



City of Pensacola

Miraflores Community Advisory Group

Agenda

City of Pensacola
222 W. Main Street
Pensacola, FL 32502

August 6, 2025, 10:00 AM

Hagler-Mason, 2nd Floor

The meeting can be watched via live stream at cityofpensacola.com/video.

CALL TO ORDER

ROLL CALL/DETERMINATION OF QUORUM

APPROVAL OF MINUTES

1. 25-1024 MIRAFLORES COMMUNITY ADVISORY GROUP MEETING MINUTES FROM FEBRUARY 12, 2025.

Attachments: 2-12-25 Miraflores CAG minutes

OPEN FORUM

REPORTS AND ANNOUNCEMENTS

2. 25-1026 MIRAFLORES BURIAL GROUND MARKER CEREMONY OVERVIEW

Attachments: None

NEW BUSINESS

3. 25-1025 LONG-TERM PRESERVATION PLAN FOR MIRAFLORES PARK

Attachments: Long-term Preservation Plan for Miraflores Park and Havana Square Cemetery_2025

4. 25-1031 UPDATE ON BOY SCOUT BUILDING REPAIRS

Attachments: None

BOARD MEMBER COMMENTS

ADJOURNMENT

PLEASE NOTE: One or more members of the City Council/Community Redevelopment Agency Board may be in attendance. The City of Pensacola adheres to the Americans with Disabilities Act and will make reasonable accommodations for access to city services, programs, and activities. Please call 850-436-

5640 (or TDD 435-1666) for further information. Requests must be made at least 48 hours in advance of the event in order to allow the city time to provide the requested services.



City of Pensacola

Miraflores Community Advisory Group

Agenda

City of Pensacola
222 W. Main Street
Pensacola, FL 32502

February 12, 2025, 2:00 PM

Whibbs Conference Room, 1st floor

The meeting can be watched via live stream at cityofpensacola.com/video.

CALL TO ORDER

Members Present: Lusharon Wiley, Teniade Broughton, Rank Hicks, Michelle MacNeil, Allison Patton, Margo Stringfield, Bianca Villegas

Members Absent: Barbara Albrecht (virtual), Lonnie Wesley, Angela Kyle

Also Present: Historic Preservation Planner Walker, Dr. Katie Miller Wolf, Mike Aymond, Stacy Evans, Terrell Evans, Charlie Booher, Elizabeth Benchley

DETERMINATION OF QUORUM

APPROVAL OF MINUTES

1. 25-133 MIRAFLORES COMMUNITY ADVISORY GROUP MEETING MINUTES FROM MAY 17, 2024.

Advisory Member Hicks made a motion to approve the May 17, 2024, Miraflores Community Advisory Group meeting minutes. Advisory Member Patton seconded the motion, and it passed 7-0 with three members absent.

OPEN FORUM

REPORTS AND ANNOUNCEMENTS

2. 25-134 MIRAFLORES BURIAL GROUND STUDY UPDATE

Historic Preservation Planner Walker provided a brief overview of the burial ground study, including the National Park Service grant work that funded a ground penetrating radar

survey and interpretive signage. The signage has been fabricated and delivered to Parks and Recreation to be installed with additional site elements funded by a Florida Division of Historical Resources (DHR) Abandoned African American Cemeteries grant. The DHR grant will fund a commemorative marker that will serve as the structure to reinter the two individuals found in 2021 and will fund a long-term management plan to assist with future planning and preservation. Advisory Member Stringfield noted the interpretive signage matches the other historic cemetery signage throughout Pensacola.

NEW BUSINESS

3. 25-136 TESTING OF DENTAL FRAGMENT FOR MASTER'S THESIS DISCUSSION

Historic Preservation Planner Walker shared that a University of West Florida graduate student, Jennifer Rollins, had taken on Miraflores as a thesis project. Dr. Katie Miller Wolf introduced Ms. Rollins, who joined the meeting via Teams. Ms. Rollins discussed her research and noted that she hopes to conduct isotopic testing on dental fragments from one of the individuals recovered from the park. Ms. Rollins also hopes to interview members of the community to learn more about the history of the park, which will also assist with coursework requirements. Isotopic testing can provide information about the individual's diet and where the individual spent their youth. Dr. Miller Wolf provided an overview of isotopic testing which will use dental fragment shavings that can tell us about diet and can be compared to geologic signatures in the groundwater to deduce the region where a person spent their youth. Carbon testing can give a sense of diet that can be linked to cultural and behavioral practices. All of this information can give a life-history approach to learning more about this person's life. Dr. Miller Wolf noted that a small portion of the tooth must be removed and be destroyed for the analysis, but the majority of the tooth and the root will remain intact. The Community Advisory Group was in agreement that the testing is a good opportunity to learn more about the unknown individual prior to the reinterment. The advisory group was also in support of Ms. Rollins to conduct interviews with local citizens to learn more about Miraflores Park.

4. 25-135 COMMEMORATIVE MARKER DESIGN AND INSCRIPTION DISCUSSION

Historic Preservation Planner Walker shared the draft design and introduced Stacy and Terrell Evans of Evans Monument, who designed the marker. Advisory Member Broughton asked where the marker would be installed. Historic Preservation Planner Walker answered that the marker will be installed under the covered roof on an existing concrete pad which will also have two interpretive signs. Advisory Member Albrecht, who joined virtually, noted that the civic groups who meet at the park sometimes use the pavilion. Historic Preservation Planner Walker noted that Parks and Recreation has jurisdiction over the use of the park and how elements are installed. Advisory Member MacNeil asked about the material. Ms. Evans answered that the marker would be made of solid gray granite. Dr. Miller Wolf noted that a container for the actual remains must be identified and that there were remains present of just two individuals. Mr. Evans noted the

doors would also have an inscription. Advisory Member Stringfield noted that the isotopic analysis results would be useful for adding context to the marker inscription, if timing permits. The advisory group discussed the design and placement of the marker and if it is possible for it to be moved in the future. Mr. Evans noted it could be removed, but would be very difficult. Historic Preservation Planner Walker and Ms. Evans noted the very strict timeline, and Ms. Evans shared that proof would be provided prior to production. The advisory group discussed the inscription and provided grammatical and textual edits. Dr. Miller Wolf made a point that the isotopic testing results and biological information could be included in the drawer inscriptions.

BOARD MEMBER COMMENTS

Advisory Member Stringfield noted that the recently awarded Division of Historical Resources grant, referenced earlier in the meeting, was for AME Zion and Magnolia cemeteries to repair some of the vernacular markers. The UWF Archaeology Institute and the UWF Historic Trust partnered on the grant application for \$50,000, with Jennifer Melcher of the UWF Archaeology Institute taking the lead.

ADJOURNMENT

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CHRONICLE™
HERITAGE

Long-term Preservation Plan for Miraflores Park and Havana Square Cemetery, Pensacola, Florida

Emily Ford, M.S.H.P.

Brad Lanning, M.A.

June 2, 2025

Long-term Preservation Plan for Miraflores Park and Havana Square Cemetery, Pensacola, Florida

Prepared by:

Emily Ford, M.S.H.P
Brad Lanning, M.A.

Prepared for:

City of Pensacola

**Technical Report No.: 25-192
DHR Grant #: 25.h.ac.100.125**

Chronicle Heritage

916 East Park Avenue
Tallahassee, Florida 32301

June 2, 2025

Executive Summary

On behalf of the City of Pensacola, Chronicle Heritage conducted an investigation of Miraflores Park, the historical site of Havana Square Cemetery, in the square bounded by East La Rua Street, East Belmont Street, North 16th Avenue, and North 17th Avenue (Project). The purpose of the Project was to assess the park and provide the City of Pensacola with a long-term preservation plan for its resources, as well as the presently unmarked cemetery within the park. The Project included an inventory of resources and landscape features present in the park, a conditions assessment of the park and its elements, and recommendations for its future preservation and management.

The Project was initiated in response to the discovery of human remains at the park in June 2021, which led the City of Pensacola to examine the past use of the park as a cemetery primarily utilized by African American and Creole people (Havana Square Cemetery, 8ES06247). Chronicle Heritage reviewed other cases in the United States in which African American cemeteries were erased, repurposed, and subsequently “rediscovered.” These comparative case studies provide context and guidance for the acknowledgment, preservation, and memorialization of Havana Square Cemetery.

Fieldwork was completed on April 14, 2025, by Secretary of the Interior’s Professional Qualification Standards qualified Architectural Historian and Cemetery Specialist Emily Ford, M.S.H.P.

Recommendations for Miraflores Park and Havana Square Cemetery include the preparation of a formal response document for the potential exposure or disturbance of burials, formal documentation and mapping of the site, formulation of a maintenance and response plan for the more than 80 trees in the space, changes to municipal code to recognize special protections for Havana Square Cemetery, and coordination with the social clubs utilizing the park.

The results of this Project and the accompanying document serve as an archival record and planning tool for the City of Pensacola as it moves forward in protecting and memorializing Havana Square Cemetery, as well as preserving Miraflores Park.

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Acknowledgements

Chronicle Heritage would like to thank the City of Pensacola for their assistance and extensive knowledge of the survey areas. We are particularly appreciative of Historic Preservation Planner Adrienne Walker for her management of this Project, as well as Assistant Planning and Zoning Manager Gregg Harding for his additional input and guidance. Members of the University of West Florida Archaeology Institute, including Margo Stringfield, Jennifer Melcher, and Jennifer Rawlins, also assisted in the development of this Project with their knowledge, research, and passion for the preservation of cemeteries in Pensacola.

It is the hope of Chronicle Heritage that this preservation plan will continue to provide helpful information for the ongoing memorialization and preservation of Miraflores Park and Havana Square Cemetery.

This Project is sponsored in part by the Department of State, Division of Historical Resources (DHR), and the State of Florida. A Small Matching Grant was awarded to the City of Pensacola by the State of Florida, Department of State, DHR.

