

**Florida National Register Review Board
R. A. Gray Building, Room 307
Tallahassee, Florida
February 3, 2022
Meeting Minutes**

Commission Members Present via Webinar: Mr. Rick Gonzalez, Vice-Chair, Dr. J. Michael Francis, Ms. Kathleen Kauffman, Dr. Judy Bense

Commission Members Present In-Person: None

Florida Department of State Officials and Staff Present In-Person: Mr. Ruben Acosta, Survey and Registration Supervisor; Ms. Mariah Justice, Historic Preservationist; Dr. Tim Parsons, Director Division of Historical Resources

Florida Department of State Officials and Staff Present via Webinar: Mr. Michael Hart, Historic Marker Coordinator and Webinar Moderator; Mr. Andrew Waber, Historic Preservationist; Ms. Annie Albert, Historic Preservationist; Ms. Alissa Lotane, Historic Preservation Bureau Chief; Mr. Eric Case, Historic Preservation Grants Supervisor; Mr. Cody VanderPloeg, Grants Specialist; Mr. Drew Begley, Historic Preservation Grants Specialist; Ms. Nicole Hu, Historic Preservation Grants Specialist; Ms. Kelly Chase, Compliance Supervisor; Mr. Clete Rooney, Historic Preservationist; Mr. Joe Bomberger, Historic Preservationist; Mrs. Marcia Welch, Historic Preservationist; Mr. Michael DuBose, Historic Site Specialist; Ms. Jennifer Tobias, Historic Site Specialist; Mr. Daniel Vasquez, Historic Site Specialist

Guests Present In-Person: none

Guests Present via Webinar: Mr. Cliff Battles, Palm Beach County Recreation Director; Mr. Chris Davenport, Preservation Officer Palm Beach County; Mr. Eric Call, Palm Beach County Division of Parks & Recreation; Ms. Lucy Jones, Cardno Architectural Historian; Ms. Trisha Logan, City of Fort Lauderdale Historic Preservation Planner; Ms. Patricia Zeiler, Fort Lauderdale Historical Society; Mr. David Scheidecker, Historian, Seminole Tribe of Florida; Mr. Bryan Davis; Mr. Donald Campbell; Ms. Suzanne Hunt

I. Call to Order and Roll Call

Mr. Michael Hart read the housekeeping notes addressing the webinar. Mr. Rick Gonzalez called the meeting to order at 1:38 pm. All board members were present except Dr. Clifford Smith, Chairperson. The Vice-Chair, Mr. Gonzalez, chaired the meeting.

II. Introduction of Commission, Staff, and Guests

Mr. Rick Gonzalez introduced the Board. Mr. Gonzalez then asked for Mr. Ruben Acosta to introduce the staff and guests. Mr. Michael Hart read through the list of staff and guests attending by webinar.

III. Adoption of Agenda

Ms. Kathleen Kauffman moved to adopt the agenda. Dr. J. Michael Francis seconded. The motion passed unanimously.

IV. **Election of Officers**

Mr. Gonzalez proposed himself as Chair and Ms. Kathleen Kauffman as Vice-Chair. Dr. Judy Bense made the motion nominating Mr. Gonzalez as Chair and Ms. Kauffman as Vice-Chair. Dr. Francis seconded the motion. The motion passed unanimously.

V. **Remarks by Chairperson on Purpose of Meeting**

Mr. Gonzalez described the purpose and process of the National Register Review Meeting.

VI. **Approval of Minutes from November 4, 2021, Meeting**

Ms. Kauffman moved to approve the minutes. Dr. Francis seconded the motion. The motion passed unanimously.

VII. **Director's Comments**

Dr. Tim Parsons thanked Mr. Gonzalez and did not have any other further comments.

VIII. **Review of Nomination Proposals**

A. **Rivermont Site, Ft. Lauderdale, Broward Co.** was presented by Mr. Acosta.

The Rivermont Site is an archaeological site proposed for listing under Criterion D: Prehistoric Archaeology and Ethnic Heritage: Native American, for the period 500 BCE-1763 CE, at the local level of significance. The site consists of a large black earth and shell midden located along the New River in the Sailboat Bend neighborhood just to the west of downtown Fort Lauderdale. Currently, the site consists of a grass lawn with trees, including palms, oaks, and Ficus. It is slightly under two acres in size and surrounded by a masonry wall associated with a residence built on the property in the early twentieth century. The site is currently owned by the City of Fort Lauderdale, which prepared and submitted the nomination for the site for listing.

