

PALM BEACH COUNTY
BOARD OF COUNTY COMMISSIONERS

AGENDA ITEM SUMMARY

Meeting Date: November 16, 2010

☒ Consent

☐ Regular

☐ Ordinance

☐ Public Hearing

Department: Parks and Recreation

Submitted By: Parks and Recreation Department

Submitted For: Parks and Recreation Department

I. EXECUTIVE BRIEF

Motion and Title: Staff recommends motion to approve: renaming of a 63 acre portion of Riverbend Park to "Loxahatchee River Battlefield Park".

Summary: Riverbend Park is a 684 acre environmentally and historically significant regional park located on the south side of Indiantown Road west of the Florida Turnpike. Subsequent to the County's acquisition of the park in 1977, a series of archeological and historical studies discovered several sites containing cultural artifacts related to two Second Seminole War engagements that occurred along the Loxahatchee River in 1838 next to the current Indiantown Road crossing. Based on these findings, the County's Historic Resources Review Board requested the County change the name of Riverbend Park to recognize its historic significance as a Second Seminole Indian War battlefield site. Staff does not support changing the name of Riverbend Park in its entirety; however, does recommend renaming the 63 acres of the park encompassing the core battlefield area to "Loxahatchee River Battlefield Park". Staff's proposal was presented to and approved by the County's Historic Resources Review Board on August 30, 2010. District 1 (AH)

Background and Justification: Riverbend Park is situated at the headwaters of the Northwest Fork of the Loxahatchee River and was originally acquired by the County in 1977 with Bond funding to serve as the recreational gateway to Florida's first federally designated Wild and Scenic River. Over the past 30 years, the Parks and Recreation Department has worked to restore this park's subtropical slough and river system to its pre-20th Century condition and thereby create unique passive recreational and cultural opportunities for the public.

Although extensive agricultural farming and citrus grove production occurred in the area starting in the 1890s, and a trailer park was later developed over much of the core battlefield site in the 1960s, a series of professional archeological and historical surveys of the park and surrounding area have identified five remnant historic sites with cultural artifacts related to the two 1838 Second Seminole War engagements. The latest archeological and historical report by Environmental Services, Inc. (ESI) was commissioned by the Parks and Recreation Department to better identify the Loxahatchee River Battlefield site and to determine its eligibility for listing in the National Register of Historic Places. The ESI report identifies the core battlefield area, where the main engagement known as Jesup's Battle took place, as the area along the banks of the river immediately north and south of Indiantown Road. This finding is based on triangulating the contributing historic remnant sites to identify the "ground where soldiers delivered or received fire" across the Loxahatchee River during this January 24, 1838 battle.

(continued on Page 3)

Attachments:

1. Riverbend Park & Loxahatchee River Battlefield Park Site Plan and Entrance Sign
2. HHRB Meeting Minutes, August 31, 2010
3. ESI Summary Report, October 2010

Recommended by: _____


Department Director

10-26-10

Date

Approved by: _____


Assistant County Administrator

11/3/10

Date

II. FISCAL IMPACT ANALYSIS

A. Five Year Summary of Fiscal Impact:

B.

Fiscal Years	2011	2012	2013	2014	2015
Capital Expenditures	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>
Operating Costs	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>
External Revenues	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>
Program Income (County)	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>
In-Kind Match (County)	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>
NET FISCAL IMPACT	* <u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>
# ADDITIONAL FTE					
POSITIONS (Cumulative)	<u>0</u>				

Is Item Included in Current Budget? Yes ☐ No ☒
 Budget Account No.: Fund ☐ Department ☐ Unit ☐
 Object ☐ Program N/A

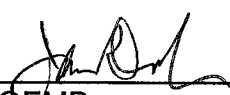
B. Recommended Sources of Funds/Summary of Fiscal Impact:

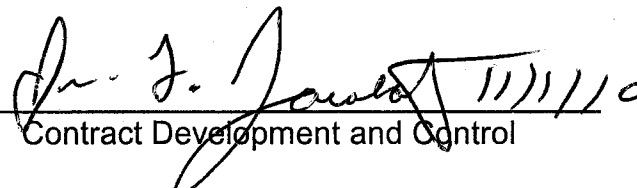
* There is no direct fiscal impact related to this item. Currently, there is a Riverbend Park project under design that includes a new park entrance and signage.