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Appendices

Appendix A. Post-Disaster Care of Cemeteries Informational Pamphlet (NCPTT)
Appendix B. Florida Master Site File (FMSF) Forms

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1 Project Location and Purpose

Chronicle Heritage conducted an investigation of Miraflores Park, the historical site of Havana Square Cemetery, in the square bounded by East La Rua Street, East Belmont Street, North 16th Avenue, and North 17th Avenue in Pensacola, Florida (Project; Figure 1-1). The purpose of the Project was to assess the park and provide the City of Pensacola with a long-term preservation plan for its resources, as well as the presently unmarked cemetery within the park. The Project included an inventory of resources and landscape features present in the park, a conditions assessment of the park and its elements, and recommendations for its future preservation and management.

The Project was initiated in response to the discovery of human remains at the park in June 2021, which led the City of Pensacola to examine the past use of the park as a cemetery primarily utilized by African American and Creole people (Havana Square Cemetery, 8ES06247). Chronicle Heritage reviewed other cases in the United States in which African American cemeteries were erased, repurposed, and subsequently “rediscovered.” These comparative case studies provide context and guidance for the acknowledgment, preservation, and memorialization of Havana Square Cemetery.

Fieldwork was completed on April 14, 2025, by Secretary of the Interior’s Professional Qualification Standards qualified Architectural Historian and Cemetery Specialist Emily Ford, M.S.H.P.

The following report is presented in nine sections. Section 1 defines the Project location and purpose; Section 2 outlines the Project research designs and methods; Section 3 provides research contexts including previous investigations of Miraflores Park; Section 4 summarizes approaches and plans for cemeteries comparable to Havana Square Cemetery; Section 5 presents an inventory of resources present in Miraflores Park; Section 6 analyzes the condition of these resources; Section 7 presents recommendations for the long term care and preservation of Miraflores Park and Havana Square Cemetery; Section 8 provides a conclusion to the plan, and Section 9 provides a bibliography of sources. Appendix A includes new and updated Florida Master Site File (FMSF) forms for the documented resources that qualify for FMSF documentation.



Figure 1-1. Map of Miraflores Park boundary on aerial photography.

2 Project Methodology

To provide the most effective recommendations for the preservation of Miraflores Park and Havana Square Cemetery, Chronicle Heritage reviewed the most recent documentation of the cemetery and park as well as the past efforts of the City of Pensacola to identify, investigate, and preserve Havana Square Cemetery. From this foundation, Chronicle Heritage consulted with City of Pensacola staff, including Historic Preservation Planner Adrienne Walker, to determine their perspectives, priorities, and concerns regarding the long-term care of the park. This insight, paired with a review of similar cemeteries both within and outside Florida, informed the Project's recommendations.

Chronicle Heritage also conducted a site visit on April 14, 2025, during which Senior Architectural Historian and Cemetery Specialist Emily Ford investigated the landscape and documented buildings, trees, and other features. The resulting inventory and conditions assessment can be found in Sections 5 and 6, respectively.

3 Research Contexts

A review of research contexts is a prerequisite for the Project, providing perspective for fieldwork, analysis, and interpretation. The research contexts are presented here in three sections: environmental context, context of historic preservation regulations, and the historic context of Miraflores Park itself. As the focus of the Project is the preservation of Havana Square Cemetery the historic context focuses on those periods relevant to this study.

3.1 Environmental

The Project area is in the East Gulf Coast Plain physiographic region, which stretches from the Mississippi River to the Florida Panhandle and from western Tennessee to the Gulf of Mexico. The topography in this region typically ranges from rolling prairie to rugged hills and is characterized by loess bluffs in the west and distinctive lower coastal plain flora.

Paleoenvironmental reconstructions for this physiographic zone have shown that the vegetation of the region during the last glacial maximum (around 20,000 before present) was dominated by southern *Diploxylon* pines (*Pinus*; 20-40%), oaks (*Quercus*; 20%), and hickories (*Carya*; 20%)(). The glacial conditions and the expansion of the Laurentide ice sheet drove some cold-hardy species like the poplars (*Populus*) and ash (*Fraxinus*) into the region, but these remained minor components (Delcourt and Delcourt 1987). As the climate began to warm, the more northerly vegetation components began to recede (Delcourt and Delcourt 1987).

The Environmental Protection Agency (EPA) defines the ecoregion of the Project area as the Gulf Coast Flatwoods of the Southern Coastal Plain (Griffith and Omernik 2008). The Southern Coastal Plain extends from South Carolina through Central Florida and along the Gulf Coast lowlands from Florida to Mississippi. The Gulf Coast Flatwoods is a narrow segment of the region with nearly level terraces and delta deposits composed of Quaternary sands and clays. This ecoregion often includes wet, sandy flats and often swampy and forested broad depressions. Vegetation often consists of evergreen forests, pine plantations, and forested wetlands (Griffith and Omernik 2008).

The US Department of Agriculture (USDA) has classified the soils within Miraflores Park as Foxworth sane (0-5% slopes) with a very small portion of Lakeland sand (0-5% slopes) in the far northeast corner of the park (Figure 3-1). Moderately well drained Foxworth sand, which can be found on ridges on marine terraces, has a depth to water table of about 42 to 72 inches, and a typical profile of sand (A horizon, 0 to 6 inches; C horizon, 6 to 67 inches; and Cg horizon, 67 to 80 inches). Excessively drained Lakeland sand, which can be found on ridges and hills on marine terraces, has a depth to water table of more than 70 inches, and a typical soil profile of sand (A horizon, 0 to 5 inches and C horizon, 5 to 80 inches).

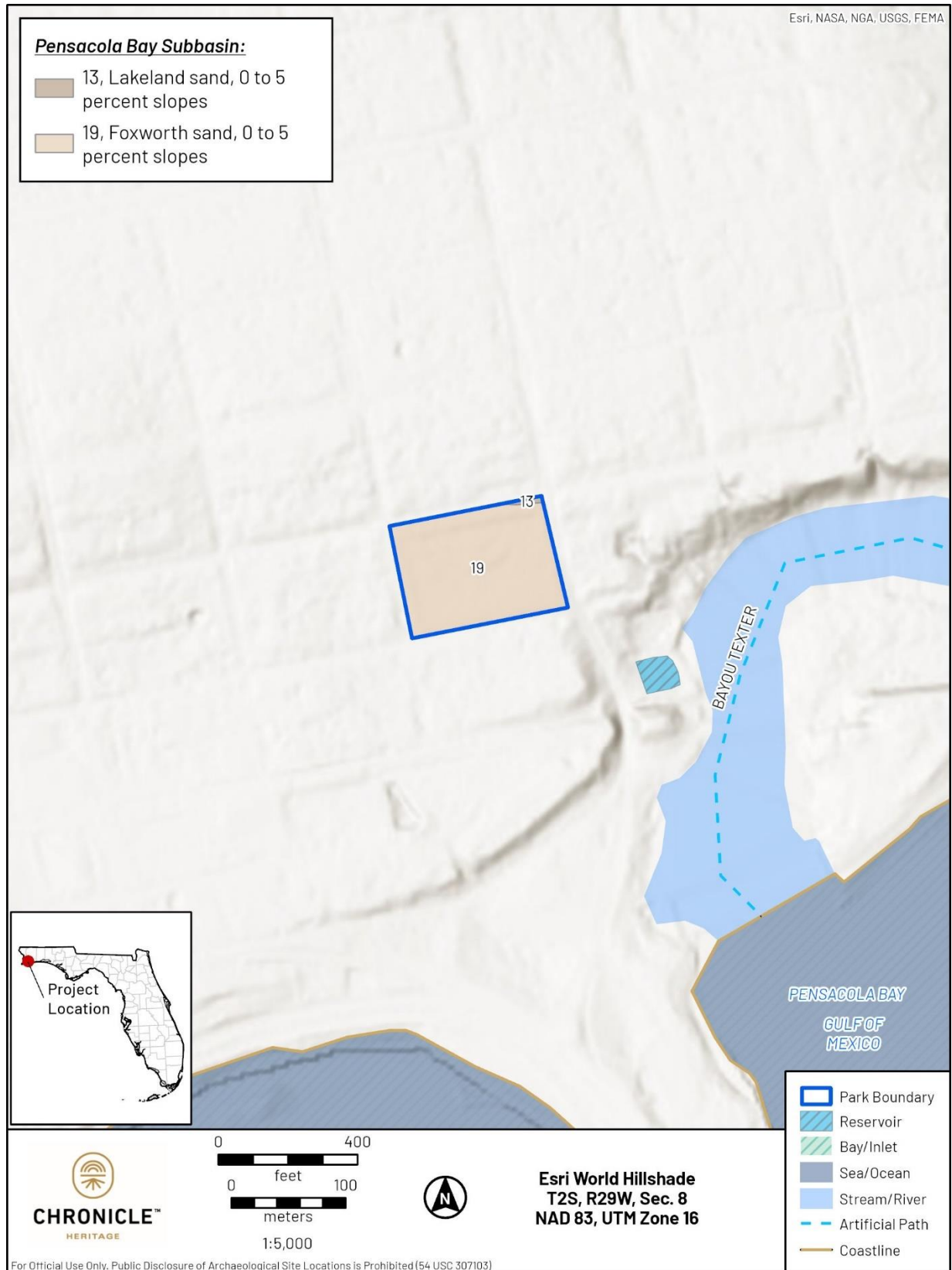


Figure 3-1. Map of Miraflores Park boundary and soil types as defined by the USDA (Soil Survey Staff 2022).



Figure 3-2. Original 1852 land survey with park boundary overlain (GLO 1852).