Investigations at the site identified artifacts associated with the Tequesta and earlier Glades Cultures within the midden, which rises up to two meters above the surface of the nearby New River. The site was first documented in association with a larger, now destroyed set of mounds located to the east in the 1890s. Comprehensive investigations of the site date to 2014 and consisted of two rounds of shovel testing to identify archaeological potential and to establish the size and boundary of the midden. During the investigations, numerous artifacts were discovered, including pottery sherds, tools, bones, an effigy, and a human molar. The archaeologists determined the site to be eligible for listing under Criterion D. Several years later in 2018, archaeologists monitored the demolition of the 1918 house and pool located atop the midden to minimize the impact upon the site's integrity.

The site has a high level of integrity and potential to yield additional information about the associated Tequesta and Glades Period cultures. The construction of a house on the property in 1918 and an associated swimming pool atop the midden directly impacted the integrity of the site and destroyed portions of the midden. In addition, fill along the New River impacted the integrity of the site's shoreline. However, the extent of the fill and the footprints of the house and pool were limited in comparison to the remainder of the site and intact stratigraphy remains that may yield additional information to future investigators.

The significance of the site is supported by documentation summarized from the National Historic Landmark Theme Study prepared in association with the designation of Miami Circle as a NHL. The site has clear local significance, although additional context is necessary to see if it would merit a higher level of significance, such as state-level.

Staff finds that the Rivermont Site is eligible for listing in the National Register of Historic Places under Criterion D: Prehistoric Archaeology and Ethnic Heritage: Native American, for the period of significance 500 BCE-1763 CE, at the local level of significance.

Mr. Gonzalez solicited board comments. Dr. Judy Bense commented on the remarkable condition of the site. She explained that the location of the site makes sense for the area. Dr. Francis thanked staff for the well-researched nominations. Ms. Kauffman stated that this is a wonderful application. She is glad the city purchased the property.

Mr. Gonzalez thanked commissioners and solicited comments from nomination writers or guests in support of this nomination. Mr. David Scheidecker spoke about the Tequesta tribe connected with the site. He explained that the tribe is separate from the Seminoles. Ms. Trisha Logan explained that it is unclear if there are human remains on the site. Dr. Parsons explained that it is best to assume archaeological sites have human remains in general, and that further evaluation or caution may be necessary. Ms. Patricia Zeller stated that the city is working on a plan for the site. The city issued a bond, and the site will be included in the funding.

Mr. Gonzalez called for a motion. **Dr. Bense moved to forward the nomination of the Rivermont Site to the National Park Service for listing in the National Register of Historic Places under Criterion D in the area of Prehistoric Archaeology, for the period 500 BCE-1763 CE at the local level of significance. Dr. Francis seconded the motion. The motion passed unanimously.**

B. Clifton Cemetery, Jacksonville, Duval Co. was presented by Mr. Acosta.

The Clifton Cemetery is locally significant under Criterion A: Ethnic Heritage-Black and Settlement/Exploration and Criterion B: Ethnic Heritage-Black for its association with Anna Jai Kingsley. The period of significance extends from circa 1841 to 1942. This cemetery is the oldest in the Arlington community and one of the oldest in Jacksonville. It is the final burial place of Anna Jai, who was a Wolof woman enslaved by Zephaniah Kingsley, one of the wealthiest traders and planters in Florida during the Second Spanish and Territorial periods. Zephaniah legally recognized Anna as his wife and openly acknowledged their mixed-race children as his own. Anna Kingsley established herself as a shrewd manager of Zephaniah Kingsley's plantation operations during the Second Spanish Period and was a landowner in her own right, a highly unusual circumstance for women of African descent in 19th century Florida.

The property is the best surviving resource associated with the later period of her life after she returned to Florida from what is now the Dominican Republic to defend her inheritance rights to the Kingsley estate. Zephaniah Kingsley, a white Quaker, lived an unusual existence, openly acknowledging a large extended mixed-race family he shared with Anna and three other enslaved women. Two of Zephaniah's and Anna's daughters, Mary Kingsley Sammis and Martha Kingsley Baxter, married white planters in the area and settled in Arlington. John Sammis, the

husband of Mary, became the white protector of a small free Black and mixed-race community that formed here. Many of the free Blacks who settled here were formerly owned by the extended Kingsley, Sammis, and Baxter families, who carried on Zephaniah's more liberal policy of allowing enslaved people to purchase their freedom.

