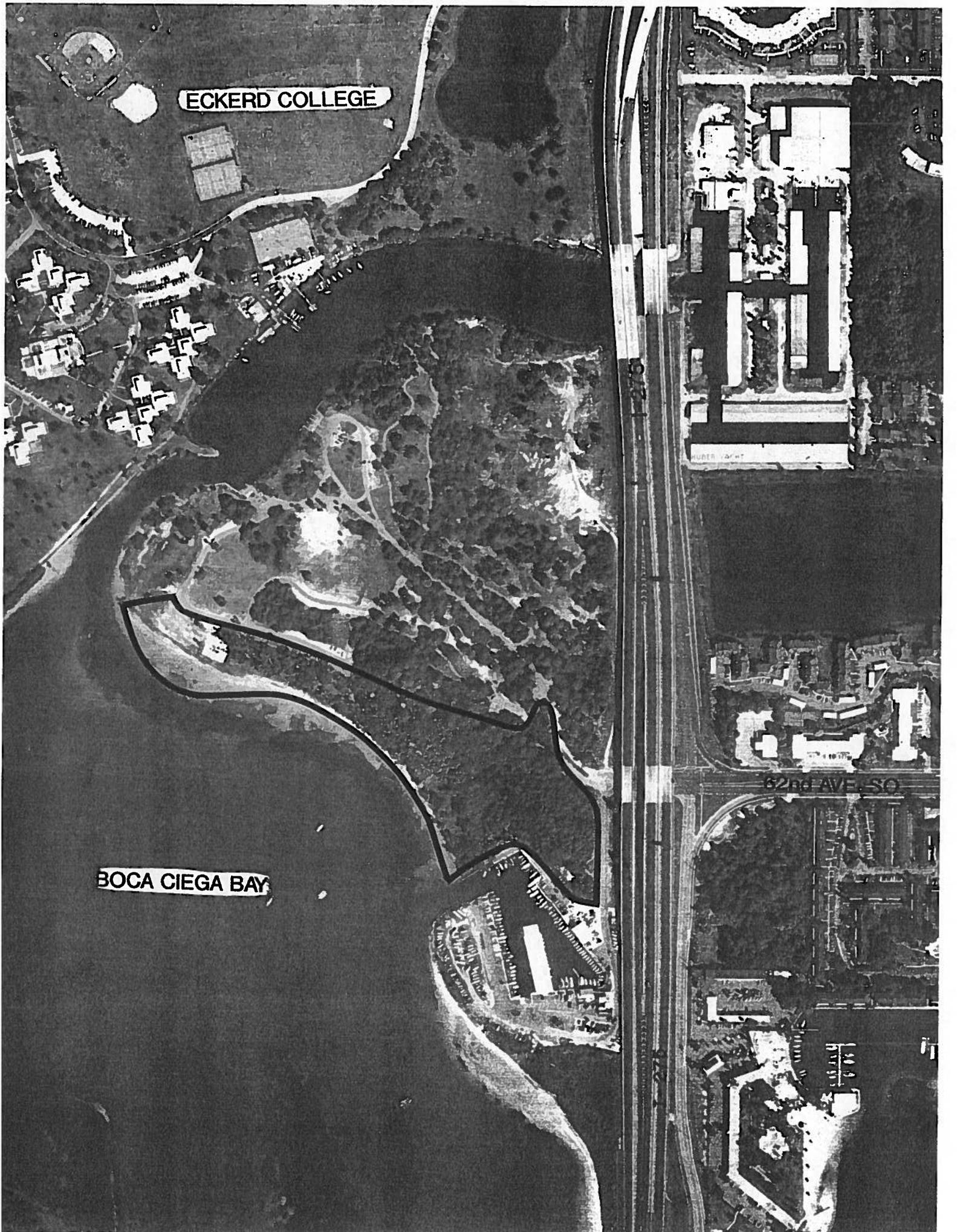
**THE MAXIMO PARK ARCHAEOLOGICAL SITE**



ECKERD COLLEGE

BOCA CIEGA BAY

62RD AVE. SO



AN ORDINANCE DESIGNATING THE MAXIMO BEACH ARCHAEOLOGICAL SITE, HPC CASE #91-05, GENERALLY LOCATED ON CITY-OWNED PROPERTY SOUTH OF FRENCHMAN'S CREEK, WEST OF US 19, ALONG THE SHORELINE OF BOCA CIEGA, A LOCAL LANDMARK SITE; ADDING IT TO THE LOCAL REGISTER CREATED PURSUANT TO CITY CODE CHAPTER 35 1/2; AND PROVIDING AN EFFECTIVE DATE.

THE CITY OF ST. PETERSBURG DOES ORDAIN:

SECTION 1. Pursuant to St. Petersburg City Code Chapter 35 1/2, the property described in Section 2 is designated as a local landmark site.

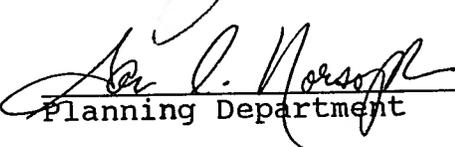
SECTION 2. A local register listing has been created of designated landmarks, landmark sites and historic districts. The following property is hereby added to this local register, City Code Chapter 35 1/2-52, as a landmark site:

Maximo Beach Archaeological site, located in City-owned parkland south of Frenchman's Creek, west of US 19, along the shoreline of Boca Ciega Bay, which is more specifically shown on the map attached hereto and incorporated herein by reference.

SECTION 3. This Ordinance shall become effective immediately upon its adoption.

APPROVED AS TO FORM AND CONTENT:

  
\_\_\_\_\_  
Assistant City Attorney

  
\_\_\_\_\_  
Planning Department

HPC.ORD

ORD^HPC9105  
Planning/Bell