3.2 Historic Preservation and Cemetery Regulations

3.2.1 Historic Preservation Regulations

The laws and regulations that inform historic preservation in the United States are formed at all levels of government, from federal to local. The earliest iteration of historic preservation policy in the United States can be traced to the Antiquities Act of 1906. This act authorized the president to designate historic, natural, and scientific landmarks on land owned or controlled by the federal government as national monuments. After signing the act into law, President Theodore Roosevelt established 18 national monuments, many of which have since been designated as national parks (U.S. Department of the Interior 2016). The passage of the Historic Sites Act of 1935 further developed national historic preservation policy. This act declared it a national policy to preserve historic sites, buildings, and objects of national significance for public use and the benefit of the American people. To accomplish this, the Secretary of the Interior was given the power to create historic and archeological surveys and to secure and preserve data of historic and archaeological sites, buildings, and objects (NPS 2021).

Modern historic preservation legislation emerged in the latter half of the twentieth century with the passage of the National Historic Preservation Act (NHPA) of 1966. Spurred by the dismal condition of America's historic resources outlined in the landmark report, *With Heritage so Rich*, the NHPA presented the most comprehensive national preservation policy thus far enacted. It established the National Register of Historic Places (NRHP), the Advisory Council on Historic Preservation, Section 106 Review, and the State Historic Preservation Offices required to maintain state-wide inventories of historic resources. The NRHP extended beyond individual buildings and included cemeteries, structures, districts, objects, and archeological sites, ranging from local to national significance (NPS 2022).

On the state government level, The Florida Archives and History Act of 1967 was the first state-wide historic preservation policy. It recognized the unique heritage of the state and the social, cultural, and economic impacts of the loss of historic resources. The act changed in name to The Florida Historic Resources Act in 1986, was codified in Florida Statute 267 and gave authority to local governments to further historic preservation goals (Abney 1998). The statute also created the FMSF, which is a central inventory of all historic properties in Florida. The FMSF introduced a dedicated cemetery documentation form in 1990.

The City of Pensacola has several historic preservation ordinances that primarily apply to its five historic districts and the structures therein. Ordinance Sec. 12-12-3 establishes the city's Architectural Review Board, which regulates changes to historic structures and new construction in these districts. Section 12-3-10 establishes additional zoning overlays in the Pensacola, North Hill, and Old East Hill districts (City of Pensacola 2024a).

In addition to protections for historic structures, Pensacola ordinance Section 2-3-4 protects city-owned properties from sale or other transactions, which would diminish the ability of the city to protect them if they are classified as "sensitive properties." Properties with significant historical or archaeological associations are classified as sensitive properties (City of Pensacola 2024b).

This assemblage of federal, state, and local historic preservation regulations guides efforts to preserve historic resources. At the federal level, authority is limited to federally owned properties or projects that require federal funding or permitting. States are similarly limited in authority, leaving local governments primarily responsible for the preservation of historic resources within

their communities. The onus of preserving Florida's heritage and historic built environment falls to local governments, elected officials, and community members.

3.2.2 Cemetery Regulations

Florida statutes governing cemeteries and the protection of deceased human remains range from laws regulating the for-profit cemetery and funeral industries to criminal statutes penalizing the desecration of burial places. The following state statutes are significant to the long-term preservation of Miraflores Park.

Florida statute Title XLVI, Chapter 872, Offenses Concerning Dead Bodies and Graves, outlines the criminal penalties for willful desecration, removal, or destruction of a grave or monument. This statute designates the excavation or other disturbance of a grave as a second-degree felony punishable by imprisonment of no more than 15 years (Florida Legislature 2021).

The same chapter of Florida law establishes a protocol for the discovery of unmarked human remains in which any person discovering an unmarked human burial must immediately notify the respective district medical examiner and cease all activity that could disturb the burial. This notification triggers a protocol by which, if the remains are determined to be 75 years old or older, the State Archaeologist assumes jurisdiction. This protocol has strict timelines and reporting requirements to ensure the respectful care of human remains (Olexa et al. 2012). A similar protocol is outlined by this statute for cases in which human remains are discovered during an archaeological investigation. Failure to observe the state protocols when discovering unmarked human burials is punishable as a second-degree misdemeanor punishable by up to 60 days imprisonment. The law furthermore extends penalties to those who become aware of the disturbance of unmarked burials and do not notify local law enforcement. Failure to report is also a second degree misdemeanor (Florida Senate 2021). Another section of Chapter 872 prohibits the sale, purchase, or possession of human remains with few exceptions.

Transportation of human remains is addressed in Title XXXIII, Chapter 497, which regulates funeral and cemetery consumer services. No disinterment or transportation of human remains can take place without the physical presence of a licensed funeral director with a proper burial transit permit or other official documentation unless the reinterment is made in the same cemetery (Florida Division of Historical Resources [DHR] 2025a; Florida Legislature 2024a).

While the consumer services statutes for cemeteries and funeral businesses are generally associated with active, for-profit cemeteries and funeral homes, Section 284 of the statute acknowledges abandoned cemeteries. The statute empowers counties and municipalities to step in and provide for their maintenance and security. It furthermore protects good faith assistance by municipalities from civil liabilities (Florida Legislature 2024b).

Many towns and cities in Florida own municipal cemeteries. Pensacola, however, has no public cemetery and, thus, lacks substantial ordinances pertaining to cemetery management or protection. Pensacola ordinances pertaining to cemeteries are mostly associated with planning and zoning. Ordinance Section 8-1-18 makes trespassing in cemeteries after dark an offense punishable by a fine (City of Pensacola 1986).

3.3 Miraflores Park and Havana Square Cemetery

The history of Miraflores Park and Havana Square Cemetery is detailed in research by the City of Pensacola, the University of West Florida (UWF) Archaeology Institute, and investigators

conducting ground-penetrating radar (GPR) investigations. The historical context below is a synopsis of that research.

The area of Pensacola in which Miraflores Park is situated was platted in the mid-1830s by George Chase on behalf of the Pensacola City Company. At the time, it was planned as a suburb called the “New City” of Pensacola, which was bounded by Bayou Texar to the east. Similar to Pensacola’s original plat, it included park squares surrounded by residential lots. Records show that lots were sold based on this plat in the 1830s and 1840s (Figure 3-3; Melcher 2021). However, in the 1860s, the Pensacola City Company reformed and subsequently replatted the same area of land. This replat fundamentally changed the orientation of the streets and lots west of Bayou Texar (Figure 3-4). This reformation of the area skewed the boundaries of any lots already in use. The 1860s plat also included park squares, albeit not in the same location as the previous park squares. This included the square that would later become Miraflores Park, originally known as Havana Square (City of Pensacola 2023).

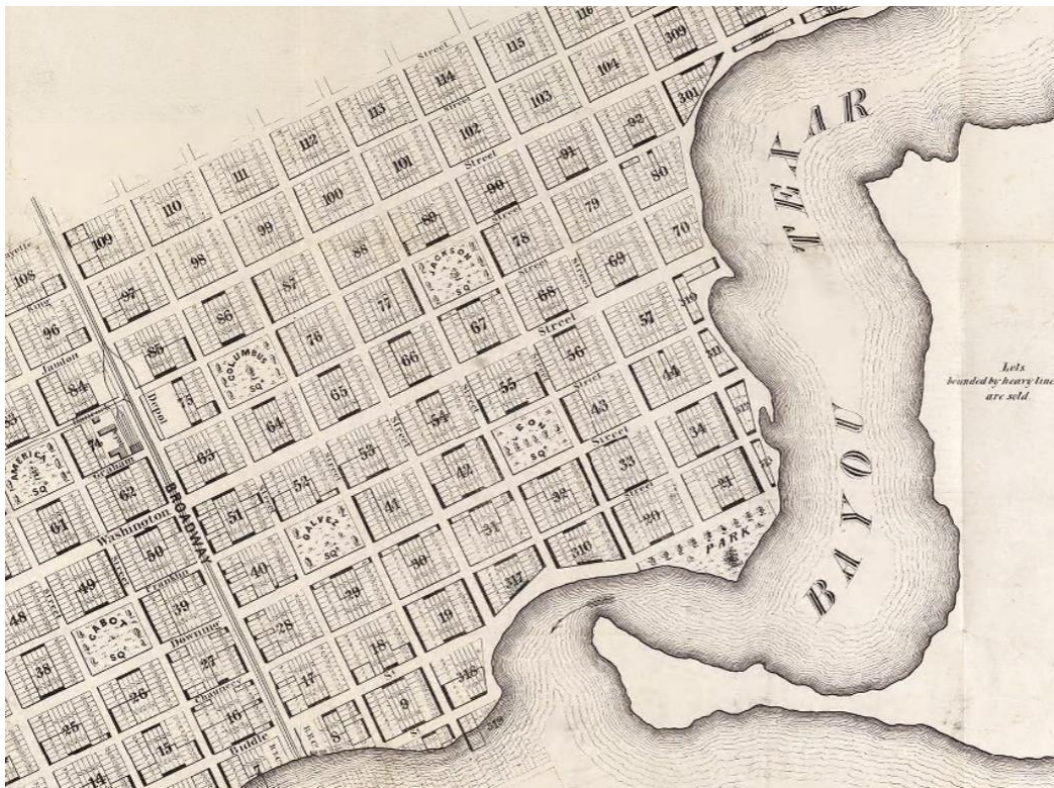


Figure 3-3. 1835-36 plan of the new city of Pensacola without Havana Square platted (Chase et al. 1836).