The cemetery is historically associated with the Sammis Plantation, which was owned by John Sammis and Mary Kingsley Sammis. The cemetery started as a family burial ground for members of the extended Kingsley, Sammis, and Baxter families. Although the still extant plantation house, which was already listed in the National Register, is the best resource associated with the Sammis family, the cemetery is the sole remaining resource connected to the Baxters. After the Civil War, the cemetery became a burial ground for the community of Clifton, with a number of burials of people associated with the Florida Winter Home Association, a short-lived religious development corporation. Although the association did not last long, they were responsible for the naming of the Arlington River, which is the namesake of the entire Arlington section of Jacksonville.

The cemetery itself is a small inactive burial ground of roughly 29 known burials, of which 26 are marked. The burials are informally arranged in no discernable order. Most of the marked burials are free standing tablet markers made primarily of marble, with two obelisk markers being the most substantial in the cemetery. The most notable burial, that of Anna Kingsley, is actually an unmarked burial. The location of her burial derives primarily from oral tradition and from a guided survey of the cemetery undertaken by local historian Phil May, Sr., in the 1940s. He was accompanied by two African American men, James N. Wilson and his uncle Augustus Harvey, who were the sons of enslaved house servants who worked for the Sammis family. Augustus Harvey in particular pointed out to May several other prominent unmarked burials here, including the burials of Martha Baxter, Mary and John Sammis, and Antoinette Payne, a formerly enslaved woman owned by the Sammis family who was the mother of John Sammis's son Albert Sammis.

Staff would like to draw your attention to several changes that have occurred over time. The most noticeable issue with the integrity of the cemetery is the significant changes that have occurred to the setting, especially after 1900. Originally, it was part of the Sammis plantation and was visually connected to the main plantation house, which is still standing. After the Civil War, as the small community of Clifton formed, there was some residential development that occurred here, but the immediate area remained relatively underdeveloped. A railroad was built through here that has since been removed. After World War II, with the construction of the Arlington Expressway and the Mathews Bridge, which is not far from Clifton, development in the Arlington area exploded. By the early 1960s, residential streets were laid out. The neighborhood continued expanding over the decades, with Noble Circle laid out sometime after 1990. As a result, the cemetery now sits in the middle of suburban development and is visually separated from the Sammis house. This change in setting, however, is to be expected over the course of roughly 180 years in an area that has seen exponential growth since the Civil War. Antebellum and Territorial period resources in this section of Jacksonville are also scarce, in part because of modern development pressure.

Staff finds that the Clifton Cemetery is eligible for listing in the National Register of Historic Places under Criterion A: Ethnic Heritage-Black, Criterion A: Settlement/Exploration, and Criterion B: Ethnic Heritage-Black, for the period c1841-1942, at the local level of significance.

Mr. Gonzalez solicited board member comments. Ms. Kathleen Kauffman praised the historical research and asked about any current protections for the site. Mr. Andrew Waber explained his communications with the City of Jacksonville to obtain some additional recognition for the property, but it is not currently zoned as a cemetery and is technically part of the road right-of-way. Dr. Bense commented on the significance of the family story and that the cemetery merits preservation. Dr. Michael Francis agreed with previous comments. He was impressed by the depth of the family story and commented on how the story extends to St. Augustine and across the Atlantic.

Dr. Bense asked if there are any known descendants. Mr. Waber stated that he has been in contact with one descendant, the Gullah Geechee Cultural Corridor representatives, and Dr. Daniel Schafer, author of a recent biography of Anna Kingsley.

Mr. Gonzalez solicited public comment. No additional comments were made.

Mr. Gonzalez called for a motion. **Dr. Francis moved to forward the nomination of Clifton Cemetery to the National Park Service for listing in the National Register of Historic Places under Criteria A and B in the areas of Ethnic Heritage-Black and Settlement/Exploration, for the period c. 1841-1942, at the local level of significance. Dr. Bense seconded the motion. The motion passed unanimously.**

C. **McCollum Hall, Ft. Myers, Lee Co.** was presented by Mr. Acosta.

McCollum Hall is significant at the local level under Criterion A: Ethnic Heritage-Black, Commerce, and Entertainment/Recreation and Criterion C: Architecture. The period of significance extends from 1938 to 1972. The building is significant as one of the last remaining commercial buildings along the Anderson Street corridor, which was the commercial core of the historic African American community of Safety Hill/Dunbar Heights. The top floor hosted a popular dance hall that served as a stop on the Chitlin' Circuit, which was an informal network of venues that hosted African American performers during the era of segregation. The first floor held a number of businesses that catered primarily to an African American clientele, including a grocery store and liquor store. The building is also a locally significant example of Art Deco architecture. It was constructed in 1938 by Clifford "Buck" McCollum, a prominent local black businessman who invested his earnings from running the bolita racket into legitimate business operations.