C. Departmental Fiscal Review: ckopelakis

III. REVIEW COMMENTS

A. OFMB Fiscal and/or Contract Development and Control Comments:


 OFMB
*10/10/10
JP
SN
11/1/10
10/28/10*


 Contract Development and Control

B. Legal Sufficiency:

Anne Helgert 11/2/10
 Assistant County Attorney

C. Other Department Review:

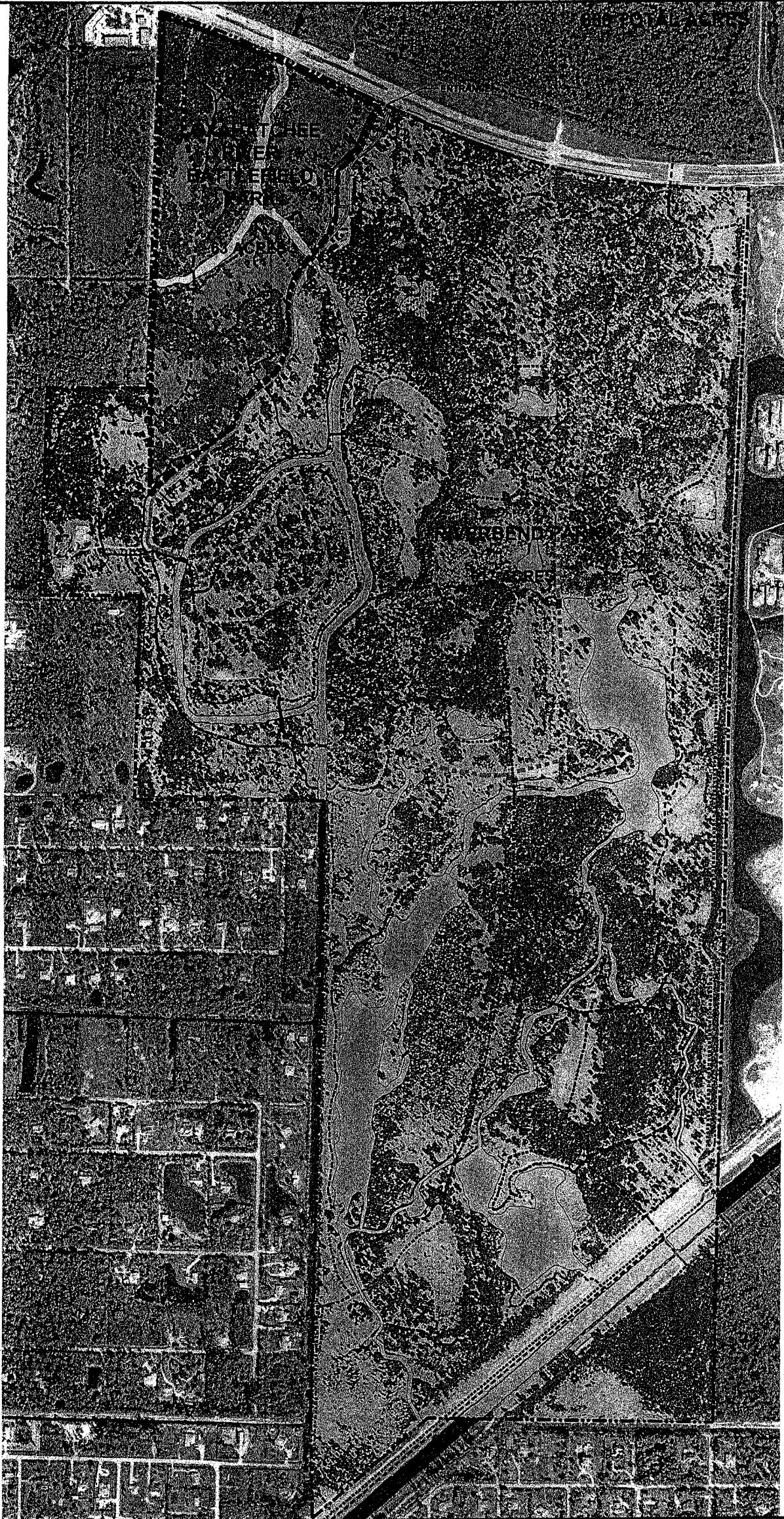
 Department Director

REVISED 10/95
 ADM FORM 01

Background and Policy Issues: (continued from Page 1)

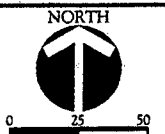
Based on ESI's report, the Parks & Recreation Department now feels confident that Jessup's core battlefield area has been identified with enough certainty that it falls well within the 63 acres of Riverbend Park identified to be renamed "Loxahatchee River Battlefield Park." Staff recommends approval of the renaming of 63 acres to "Loxahatchee River Battlefield Park" in recognition of it being one of the most significant cultural resources in Palm Beach County.