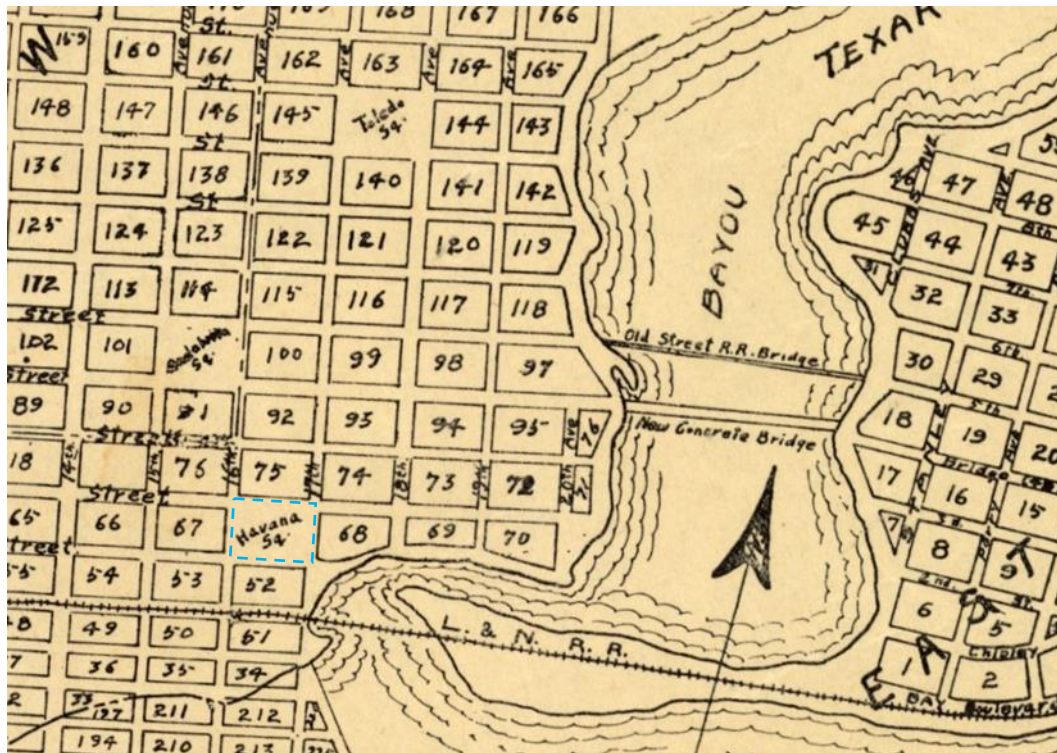


Figure 3-4. Detail 1925 plan of Pensacola with Havana Square highlighted by a dashed blue line (State Library and Archives of Florida 1925).

The replatting of the area, and likely reselling of lots already sold on the part of the Pensacola City Company, led to land ownership disputes. One aspect of the subsequent court cases pertained to tenants that original owners may have had on their land. An 1884 planning map of Pensacola shows land occupied by people identified by the City Surveyor as trespassers. This map also shows a fenced space in Havana Square labeled as “Grave Yard,” indicating that by at least the mid-1880s, Havana Square Cemetery was extant and in use (Filoromo et al. 2024:9). The boundary of the cemetery as shown in the 1884 map shows its western boundary to be of an orientation similar to the 1830s New Pensacola Plat, suggesting the cemetery may precede the 1860s replatting of the area, although this cannot yet be confirmed (Figure 3-5; Melcher 2021). “Trespassers” remained an issue over the next several years, with City Engineer William Galt Chipley stating in 1887 that one park square was “occupied by a school house” and Havana Square was “being used as a negro grave yard” (City of Pensacola 2023).

The city’s effort to remove not only those living in the area but to erase the cemetery in Havana Square continued, with the city posting a notice forbidding further burials there in 1887. Twenty years later, in June 1906, the street superintendent of the Board of Public Works was ordered to “clean up” Havana Square. This order may have meant the superintendent was asked to remove what was left of the cemetery (City of Pensacola 2023; Gutierrez and Waber 2012:8-4). By the turn of the century, the East Hill neighborhood around Havana Square was growing up around it, and evidence of the African American and Creole cemetery faded (McLellan 1916).

In the mid-1930s, the Civil Works Administration (CWA) built the Boy Scout Building (8ES03838) on the southern side of Havana Square near East Belmont Street. The building is a single-story masonry structure with a raised basement, corner towers, and a Rustic style typical of the New Deal Era. The Boy Scouts of America (BSA) used the building for toy drives, meetings,

administrative functions, and a library (Gutierrez and Waber 2012:8-4). The Girl Scouts of America (GSA) also used the building for their summer camps. Additionally, aerial photography indicates that the many pine trees on the northern end of the park were planted in the 1940s (Filoromo et al. 2024:11). In 1952, the Boy Scout Building was named the Elebash Boy and Girl Scout Building in honor of a member of the Elebash family of Pensacola. The building was in regular use until around 1958.

In 1965, Havana Square was renamed Miraflores Park in honor of its sister city, Miraflores, Peru. The sister city concept was part of the federal People-to-People program, a "program of friendship" that connected American communities to those abroad (Pensacola New Journal 1965). Part of the dedication ceremony included the unveiling of the monument to Ricardo Palma (1833-1919), Peruvian poet and native of Miraflores. The monument, comprised of an inscribed granite block with a bronze bust of Palma, remains at the southeastern corner of the park, at North 17th Avenue and East Belmont Street. The bust was stolen in 1967 but recovered and reinstalled the following year (Harris 1968).

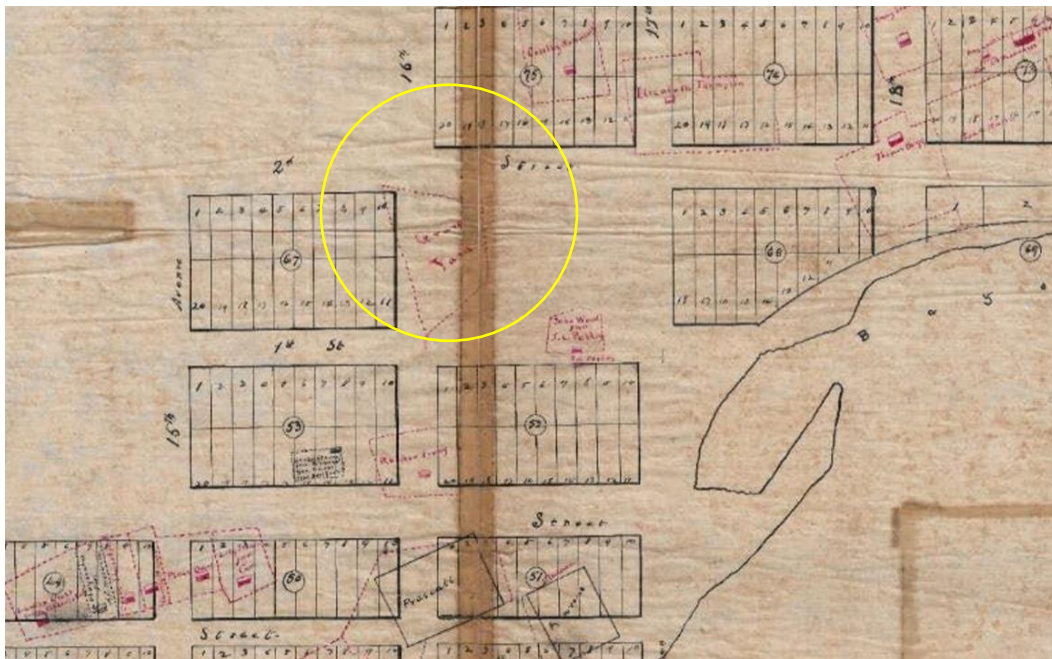


Figure 3-5. Detail of 1884 map showing "grave yard" in Havana Square (circled in yellow).

By the 1970s, the Boy Scout Building had fallen into disrepair. It was rehabilitated by the Bream Fishermen Association (BFA), which used the building as a meeting house (Gutierrez and Waber 2012:8-7). In the following decades, the Boy Scout Building was used not only by the BFA but also by the Fly Fishers of Northwest Florida and the Pensacola Speckled Trout Club (Pensacola News Journal 1991). The Fly Fishers of Northwest Florida continue to use the Boy Scout Building for this purpose. Other community activities took place in the park in the latter quarter of the twentieth century, including conservation meetings held by the Sierra Club and beautification projects by gardening clubs (Angeles 1981; Hu 1995; Pensacola News Journal 2009). In recent years, live-action role-playing ("LARPing"), in which participants portray medieval personas, has regularly taken place at the park. Miraflores also gained a swing set in its northwestern corner in the early 2000s; the playground complex was upgraded to include a jungle gym in 2020 (Pensacola Parks and Recreation 2020). In 2012, the Boy Scout Building was listed in the NRHP for its significance as an

example of Rustic architecture in Pensacola, as well as its association with the BSA, GSA, and the New Deal (Gutierrez and Waber 2012).

3.3.1 Previous Investigations at Miraflores Park

In June 2021, a local Boy Scout troop encountered human remains in the crawl space beneath the Boy Scout Building. In accordance with Florida law, the remains were secured and examined by medical and archaeological professionals. The skeletal remains were determined to be from two individuals and were associated with Havana Square Cemetery, indicating that the cemetery was likely disturbed in the 1934 construction of the Boy Scout Building (City of Pensacola 2023, 2025).

The City of Pensacola responded by engaging stakeholders and forming a Community Advisory Group comprised of government representatives, religious leaders, and professionals in the fields of archaeology and cemetery preservation. Preliminary research by professional partners uncovered archival evidence of Havana Square Cemetery, as well as its subsequent erasure. As of 2025, the City of Pensacola, UWF Archaeology Institute, UWF Historic Trust, and others continue to compile research on the history of the cemetery, its origins, and its stakeholders (City of Pensacola 2023; Melcher 2021).

In late 2023 and early 2024, TerraXplorations, Inc. (TerraX) performed an investigation of Miraflores Park with the use of GPR. The purpose of the investigation was to determine the boundary of Havana Square Cemetery in Miraflores Park. The investigation resulted in 80 anomalies that indicate potential unmarked graves. In addition to GPR results, fragments of granite and brick were also found in the park that may have an association with grave marking (Filoromo et al. 2024:49). Unfortunately, these fragments could not be located during Chronicle Heritage's 2025 field visit. The location of GPR anomalies extended the east-west length of the survey area, which included the entire park except for an approximately 46-feet (ft)-wide (14 meters [m]) area along North 17th Avenue from East Belmont to East La Rua Street.