The building itself is a yellow brick commercial block building that is two stories in height on the east end and one story in height on the west. Historically, the first floor held storefronts while the second floor held a dance hall. There are two prominent entryways that really highlight the Art Deco style in the building: an inset corner entrance on the southwest corner and a south entrance separating the east and west sections.

Staff would like to draw your attention to several changes that have taken place since the building's construction. The setting has been significantly altered because of an expansion of Dr. Martin Luther King, Jr. Boulevard, which occurred in the 1990s. The road expansion led to the demolition of most of the remnants of the old Anderson Street corridor and the historic African

American commercial buildings. Although planners mitigated the impact on the building itself by rerouting the road, it still impacts the setting. As for the building itself, the interior of the first floor, which historically would have been divided into separate commercial spaces with walls, is now a single open space. The remnants of these walls are still visible, however, on the floor. On the second floor, the central portion of the roof was raised, and a low-pitched clerestory was added. The original ceiling line was roughly level with the top of the present interior walls and what is now the lower secondary ceilings beneath the clerestory windows. The original stage is also no longer extant. Despite these changes, the space still conveys its historic usage as a large public gathering area. The spatial integrity is retained as are several key aspects of its material integrity, including the wood floors and walls. The pop-up clerestory also impacts the view from the exterior, but it is still easily distinguishable from the historic core and does not overwhelm the rest of the building architecturally. The building still retains many of its key character-defining elements, such as its combination one-story and two-story form, its Art Deco detailing, and its yellow brick exterior.

A significant consideration is the scarcity argument. The loss of most of the historic commercial core to urban renewal-type projects such as the Dr. Martin Luther King, Jr. Boulevard expansion is an issue common throughout the country, which tended to disproportionately affect low-income African American communities. It is one of the few buildings left from the Anderson Street corridor in Safety Hill/Dunbar Heights. Taking all these factors into account, staff finds that this building retains its integrity and would be an excellent proposal for listing.

Staff finds that McCullum Hall is eligible for listing in the National Register of Historic Places under Criteria A: Ethnic Heritage-Black, Commerce, and Entertainment/Recreation, and under Criterion C: Architecture, for the period 1938-1972, at the local level of significance.

Mr. Gonzalez solicited board member comments. Ms. Kauffman thanked Mr. Acosta for the map overlay, and she stated that the property's determination as NR eligible likely saved the building.

Mr. Gonzalez agreed with Ms. Kauffman and followed up with two questions about architectural treatment: Are the canopies based on a historic treatment? Why was the second-floor ceiling raised? Ms. Lucy Jones, nomination author, replied that the canopies were new but based upon the historic configuration. The second-floor work was completed in 2015 for a prior owner. It addressed the poor condition of the roof at the time.

Dr. Francis had editorial comments. Staff agreed to address typos in the nomination draft.

Mr. Gonzalez solicited public comment. No additional comments were made.

Mr. Gonzalez called for a motion. **Ms. Kauffman moved to forward the nomination of McCollum Hall to the National Park Service for listing in the National Register of Historic Places under Criteria A and C in the areas of Ethnic Heritage-Black, Commerce, Entertainment/Recreation and Architecture, for the period 1938-1972, at the local level of significance. Dr. Francis seconded the motion. The motion passed unanimously.**

Mr. Gonzalez asked staff about the possibility of an African American Chitlin' Dance trail.

Dr. Parsons commented that it is a good idea and that there may be another organization working on such a project.

D. Loxahatchee Battlefield, Jupiter vicinity, Palm Beach County Co. was presented by Mr. Acosta.

The Loxahatchee Battlefield is significant at the local and state level under Criterion A: Military. The period of significance is 1838. The site marks the location of two engagements fought within two weeks of each other between American forces and the Seminole and Mikasuki tribes. These battles, which took place shortly after the Battle of Okeechobee, marked a significant turning point in the Second Seminole War. The two battles are considered to be among the last major conflicts of the war, as shortly afterwards, over 500 Seminoles and Mikasukis surrendered to the United States army and were deported to Oklahoma. Although the war lingered on until 1842, subsequent engagements were primarily between small military detachments and Seminole/Mikasuki bands primarily seeking to hide and avoid deportation.

The Loxahatchee Battlefield extends over an area of roughly 170 acres in Palm Beach County, Florida. The boundary crosses the Loxahatchee River and extends across Indiantown Road. On the south side of Indiantown Road is a county park, Loxahatchee River Battlefield Park. The county established it as a historical park to preserve and interpret the battlefield. To the north of Indiantown Road is land owned by the water management district. The immediate area is largely undeveloped, but the site is not far from residential and commercial development.