2009 LOXAHATCHEE RIVER BATTLEFIELDS AT RIVERBEND PARK.DWG



PALM BEACH COUNTY
PARKS & RECREATION DEPARTMENT
PLANNING & DESIGN DIVISION

Riverbend Park &
Loxahatchee River Battlefield Park



7/30/2010

DISTRIBUTORS FOR VENEER STONE:

Connecticut Stone Supplies
138 Woodmont Road
Milford, CT 06460
(203) 882-1000

GENERAL NOTES:

1. SUBMIT A SAMPLE OF MATERIALS TO OWNER FOR APPROVAL
2. SUBMIT SHOP DWG. FOR STYLE OF LETTERING FOR APPROVAL

STREET ADDRESS ON FRONT:

8"H NUMBERS:

FONT: AMERICARMND BT

PARK NAME:

8"H NUMBERS:

FONT: AMERICARMND BT

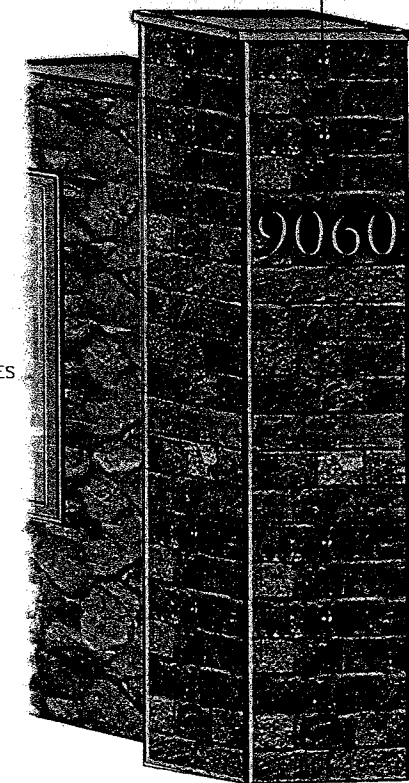
SITE:

8"H LETTERS:

FONT: AMERICARMND BT



STREET ADDRESS



ENTRANCE SIGN

CONCEPTUAL DESIGN BASED ON
ORIGINAL GREEN CAY SIGNAGE
DRAWN BY: HAZEN AND SAWYER

NOTES:

- ALL LETTERING TO BE:
MATERIAL - CAST ALUMINUM ALLOY OR EQUAL
FINISH - DARK BRONZE COLOR POWDER COATED
STYLE - SUBMIT SHOP DWG. TO OWNER FOR APPROVAL



Know what's below.
Call before you dig.



PALM BEACH COUNTY
PARKS & RECREATION DEPARTMENT

APPROVED BY:

B. WILSHER

DESIGNED BY: T. GRANOWITZ

DRAWN BY: C. P.

DATE: 1/11/2010

RIVERBEND PARK
ENTRANCE SIGN

INDIANTOWN ROAD
ENTRANCE PROJECT

REVISIONS

SCALE

1" = 1'

SHEET NO.

1 OF 1

2008 RIVERBEND, INDIANTOWN, REVISED ENTRANCE SIGN.DWG

Attachment 2

On August 31, 2010 the Historic Resource Review Board (HRRB) held a public hearing regarding the renaming of Riverbend Park. The HRRB recommended to the BCC to rename all of Riverbend Park to "*Loxahatchee Battlefield Park*". The HRRB further stated if their recommendation is unacceptable that the HRRB supports the creation of a separate park called "*Loxahatchee Battlefield Park*" as currently proposed by the Parks and Recreation Department.