4 Review of Comparable Cemetery Preservation Plans

The City of Pensacola seeks to develop a long-term preservation plan for Miraflores Park and Havana Square Cemetery. The following section provides a review of case studies and preservation plans that share commonalities with Havana Square Cemetery, although few are exactly alike. Long-term preservation plans for cemeteries are most common among historic cemeteries which retain aboveground monuments. A general overview of such a plan is presented first. Following this overview, this section includes a collection of case studies for erased African American cemeteries both in Florida and elsewhere. The investigation, preservation, memorialization, and care of each example cemetery are examined.

4.1 Cemetery Master Plans

Cemetery master plans vary widely in their approach, content, and recommendations. The core purpose of a cemetery master plan is to solidify a vision for the care of a cemetery over the course of time. For many active cemeteries, master plans consider the sale of remaining burial spaces as well as endowment funds for maintenance after revenue from sales is no longer viable. Nearly all cemetery master plans establish guidance for grounds maintenance. In addition to revenue generation and general maintenance, conservation of monuments, public outreach, emergency preparedness, and even entertainment programming can be part of a cemetery master plan. The National Park Service (NPS) defines a cemetery master plan as “a road map that shows us where the cemetery is and where it is going” (National Centers for Preservation Technology and Training [NCPTT] 2023).

As mentioned above, cemetery master plans are not as common among cemeteries that are erased from public view. However, many master plans address sections of cemeteries that bear similarities to Havana Square Cemetery. Similarities can include a lack of visible monuments and memorialization for deceased members of marginalized groups. The following cemetery master plans offer some insight into how the long-term preservation of Havana Square Cemetery could be approached.

4.1.1 Municipal Cemeteries, Austin, Texas

The City of Austin, Texas, owns and manages five cemeteries: Oakwood Cemetery, Oakwood Cemetery Annex, Plummers Cemetery, Evergreen Cemetery, and Austin Memorial Park Cemetery. Each of the five cemeteries is distinct in its age, appearance, and the population it serves or once served. The city’s 2015 master plan was produced over the course of several years and included community meetings and detailed GIS mapping of each cemetery. In addition, the city contracted an arborist to perform a tree survey, which documented not only the species and location of trees in the cemetery but also their health and age (Miller et al. 2015).

The City of Austin Cemetery Master Plan is an extensive document that addresses the history, present condition, and management of the five municipal cemeteries. Among these cemeteries is Plummers Cemetery, established in approximately 1898. Named after the property owner and sexton (caretaker), Plummers Cemetery was historically owned by and served African Americans in Austin (Miller et al. 2015:228–229). The cemetery changed hands over the course of the first half of the twentieth century and was never formally platted with lots or a circulation pattern. In the present day, the cemetery has few markers and is dominated by grassy spaces punctuated with

trees. The master plan furthermore identified shrubs and plants that may have been intentionally planted in the cemetery's historic period, including Dutch iris, crinum lily, and agave (Miller et al. 2015:245).

As a still-active cemetery with rolling topography, a dearth of surviving grave markers, and no enclosure, Austin's treatment goals for Plummers Cemetery address its historical importance and modern vulnerabilities. Those goals and recommendations include:

- Creating a visible boundary
- Protecting historic features from vehicular damage
- Preserving and enhancing [the cemetery's] cultural vegetation
- Preventing soil erosion
- Adding interpretive features that tell the story of the cemetery and its community (Miller et al. 2015:258)

4.1.2 Oakland Cemetery, Atlanta, Georgia

Established in 1850 and expanded in 1857, 1864, 1866, and 1867, Oakland Cemetery is in the heart of Atlanta and belongs to the City of Atlanta. It is managed and operated by the nonprofit Historic Oakland Foundation (HOF), which conducts restoration, interpretation, and educational programming in the cemetery. Much of Oakland Cemetery is grand in appearance, with abundant landscaping, terraced walkways, and mausoleums. Like many cemetery master plans, Oakland Cemetery's 2017 master plan update, entitled "Oakland Alive," is a review and continuation of a previous master plan, making the plan a "living document." The plan centers HOF's mission and vision statements as it addresses each aspect of the cemetery's preservation and operation, including circulation patterns, access, interpretation and signage, security, records, and building preservation, among other topics (HOF 2017:5-6). The plan additionally attaches a prioritization formula to each potential task, allowing HOF to plan accordingly. General recommendations for the cemetery include increasing interaction with the neighborhood surrounding Oakland Cemetery, regulation of vehicular traffic inside the cemetery, and infrastructural improvements.

Approximately 8 acres (ac) of Oakland Cemetery's total 48-ac grounds are burial grounds for the indigent and for African Americans (HOF 2017:48, 50). The African American section has walkways, some headstones, and a mausoleum dispersed among its open space. The indigent burial ground ("Paupers Grounds") is a 6-ac space that has an estimated 7,500 burials, including those of enslaved African Americans who were moved there in the 1870s. While the section originally would have had wooden headboards, only one marker is present, which reads, "A memorial to the citizens of Atlanta who are buried in unmarked graves" (HOF 2017:27, 50).

Oakland Cemetery's master plan addresses priorities for Paupers Grounds to include improved drainage, as the section is low-lying. Projects include swales and culverts intended to tie into a cistern-based water management system. The plan also directs HOF to consider allowing the section to become a meadow as opposed to a manicured lawn. Additional memorialization or interpretation of the section is not included as a priority in this plan. Contrastingly, the African American Grounds were restored between 2008 and 2017, including walkways, drainage, and some interpretation. The 2017 master plan update recommends additional research and interpretation of the lives of the people buried in this section (HOF 2017:10, 48).

4.1.3 Payne Chapel AME Cemetery, Washington County, Pennsylvania

Payne Chapel African Methodist Episcopal (AME) Cemetery is a 1.3-ac cemetery founded in 1856 in Washington County, Pennsylvania. Terracon, Inc. worked with the church congregation in the Borough of Canonsburg on behalf of Preservation Pennsylvania to develop a cemetery master plan. Documentation of the cemetery included informal mapping as well as a conditions assessment and regular contact with the congregation's cemetery committee (Garza et al. 2024). The resulting plan presented a contextual history of the African American congregation, which was established in 1824, its historic church, and its cemetery. The master plan observed the condition of the cemetery, including the types of monuments present there as well as its open space and trees (Garza et al. 2024:13-14).

The master plan collected the concerns of the cemetery committee as well as the observations of its authors. Those concerns included vegetation, interpretation, and conservation. Payne Chapel AME Cemetery was noted to have an overwhelming monoculture of locust trees, which the plan notes may make the cemetery vulnerable to widespread tree loss from disease (Garza et al. 2024:21). The master plan outlined the process by which the congregation could diversify plant life by adding both hardwoods and shrubs to the landscape. Other recommendations included coordinating with the Borough of Canonsburg to craft local-level cemetery ordinances to protect not just Payne Chapel AME Cemetery but also other cemeteries in the area. The master plan additionally stressed the importance of documentation, recommending a thorough GPR survey of the cemetery as well as monument documentation.

4.2 Erased, Demolished, and Rediscovered Cemeteries

The above master plans all address burial grounds that bear similarities to Havana Square Cemetery in that they include spaces in which burials are unmarked, associated with African American burial practices, and share similar landscapes of open space punctuated with trees. However, none of the above cemeteries have been lost to memory or erased from the landscape. Plummers Cemetery in Austin, Oakland's Paupers Ground, and Payne Chapel AME Cemetery have always been acknowledged as burial grounds if not always maintained or memorialized as they are now. This is a distinct difference from Havana Square Cemetery, the memory of which appears to have been absent from its care for more than a century. Unfortunately, this effaced condition is not unusual, particularly among burial places used by marginalized groups, including African Americans. The following section discusses cemeteries that were lost and rediscovered, often by inadvertent means such as construction or demolition. The response to each rediscovery offers insight into how Havana Square Cemetery is best acknowledged, memorialized, and protected.

4.2.1 African Burial Ground, Manhattan, New York

African Burial Ground is "the earliest and largest African burial ground rediscovered in the United States (NPS 2021b)." The cemetery was used by free and enslaved Africans and African Americans from the 1630s to the 1790s and, in its time, was outside New York City limits. More than 200 years later, the General Services Administration, a federal agency, planned to build an office tower at 290 Broadway, a lot within the footprint of the old cemetery. As with most "lost" African American cemeteries, the presence of the cemetery was not undocumented or unknowable to researchers. However, in this case, contractors conducting the federally-required cultural resource investigation believed that any remains of the cemetery would have been destroyed by the past two centuries of disturbance and development (New York Preservation Archive Project [NYPAP] 2025).

Upon the initiation of construction, however, intact human remains were discovered. More than 400 burials were removed from the site, which covered only a fraction of the 6.6-ac footprint of African Burial Ground (Figure 4-1). After public outcry, construction was halted on an outdoor pavilion planned for the southeastern corner of the lot. A Federal Steering Committee was formed to direct the recognition and memorialization of the burial ground. This process included the transport of remains to Howard University for anthropological inspection, which led to valuable new research into the lives of enslaved and free African Americans in colonial New York. In 1993, African Burial Ground was designated a National Historic Landmark (NYPAP 2025). The human remains that had been removed from the site were returned in October 2003, in which a community-led “Rite of Ancestral Return” took place. Remains were reinterred at the site, each in a hand-carved coffin made in Ghana and accompanied by thousands of handwritten messages from present-day Americans to African ancestors (Moore 2023).

The site was designated a national monument in 2007. A visitor and interpretive center, as well as commemorative and memorial art, acknowledge the cemetery as a place of national acknowledgment of slavery and the African diaspora (NPS 2021c).



Figure 4-1. Map of African Burial Ground National Monument (NPS 2021b).

