

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 34th 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 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)."



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 54th 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 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 Rase E. Winston following an inspection of the beach site on Point West one mile west of 34th Street South.

The 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 the mainland by a small boat.

This is a view of a portion of the beach property which the City will develop. Water of channels haven't grown to the water's edge, will be left in their natural state. Officials the area is ideally suited for beach development.

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-

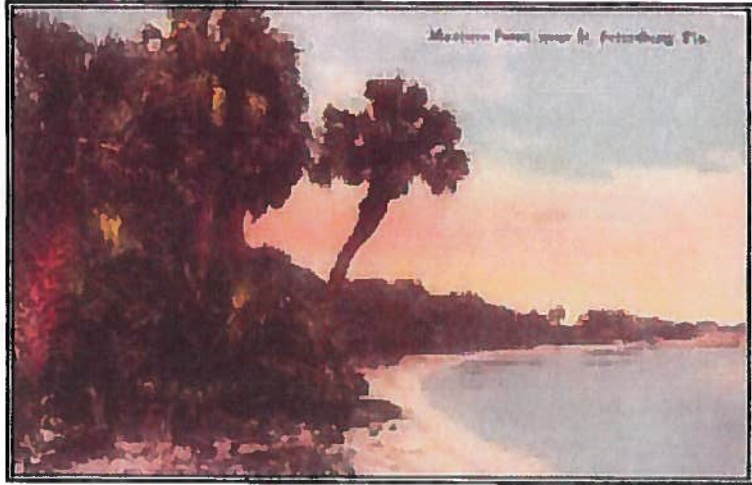
Evening Independent, June 8, 1949.

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, Frenchman'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.

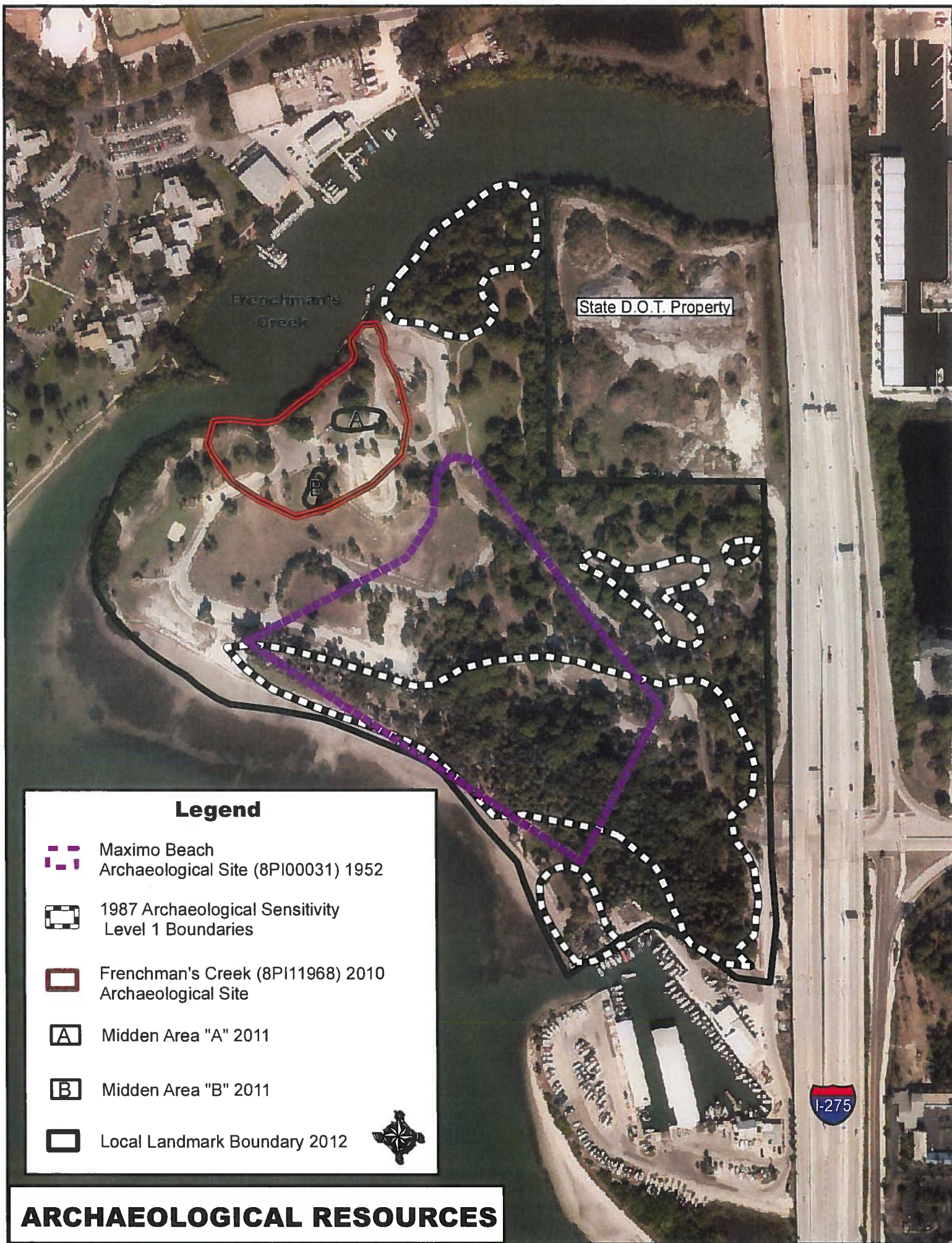
RECOMMENDATION

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 34th 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





Legend



Preservation (FLU)



Wilderness Area



Large Tract Wildlife Areas



ENVIRONMENTAL RESOURCES



MAXIMO PARK INTERTIDAL & BEACH RESTORATION PROJECT LIST

MAXIMO PARK MASTER PLAN

LIST OF PRELIMINARY MASTER PLAN FEATURES

101012

1. PERMITTED BOAT RAMP IMPROVEMENTS – UNDER CONSTRUCTION
2. BOAT RAMP TIE DOWN AREA
3. SALT MARSH RESTORATION AREA
4. RELOCATE EXISTING SWINGS
5. PICNIC AREA W/ SHELTERS & PARKING
6. PERMITTED RESTROOM – UNDER CONSTRUCTION
7. BOAT RAMP CAR PARKING
8. MOUND RE-CREATION SITE W/ ORIENTATION FEATURES
9. VIEW TO INDIAN KEY
10. VIEW TO SKYWAY BRIDGE
11. GROUND COVER RESTORATION AREA
12. PALM HAMMOCK RESTORATION AREA W/ SHELTERS
13. SHELTERS IN OPEN SPACE W/ PARKING
14. PLAYGROUND
15. RESTORATION OF ONE-WAY TRAFFIC FLOW
16. ARCHAEOLOGICAL RESOURCES GROUND COVER RESTORATION AREA
17. REMOVE SHELTER #3 AND BENCH
18. LIVE OAK (427) RESTORATION AREA (Midden & Shoreline)
19. REMOVAL OF DISC GOLF HOLE #5 AND HOLE #18
20. PINE - MESIC OAK (414) RESTORATION AREA (Midden)
21. END OF TWO WAY TRAFFIC
22. DREDGE & FILL AREA / BEACH RENOURISHMENT
23. MAINTENANCE ACCESS