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**DRAFT TECHINICAL REPORT:
ARCHEOLOGICAL AND HISTORICAL INVESTIGATION
OF THE LOXAHATCHEE BATTLEFIELD
PALM BEACH COUNTY, FLORIDA**

**By:
Michael A. Arbuthnot, RPA
Brian S. Marks, Ph.D., RPA
and
Adam Cripps**

**For:
National Park Service
American Battlefield Protection Program
Grant Agreement No. GA-2255-09-021**



Michael A. Arbuthnot, RPA

ESI Report of Investigations No. 1372

EP09091.00

August 2010



**ENVIRONMENTAL SERVICES, INC.
7220 Financial Way, Suite 100
Jacksonville, Florida 32256
(904) 470-2200**

VII. SUMMARY AND RECOMMENDATIONS

This report presents the findings of an intensive archeological and historical research investigation of the Second Seminole War Loxahatchee Battlefield in Palm Beach County, Florida. This investigation was conducted by Environmental Services, Inc., (ESI) of Jacksonville, Florida, for the National Park Service, ABPP grant GA-2255-09-021. The battlefield is recorded with the Florida Master Site File (FMSF) as Resource Group 8PB8401 and is eligible for *National Register of Historic Places* inclusion.

This project endeavored to collate data obtained during previous studies of 8PB8401 and to supplement these data with additional field investigations to provide a comprehensive picture of the Loxahatchee Battlefield; ultimately, and to the extent possible, correlating the battlefield's archeological record with historical events. Moreover, the investigation identified potential off-property loci for cultural deposits related to the Loxahatchee Battlefield. The results of this project will assist in the preservation and interpretation of the Loxahatchee Battlefield (8PB8401) in anticipation of its nomination for *National Register of Historic Places* (NRHP) inclusion.

Archeological investigations were conducted in March 2010 by Michael A. Arbuthnot, who served as Principal Investigator; Brian S. Marks, Ph.D., who served as field director; Brian Parker and Dorothy Block, archeological technicians. As part of this investigation, ESI conducted historical research, inventoried and documented existing conditions, provided archeology, site analysis, utilized KOCOA in landscape interpretation of the site and produced a report that included a GAP Analysis (below). The field investigations included pedestrian inspection, shovel testing and metal detecting. Background research was conducted at the State Library and Archives of Florida at the R.A. Gray Building; the Robert Manning Stroz Library at Florida State University; and at the UF Special Collections, Florida History Library at the University of Florida by Blue Nelson, Jessica Barnett and Adam Cripps.

Evidence of the Battle

Given the acreage tested and the intensity of the survey, the investigation encountered a relatively low number of artifacts and even fewer potentially battle-related materials. The pedestrian inspection produced an historic bottle; shovel testing yielded 20 prehistoric and 77 historic artifacts; and metal detecting revealed three historic metal objects. Only 21 historic artifacts were diagnostic of the post-Seminole War period and the remaining 56 artifacts consisted of unidentifiable metal fragments of indeterminate age. Low artifact counts can be attributed to: (1) extensive site disturbance (in particular, construction related to Indiantown Road and channelizing the Loxahatchee River); (2) intensive and repeated looting; and (3) the introduction of fill dirt prior to construction of the Riverbend Trailer Park. Although definitive evidence for the battlefield was not uncovered, in light of the previous survey results, the sparse occurrence of cultural materials illuminates where the Core Battlefield is *not* located. Moreover, stratigraphic profiles suggest that some recorded resources within the study area contain elements that have potential to contribute to the *National Register* eligibility of 8PB8401.