4.2.2 Monroe and Bruslie Plantation Cemeteries, Convent, Louisiana

The banks of the Mississippi River between New Orleans and Baton Rouge were once lined with sugar plantations on which thousands of African Americans were enslaved. Each of these plantations appear in historic maps like piano keys along either side of the river, a result of the long, narrow lots measured in French arpents and designed to afford each plantation access to the river. In the twentieth century, these former plantation lots were converted from agricultural to industrial purposes as they became refineries, chemical treatment plants, and plastics factories.

Due to the poor air quality, low quality of life, and incidence of illness in this area, it has come to be known as “Cancer Alley.” Often, the construction of petrochemical plants in this area results in the discovery and subsequent disturbance of cemeteries for the enslaved (Forensic Architecture 2021).

In 2015, two cemeteries associated with people enslaved on the Monroe and Bruslie Plantations in St. James Parish were identified on the grounds of Shell Oil’s Convent Refinery. The cemeteries were located in the process of a survey to expand the refinery, an effort that was abandoned after the discovery (Plaisance and McConnaughey 2018). The cemeteries were studied with GPR to determine their respective boundaries, cleared of vegetation, and commemorated with a historical marker. Descendant communities in St. James Parish, including individuals from the nearby River Road African American Museum, organized a commemoration ceremony that took place on March 24, 2018 (Spradling 2018).

The rediscovery and commemoration of the Monroe and Bruslie Plantation cemeteries raised the profile of descendant communities in St. James Parish who had long called for the acknowledgment and protection not only of the two cemeteries on Shell Oil property but the innumerable other cemeteries of the enslaved on petrochemical plant properties. Organizations like RISE St. James, the Descendants Project, and the River Road African Burial Grounds Coalition engaged in social and political activism to raise awareness not only of cemeteries for the enslaved but also of the quality of life for descendant communities (Bubnash 2024). Their efforts, along with the work of London’s Forensic Architecture initiative, gave rise, among other initiatives, to an interactive, collaborative mapping portal that not only identifies potential cemeteries on petrochemical plant properties but also maps present-day environmental impacts and emissions (Forensic Architecture 2021).

4.2.3 Zion Cemetery, Tampa, Florida (8HI04608)

The Sanborn Fire Insurance Map for 1922 shows Zion Cemetery on Florida Avenue near East Virginia Avenue, between a chapel and an African American Baptist church (FMSF 2019). By that time, the cemetery was around 20 years old and had hundreds of burials. Considered Tampa’s oldest cemetery designated for African Americans, it was platted in 1901 with two driveways, an entrance off Florida Avenue, and a “potter’s field” (the colloquial name for indigent or pauper’s burial ground) at its northern boundary (FMSF 2019). Its founder, local African American developer Richard Doby, sold it in 1907 to the Florida Industrial and Commercial Company, the owners of which were likely members of the African American community in Tampa. However, the property changed hands again in the late 1920s and was built over within the next decade (Guzzo 2020).

Zion Cemetery, which was 3.3 ac in size and had an estimated 749 burials within its bounds, ceased to be noted in maps, and by 1951, Robles Park Apartments, a public housing complex, was constructed atop its eastern portion. Burials were unearthed at that time, but construction was not halted (Guzzo 2020). Despite the cemetery’s presence on maps from only 30 years before, the unearthing of caskets in 1951 was described as a “mystery” (Tampa Times 1951).

Attention and acknowledgment of Zion Cemetery was renewed in 2019, with independent researchers and the Tampa Bay Times raising awareness of its presence. The Tampa Housing Authority, which had plans to redevelop Robles Park Apartments, acknowledged the presence of the cemetery beneath its buildings, hired archaeological investigators to conduct GPR, and collected community input. The GPR investigation resulted in more than 126 anomalies indicating burials where GPR was conducted (Tampa Housing Authority 2025). The combination of local research and Housing Authority participation helped spur the relocation of families living in the

buildings within the cemetery footprint (Parsons et al. 2021). In 2024, Tampa City Council approved rezoning requests that paved the way for the redevelopment of Robles Park, a plan that includes the demolition of buildings atop Zion Cemetery and the installation of historical markers and a memorial sculpture. The project is informed by the Zion Cemetery Preservation and Maintenance Society, a nonprofit comprised of community leaders and descendants.

The acknowledgment and memorialization of Zion Cemetery in Tampa were among the first of many instances in which Florida African American cemeteries were found to have been erased and built upon. In June 2021, the Florida legislature created the Task Force on Abandoned African-American Cemeteries, an advisory committee comprised of legislators, religious leaders, academics, preservationists, and civil rights leaders (Parsons et al. 2021). Their resulting report created a Historic Cemeteries Program at the DHR, which supports communities in the identification and preservation of “erased, forgotten, lost, or abandoned African-American cemeteries” (Florida DHR 2025b).

4.2.4 New Hope Cemetery, Tallahassee, Florida (8LE06465)

The Task Force on Abandoned African-American Cemeteries reviewed several instances in which Florida African American cemeteries were not properly acknowledged or documented. New Hope Cemetery in Tallahassee was presented as an example of local researchers and the Florida DHR working together to identify the location of a cemetery (Parsons et al. 2021:11). Informed by a descendant of individuals interred at the cemetery, archaeologists and canine cadaver surveyors inspected a wooded area northeast of Tallahassee and determined the presence of the now-unmarked cemetery. Inspections conducted in 2021 resulted in more than a dozen indications of buried human remains on land belonging to the City of Tallahassee, with some portion extending into State of Florida property. The boundaries of the cemetery were subsequently delineated and recorded in the FMSF. The resulting report also recommended that Leon County close a pedestrian trail that crossed the cemetery boundary (Goodwin and Ackermann 2020).

New Hope Cemetery is an example of a cemetery that ceased to be marked and, while likely disturbed in the past by agricultural activities, was documented in such a way as to prevent future disturbance before any development could threaten it. The DHR continues to work with the descendant community of New Hope Cemetery to develop interpretation and memorialization of the site (Parsons et al. 2021:12).

4.2.5 St. Matthews Baptist Church Cemetery (8PI12956) and North Greenwood Cemetery (8PI13947), Clearwater, Florida

Like New Hope Cemetery in Tallahassee, the acknowledgment and investigation of erased African American cemeteries in Clearwater was driven by African American stakeholders and descendants. Former residents of Clearwater Heights, a neighborhood that was demolished by urban renewal in the second half of the twentieth century, maintained memory of cemeteries that were presumed to have been “relocated” for new construction, including a school, shopping center, and an office building (Allen 2021).

Community activism, including that of the University of South Florida Black Cemetery Network, elevated awareness of the erased cemeteries to national news outlets, spurring the involvement of Clearwater City Council, the National Association for the Advancement of Colored People (NAACP), and the DHR (University of South Florida 2025). In intervening years, the buildings and parking lots that cover St. Matthews Baptist Church Cemetery and North Greenwood Cemetery remain, although historical markers were erected to mark their presence (FMSF 2020; Guzzo 2022).

4.2.6 Lemon City Cemetery, Miami, Florida (8DA11524)

Beginning in the 1870s, Black people from the Bahamas formed a community in Lemon City, approximately 4 miles north of present-day Miami. Absorbed into Miami after the city was incorporated, Lemon City grew to be a community of many Caribbean nationalities. Lemon City Cemetery was in use by 1911, if not earlier, located near what is now Northwest 71st Street in Miami (Silva et al. 2024). The cemetery was documented in 1925 and 1936 maps of Miami, as well as 1940s Works Progress Administration documentation (FMSF 2009). As the city grew and Interstate 95 was constructed nearby in the 1970s, the cemetery was threatened. However, it was not until the early 2000s that the cemetery was fully erased by the construction of a Young Men's Christian Association building on its footprint. In 2008, the Black Archives History and Research Foundation of South Florida notified a developer of the cemetery's presence beneath the lot. Unfortunately, the warning was not heeded, and human remains were disturbed in the course of construction the following year (Silva et al. 2024).

The descendants of the Lemon City community, now known as Little Haiti, had been organized since the 1980s and were well positioned to respond to the disturbance of Lemon City Cemetery. Led by preservationist and descendant Dr. Enid Pinkney, the City of Miami revised the plans for housing construction on the lot to avoid further disturbance of the cemetery. A memorial was erected at the site, as well as a historical marker (FMSF 2009). More than 15 years after the dedication of the memorial, the Lemon City Cemetery Community Corporation, an organization founded by Pinkney and comprised of descendant board members, continues to hold commemorative events. The organization also holds an annual essay contest with prompts such as "Why I am Proud of My Heritage as I Plan for My Own Future" (Lemon City Cemetery Community Corporation 2023).

4.3 Conclusion

Approaches to the acknowledgment, documentation, preservation, and memorialization of cemeteries vary based on the circumstances and background of the cemetery itself. The cemeteries discussed above share similarities to Havana Square Cemetery in that they are associated with the African American experience, particularly in Florida, and most have experienced some level of erasure from the loss of monuments to outright destruction. Each cemetery's preservation is defined not only by its condition and background but also by the presence or absence of descendants to advocate for the cemetery's significance. Commonalities of approaches in these case studies include:

- Intensive investigation using GPR
- Formation and empowerment of stakeholder advisory committees
- Tangible, on-site memorialization
- Protection from further disturbance

To date, the effort to preserve and acknowledge Havana Square Cemetery has included aspects of these key tenets. Additional recommendations based on these case studies, as well as the specific circumstances of Miraflores Park and Pensacola, are included in Section 7.

5 Cultural Landscape Inventory

Chronicle Heritage performed a site visit at Miraflores Park on April 14, 2025. The visit was conducted by Senior Architectural Historian and Cemetery Specialist Emily Ford and accompanied by City of Pensacola Historic Preservation Planner Adrienne Walker, who provided context and answered questions. The following inventory describes the landscape, buildings, trees, and other items in the park at the time of the survey.