Although serious archaeological investigations did not occur until the 1990s, local residents and amateur collectors have been finding battle-related artifacts in the vicinity for many years prior to this. The initial discovery and investigations into this site actually began as a result of the expansion and widening of Indiantown Road. Researchers from Florida Atlantic University uncovered Shrunken Site Number One (PB7944) in the early 1990s, which included Seminole Kaskaskia copper points, musket balls, and buck shot. Also found was Shrunken Site Number Two (PB79345) and Riverbend Park Site Number 7 (PB7979). Archaeological and Historical Conservancy, Inc., (AHC) conducted a more thorough Phase I investigation of the site starting in 1994. In 2010, Environmental Services, Inc. (ESI) investigated the Loxahatchee battlefield sites, undertaking an archaeological assessment of 137 acres. ESI identified PB7979, PB7976, and PB7944 as in the heart of the core battlefield and PB7945 as the likely location of Powell's incursion into the Seminole village.

Staff would like to bring your attention to several significant changes that have occurred to the landscape since 1838. As a result of these changes, we are not pursuing Criterion D for this proposal. By the late 19th and early 20th centuries, there was extensive citrus growing over the battlefield, which resulted in significant ground disturbances. Local lore tells of local citrus growers digging up bones and artifacts while plowing the fields. By the mid-20th century, Indiantown Road, which connected Indiantown with Jupiter, was constructed through the area. In the 1990s, this road was expanded into a divided four-lane highway, which resulted in a significant impact on the battlefield. Its construction or expansion has led to the full or partial destruction of archaeological sites and the obscuring of portions of the original battlefield. A trailer park was built to the south of Indiantown Road, resulting in the importation of a significant amount of fill dirt. This area has since been converted into a public park, with support

buildings and structures constructed and access roads and trails laid out. The portions of the battlefield north of Indiantown Road remain largely undeveloped and unchanged since the citrus growing period. The battlefield has also been impacted by the activities of looters and amateur collectors.

Given the nature of the battle, however, which took place in open wilderness around a Seminole village, the expectation of the grounds remaining undisturbed since 1838 or of any built structures remaining would be unreasonable. Remaining key elements of the landscape include the adjacent Loxahatchee River, the mixture of cypress swamps, bottomland hardwood hammocks, and marshlands within the river basin and upland pine and oak forests along the edges of the basin. Although heavily disturbed by the construction of Indiantown Road, the area to the north has returned to nature while the park structures constructed to the south of the road do not overwhelm the landscape.

Therefore, staff finds that the Loxahatchee Battlefield is eligible for listing in the National Register of Historic Places under Criterion A: Military History, at the state and local levels, for the period of 1838.

Mr. Gonzalez thanked Mr. Acosta for the presentation and sad he is very familiar with the site.

Mr. Gonzalez solicited board member comments. Dr. Francis appreciates the depth of research, and that the tribe was involved. Dr. Francis asked about interpretation of the battlefield within the park. Mr. Chris Davenport said that would be a better question for Mr. Eric Call, Director of Palm Beach County Parks and Recreation. Mr. Call said their goal is to convey interpretation from all sides.

Ms. Kauffman stated her support for the nomination. She mentioned a new NPS grant program for restoring battlefields. Dr. Bense acknowledged that since this is the potential spot of the battles, she supports the nomination. Dr. Bense agreed that there is insufficient archaeological investigation at the site to support nomination under archeology.

Mr. David Scheidecker said the collaboration was a very positive experience.

Mr. Gonzalez called for a motion. **Ms. Kauffman moved to forward the nomination of the Loxahatchee Battlefield to the National Park Service for listing in the National Register of Historic Places under Criteria A in the area of Military, for the period 1838, at the local and state level of significance. Dr. Francis seconded the motion. The motion passed unanimously.**

IX. Other Business

Mr. Acosta provided updates on nominations presented at the November board meeting.

Mr. Acosta discussed upcoming NR Board meeting dates. Staff and the board set the upcoming National Register meeting dates to May 19, 2022, August 4, 2022, and November 10, 2022.

X. Public Comment

No public comment

XI. Motion to Adjourn

Dr. Bense made a motion to adjourn, and Dr. Francis seconded. Meeting adjourned at 3:15 pm.

Chair, National Register Review Board

Date

State Historic Preservation Officer

Date

DRAFT