Battlefield Boundary Definition

Core Battlefield

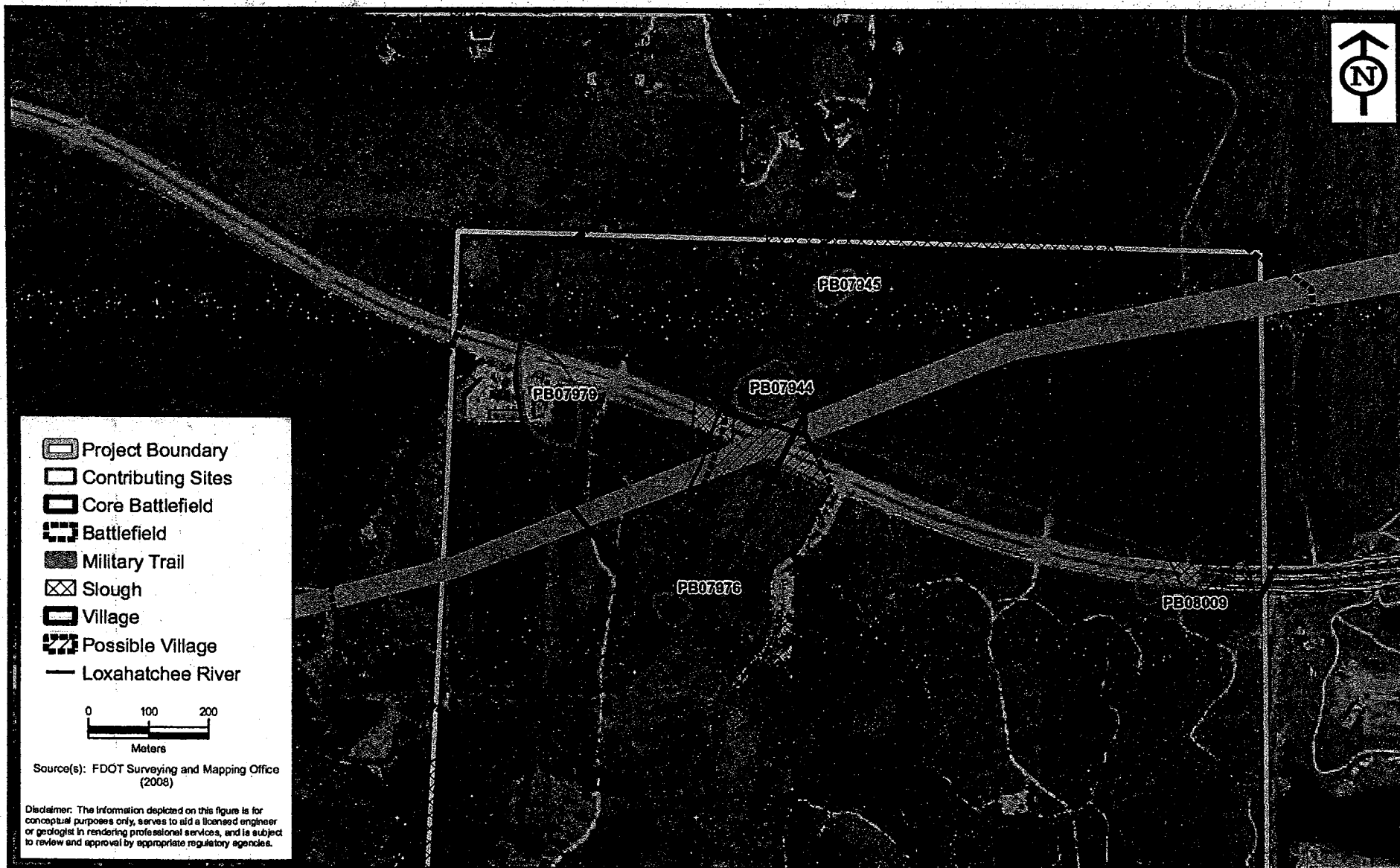
Lowe (2006) contends that battlefield preservation efforts should begin inside the core area and grow outward; therefore, defining the Core Battlefield is good starting point. The definition of the "Core Battlefield" for this investigation will be defined as the "ground where the armies grappled" (Lowe 2006). The Core Battlefield includes any ground where soldiers delivered or received fire.

Based on background research, a thorough review of previous investigations, relevant literature, and informant interviews, in addition to the results of fieldwork, an archeological picture of the Loxahatchee Battlefield within the project area can be interpreted. The Core Battlefield is triangular in shape and appears to extend from 8PB7979 in the west to 8PB7945 in the northeast to 8PB7976 in the south (Figure 7.1). Within the Core Battlefield, it is logical to conclude that the Seminole Village was located immediately east of the Loxahatchee River and north of Riverbend Park, primarily in the Shunk tract and presently represented by 8PB7944. Much of the Native American village was ironically destroyed by various realignments of Indiantown Road, as well as by historic disturbance to both the Shunk tract and Riverbend Park. Furthermore, portions of the village may presently be buried under fill dirt on the grounds of the former Riverbend Trailer Park.

Prior to conducting this survey, it was suspected that the Seminole Village (or a component thereof) existed in Area C; however, shovel testing and metal detection demonstrated this was not the case. To note, the term "village" may not accurately describe the former Seminole presence on the landscape. Perhaps "congregation area" or "large encampment" are more precise descriptions than "village." The settlement had swollen considerably from refugees fleeing Taylor's troops at Lake Okeechobee in the weeks leading up to Powell's and Jesup's battles. As a result, most structures there probably consisted of hastily built lean-tos and other crude dwellings that are now invisible in the stratigraphy. Moreover, personal effects and/or objects of value were probably limited in number and most had likely been removed from the project area by those who fled the military conflicts.