5.1 Miraflores Park (8ES01278)

Miraflores Park, originally known as Havana Square, is a 3.4-ac square bounded by North 17th Avenue, East Belmont Street, North 16th Avenue, and East La Rua Street. It was established in the 1870s when the original plat of the New City of Pensacola was reoriented to its present street grid. It is in the East Hill neighborhood of Pensacola, just to the west of Bayou Texar and north of the railroad bridge over North 17th Avenue, locally known as the “Graffiti Bridge.”

The park is rectangular and features distinct terracing that begins to slope downward from the sidewalk along East La Rua Street and again approximately 125 ft (38.6 m) south of La Rua Street (Figure 5-1,). The park is vegetated by approximately 85 trees, which are concentrated around the perimeter of the park and around the Boy Scout Building (8ES03838). Each side of the park has paved sidewalks which are parallel to their respective roads. Along East La Rua Street, an avenue of crape myrtles is present on the northern side of the sidewalk, which is punctuated by metal benches and trash receptacles (Figure 5-2, Figure 5-3). Opposite the crape myrtles and the sidewalk are pine trees, which are slightly denser at the northeastern corner of the park as well as around a playground complex on the northwestern corner of the park. This complex includes a swing set and jungle gym, each atop beds of mulch with black rubber curbing. These are accessed by separate paved walking paths reaching from North 16th Avenue eastward and terminating in a set of picnic tables shaded by pine trees.

Most of the park is grassy open space, which is regularly mowed. At the center of the southern boundary of the park is the Boy Scout Building (8ES03838), built in 1934, which is accessed by a paved walkway from East Belmont Street as well as a small gravel parking lot which is also accessed from East Belmont Street. The Boy Scout building has several cedar, cypress, and arbor vitae plantings around it, as well as an Americans with Disabilities Act-compliant access ramp on the building’s rear (northern) elevation (Figure 5-4). A small pavilion with a gable roof and square post supports is atop a concrete pad adjacent to the access ramp. Aerial photography indicates that the pavilion was built around 2007.

At the southeastern corner of Miraflores Park is a granite monument with a bronze bust commemorating Peruvian poet Ricardo Palma (Figure 5-5). The monument was erected in 1965 as part of the rededication of the park in honor of the city of Miraflores, Peru.



Figure 5-1. Miraflores Park boundary depicted on topographic map (USGS 2024).



Figure 5-2. Features in Miraflores Park based on site survey.



Figure 5-3. Miraflores Park (8ES01278), looking west from North 17th Street along East La Rua Street.



Figure 5-4. Miraflores Park (8ES01278), looking south toward the Boy Scout Building (8ES03838).



Figure 5-5. Miraflores Park (8ES01278), looking east toward the southeastern corner.

5.2 Havana Square Cemetery (8ES06247)

Havana Square Cemetery is a historical cemetery of unknown age and size within Miraflores Park (Figure 5-6). As previously noted, the existence of the cemetery is confirmed by an 1884 map depicting it, as well as documentation from the early twentieth century regarding its erasure. These sources also indicate that the cemetery was used by African American and Creole Pensacolans (Filoromo et al. 2024). The boundary of the cemetery, as shown in the 1884 map, shows its western boundary to be of an orientation similar to the 1830s New Pensacola Plat, suggesting the cemetery may have preceded the 1860s replatting of the area, although this cannot yet be confirmed.

As of 2025, GPR investigations have shown that the boundary of Havana Square Cemetery comprises the majority of Miraflores Park except for its far eastern edge. The TerraX 2023 GPR report suggests there may be as many as 80 unmarked burials in the survey area (Filoromo et al. 2024:58). However, the far eastern edge has not yet been investigated with GPR. The discovery of human remains in the crawl space of the Boy Scout Building furthermore indicates that the footprint of the cemetery intersects the entire park.

It is important to note the depths of the anomalies consistent with possible unmarked burials. While most of the anomalies were found between 23.6–31.5 in (60–80 centimeters [cm]) below the ground surface, some anomalies were observed as shallow as 7.9–15.8 in (20–40 cm) to as deep as 39.4–47.2 in (100–120 cm) below the ground (Filoromo et al. 2024:33).

Havana Square Cemetery has no distinguishable remaining markers. Brick fragments and pieces of granite were noted during the 2023 GPR survey but could not be located during Chronicle Heritage's April 2025 site visit.



Figure 5-6. Havana Square Cemetery (8ES06247), looking west toward North 16th Street.

5.3 Boy Scout Building (8ES03838)

The Boy Scout Building is a single-story brick building with a raised basement built in 1934 by the CWA for the BSA and GSA. It is built in the New Deal Rustic style, common to park and wilderness buildings of the time, and features an irregular plan, hip roof, and four corner towers with pyramidal roofs. Its primary entry is on the northern elevation, facing the park interior, and is enclosed with an arched wooden door with metal strap hinges (Figure 5-7). A shed extension is present on the building's western elevation (Figure 5-8).

The Boy Scout Building roof is clad in asphalt shingles, and it has a single brick chimney between its western towers, which is protected by new flashing. Its exterior walls feature multicolored tan brick, likely manufactured by the McMillan Brick Company, the stamp of which can be found on the exterior walls of the building (Figure 5-9). The windows of the building are single and paired wood single-hung sash with six-over-six configuration. Most windows on the building have metal grate security screens attached to their exteriors.

The southern elevation of the building faces East Belmont Street and includes the entry to the building's raised basement. The entry is accessed by brick stairs flanked by brick retaining walls descending to a metal panel door (Figure 5-10).

The Boy Scout Building is presently used by local community groups who store their supplies inside the building; they also use the center hall for meetings (Figure 5-11). The interior of the building retains its wood log-style walls as well as its granite rubble fireplace. The Boy Scout Building was listed in the NRHP in 2012 (Gutierrez and Waber 2012).



Figure 5-7. Primary (northern) elevation of the Boy Scout Building (8ES03838).



Figure 5-8. Western elevation of the Boy Scout Building (8ES03838).



Figure 5-9. McMillan Brick Co. stamp found on Boy Scout Building exterior wall.



Figure 5-10. Southern elevation of the Boy Scout Building (8ES03838).



Figure 5-11. Main interior hall of the Boy Scout Building (8ES03838).

5.4 Parking Lot

A gravel parking lot is adjacent to the eastern elevation of the Boy Scout Building. It is accessed from East Belmont Street and includes a curb cut, a paved driveway, and three parking spaces, two of which are designated handicapped parking spaces with corresponding signs (Figure 5-12). The paved parking lot is 48 ft (14.5 m) long and 26 ft (8 m) wide. The eastern boundary of the paved lot does not have a curb and appears to extend farther east by approximately 23 ft (7 m), where the ground is covered in crusher-run gravel and appears to have a concrete curb on its southern end. This gravel extension extends to a live oak east of the lot.



Figure 5-12. Miraflores Park parking lot with Boy Scout Building in background.

5.5 Pavilion

Aerial photographs indicate the pavilion at Miraflores Park was likely constructed circa 2007. It is a small pole barn-style structure with a gable roof constructed of plywood with two-by-four top chords and collar ties (**Error! Reference source not found.**). The roof is clad in asphalt shingles that match those of the Boy Scout Building roof. The southern elevation of the pavilion features decorative corner brackets with carved ends. A fluorescent light fixture is attached to the cross-posts of the pavilion. The six support posts of the pavilion are four-by-four posts that are anchored in a concrete pad.

In June 2025, the remains recovered from the Boy Scout Building in 2021 were reinterred in a granite monument with two columbarium niches. The monument is situated beneath the pavilion structure and atop its concrete pad. It was dedicated on June 17, 2025 in a ceremony honoring the individuals and the legacy of Havana Square Cemetery (Gail 2025). Interpretive panels outlining the history and significance of Havana Square Cemetery were also installed just north of the pavilion (Figure 5-14). The monument was supported in part by the Department of State, Division of Historical Resources and the State of Florida and the interpretive panels were supported by a Historic Preservation Fund grant administered by the National Park Service, Department of the Interior.



Figure 5-13. Miraflores Park pavilion, facing southwest.



Figure 5-14. Miraflores Park pavilion, showing interpretive signs and monument.

5.6 Playground and Picnic Table

Located in the northwestern corner of Miraflores Park, the playground and picnic tables include a steel swing set and a steel and plastic jungle gym (Figure 5-15). Both are atop low enclosures filled with mulch and bordered with rubber or plastic curbing. Both are approached via paved walkways connecting the playground with North 16th Avenue. At the eastern terminus of the walkway is a single wood and steel picnic table.



Figure 5-15. Miraflores Park jungle gym, facing northeast.

5.7 Ricardo Palma Monument

The Ricardo Palma monument is in the far southeastern corner of Miraflores Park and is comprised of an approximately 6-ft-tall granite tablet inscribed with the name of the poet, his birth and death dates (Figure 5-16). The inscription includes an open book motif on which the dedication of the park, Palma, and the relationship between Pensacola and Miraflores is described in both Spanish and English. The rear of the monument, which faces both North 17th Avenue and East Belmont Street, is inscribed "MIRAFLORES PARK."

The bronze bust of Palma is patinaed and unwaxed (Figure 5-17). As noted in a previous section, the bust was stolen at least twice since 1965 but returned. It is mounted to the top of the monument with a single bronze pin. The landscape around the monument is decorated with cast concrete pavers, which form a semicircular planting area behind the monument. This was likely installed in October 2009 when volunteers with the local Home Depot installed plantings at the park (Pensacola News Journal 2009). Additional cast concrete pavers are present in front of the monument as well.



Figure 5-16. Ricardo Palma monument at southeastern corner of Miraflores Park.