Site 8PB7945 may represent Powell's incursion into the Seminole Village and 8PB7944 likely marks the northern extent of Jesup's battlefield. Therefore, Jesup's camp was probably north or west of the project area on private property or is represented by 8PB7979. Site 8BP7976 is known mostly through informant accounts, but yielded a musket ball during metal detecting (Carr et al. 1995). It is reasonable to assume based on previous investigations within Riverbend Park, that 8BP7976 represents a former river crossing point and the southern extent of the Core Battlefield. Other recorded sites with battlefield components within the Core Battlefield include 8PB8208, 8PB8211, 8PB8209, 8PB7980, and 8PB7973. All of these sites have been obliterated except for 8PB7973, which is heavily disturbed.

Stratigraphic profiles observed in 8PB7944, 8PB7945, and 8PB7979 suggest potential for intact deposits to exist. As a result of this, and given the assemblage of artifacts previously found at these resources, it is ESI's determination that sites 8PB7944, 8PB7945, and 8PB7979, or



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www.environmentalservicesinc.com

Defining Features
Loxahatchee Battlefield
Palm Beach County, Florida

Project:	EP09091.00
Date:	Aug 2010
Drwn/Chkd:	BSM/MAA
Figure:	7.1

portions thereof, represent contributing elements to the NRHP eligibility of Resource Group 8PB8401. Additionally, site 8BP7976 was thoroughly investigated previously and; consequently, was not revisited during this survey. ESI concurs with previous recommendations for 8BP7976 that include additional work and protection (Carr et al. 1995; Mueller 2007a). Therefore, 8PB7944, 8PB7945, 8PB7979 and 8BP7976 should be avoided and preserved or further evaluated for their eligibility through supplemental testing (see Figure 7.1). These four sites represent potential contributing elements to the NRHP eligibility of 8PB8401 under criteria A and D.

Battlefield Boundary

Although the Core Battlefield has been defined, transitioning from an abstract general battlefield boundary to a defined one is challenging, particularly when the demarcation is based on vague historical descriptions, limited archeological data, and informant interviews. For this project, defining the extent of the overall battlefield was determined by the identified "defining features," as well as by the location of known and suspected resources.

As discussed in Chapter V, detailed descriptions of defining features relative to Powell's Battle are limited. The features include a heavy trail, a cypress swamp, a creek (possibly the Eastern Slough), the head of another, larger cypress swamp, and the Seminole village. Details of Jesup's Battle are similarly lacking. These features include the "military trail," a series of swamps and hammocks, a dense hammock at the Seminole crossing place on the Loxahatchee River, an almost impassable cypress slough, and an open pine woods on the south (east?) side of the hammock where the Seminole village was located. Following the battle, the troops crossed the river to the north (west?) and camped beneath oak trees on the battlefield. The presumed locations of these defining features are identified on Tables 5.2 and 5.3.

Some known resources within or immediately adjacent to 8PB8401 have yielded battle-related materials, but are unlikely to represent areas where "armies grappled" and do not warrant inclusion in the Core Battlefield. For example, site 8PB8009 yielded battle-related material, but is an outlier deposit and may represent an isolated engagement. Nonetheless, stratigraphic profiles observed in 8PB8009 suggest potential for intact deposits to exist. As a result of this, and given the assemblage of artifacts found at the resource, it is ESI's determination that site 8PB8009, or portions thereof, represent potential contributing elements to the NRHP eligibility of 8PB8401 under criteria A and D. Therefore, 8PB8009 should be avoided and preserved or evaluated for its eligibility through supplemental testing. Moreover, the eastern boundary of 8PB8401 should be modified to include 8PB8009, as well as the Eastern Slough, which represents a defining feature.

Figure 7.1 depicts an estimation of the overall battlefield boundary taking all available data into consideration. The battlefield boundary loosely encompasses the defining features and the larger area of interest, which includes the troops' starting points, logistical areas, avenues of movement, minor skirmishing, and other contributing resources. The boundaries did not take integrity of the landscape into consideration.