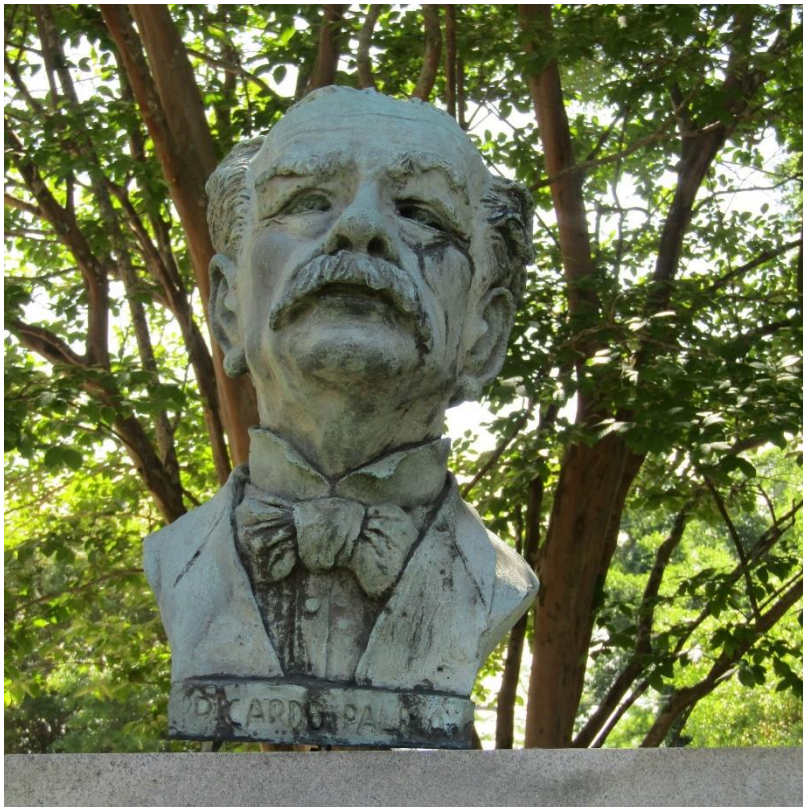


Figure 5-17. Ricardo Palma bronze bust.

5.8 Landscape Features

5.8.1 Benches and Trash Cans

The highest elevations of Miraflores Park are along East La Rua Street and slope downward as they approach East Belmont Street. At the high ridge of East La Rua Street, several modern benches are along the sidewalk, as are circular steel trash cans (Figure 5-18).



Figure 5-18. Bench, trash can, and crape myrtle tree along East La Rua Street sidewalk.

5.8.2 Sidewalks

Miraflores Park has, in total, approximately 1,740 linear ft (530 m) of paved sidewalk. Most of the park's sidewalk is on the perimeter along its bounding streets (Figure 5-19), but there are additional paved pathways approaching the playground and the Boy Scout Building. Aerial photographs indicate that the sidewalks were installed between 1999 and 2007. They are typical sidewalks approximately 5 ft (1.5 m) wide with expansion joints at regular intervals.



Figure 5-19. Perimeter sidewalk and playground pathway, facing east.

5.9 Trees

Miraflores Park has more than 80 trees within its 3.4 ac. According to city staff, most of these are pine trees that are thought to have been planted in the 1960s following the renaming of Havana Square. If this is the case, the pine trees are relatively young. The pine trees are dispersed along the terraces of the northern side of the park and along North 17th Avenue. Other trees present in Miraflores Park include a row of crape myrtles along East La Rua Street and approximately 12 coastal live oak trees of various sizes and ages dispersed throughout the park. A cluster of cedar, cypress, and arbor vitae surrounds the northern side of the Boy Scout Building (Figure 5-20).



Figure 5-20. Cypress and arbor vitae trees on the northern side of Boy Scout Building.

6 Conditions Assessment

The present conditions of Havana Square Cemetery, Miraflores Park, and the additional features on site are documented in the following section to establish a foundation and context for the recommendations presented in Section 7.

6.1 Havana Square Cemetery

Havana Square Cemetery is erased from the Miraflores Park landscape and has not been visible since approximately 1910. The 2023 GPR investigation results suggest that at least 80 anomalies that may represent burials are present within the park. However, the presence of human remains in the crawl space of the Boy Scout Building indicates that burials were disturbed during its 1934 construction. What markers were historically present in Havana Square Cemetery are lost.

6.1.1 Cemetery Boundary

The 1884 map showing a fenced graveyard in Miraflores Park depicts its location on the west half of the park, spanning over present-day North 16th Avenue. In their 2023 report, TerraX indicated four groupings of potential burials, all of which are clustered within the center of Miraflores Park. However, TerraX did not conduct a GPR investigation of the eastern quarter of the park, and thus, additional anomalies possibly representing burials could be present in that area as well. It is notable that the GPR investigation suggested burials farther east of the presumed footprint of the cemetery based on the 1884 map. It is also notable that the far western portion of the cemetery did not show anomalies consistent with unmarked burials, even though the historic map indicated their presence there.

As of 2025, no evidence of community memory of the cemetery has yet been documented. Additional cartographic or archival evidence may yet offer insight into the extent of the cemetery. However, until additional research can more clearly delineate the boundary of Havana Square Cemetery, its boundary is best understood as the extent of Miraflores Park.

6.2 Boy Scout Building

The exterior envelope of the Boy Scout Building, including the masonry walls and asphalt shingle roof, is in good condition. No settling, cracking, or decay of the exterior brick or mortar joints is visible. The flashing around the chimney appears sound. The exterior security lighting affixed to the southern, eastern, and northern elevations was functional at the time of Chronicle Heritage's visit. Some minor vandalism in the form of marker tagging was visible near the primary elevation.

The first-floor interior of the Boy Scout Building retains its log wall cladding, although it has been modified with a drop ceiling and linoleum flooring in most rooms (Figure 6-1). The building is connected to modern utilities, including water, electricity, and sewer. Two mini-split heating, ventilation, and air conditioning units are installed at the building. A kitchen and several refrigerators are present inside as well. Discussion with City of Pensacola staff indicated that leaking from the refrigerators has caused water damage to the building floors in the past. Remnants of knob-and-tube wiring are also visible inside the building.

The primary concern expressed by City of Pensacola staff during Chronicle Heritage's visit was the condition of the Boy Scout Building windows. All windows observed were functional, with intact sashes and sash weights. Some panes of glass were missing or replaced. However, the windows of

the Boy Scout Building are eminently repairable if treated by a qualified window repair craftsman and require only minor repair and reglazing.

The Boy Scout Building remains in regular use by local social clubs, including fly fishing enthusiasts, scouts, and Medieval cosplayers, all of whom store their tools, costumes, and supplies in the raised basement of the building (Figure 6-2). Some salt intrusion into the masonry walls was visible, particularly beneath the basement windows on the southern elevation. Those windows are bricked up with modern cement that likely leaches additional salts into the historic brickwork. With this exception, the masonry basement walls are in good condition.

The raised basement is separated from the building crawl spaces by masonry walls with small vent openings where the wall meets the floor joists of the first floor. The crawl spaces, accessed on both the western and eastern sides of the basement, are vented to the outside by cast iron grates. At the time human remains were discovered in the building, the crawl spaces were filled with debris, which was removed in the recovery process (Cerde 2021). At the time of Chronicle Heritage's site visit, they were filled with bare earth (Figure 6-3).



Figure 6-1. Interior of Boy Scout Building (8ES03838).



Figure 6-2. Interior of Boy Scout Building (8ES03838) raised basement.



Figure 6-3. Interior of Boy Scout Building (8ES03838) crawl space.

6.3 Park Landscape and Grounds

The City of Pensacola Parks and Recreation Department manages Miraflores Park. The multitude of trees in the park are overwhelmingly healthy and regularly pruned (Figure 6-4). Few volunteer plants are present in the park, indicating regular maintenance and removal of opportunistic trees and shrubs. Grass in the park appeared regularly cut at the time of Chronicle Heritage's site visit. The current maintenance and care of the park landscape and grounds is typical of standard park and tree maintenance practices.



Figure 6-4. Oak trees and cut grass in Miraflores Park, facing west.

7 Recommendations

The following recommendations are for the care and preservation of Havana Square Cemetery in its current form as Miraflores Park. These recommendations take into consideration the current features, uses, and conditions of Miraflores Park, as well as input from the City of Pensacola and the context provided by other comparable erased and subsequently memorialized cemeteries.

Table 7-1 summarizes the recommendations included in this section in order of priority.

Table 7-1. Priority Table of Recommendations

Priority Level	Recommendation
High	Formalize Response to Exposure or Disturbance of Burials
	Complete Site Documentation: GPR and Mapping
	Documentation, Maintenance, and Response Plan for Trees
	Disaster Preparedness and Response Plan
	Recognize Special Restrictions for Miraflores Park in City Code
	Reinterment of Disturbed Remains (accomplished June 2025)
Medium	Hardening Boundary of Parking Lot/Parking Restrictions
	Coordination with Social Clubs Using Park
	Installation of Interpretive Signage (accomplished June 2025)
	Prohibiting Large Groups and Metal Detecting
	Coordinating with Local Gardeners to Identify Intentional Plantings

7.1 Management Recommendations

As Miraflores Park is owned and operated by the City of Pensacola, city departments (namely, the Planning and Zoning Division and Parks and Recreation Department) have the opportunity to work in tandem with one another to craft management solutions that protect, preserve, and maintain Miraflores Park. This means not only responding to the past disturbance and reinterment of human remains but also planning a response to future potential incidents that could disturb the burial ground. The proximity of some of the potential burial anomalies to the ground surface (Filoromo et al. 2024:33) indicates that these features are at enhanced risk of impacts from activities within Miraflores Park.

7.1.1 Formalized Response to Exposure or Disturbance of Burials

When human remains were discovered in Miraflores Park in 2021, responding parties followed Florida law (Ch. 872), which requires that the remains be immediately left in place and the local medical examiner and state archeologist must be notified. This protocol is effective in protecting unmarked human remains. The City of Pensacola and Miraflores Park would benefit from the extension of this protocol into a standard protocol tailored specifically to Miraflores Park. While the current staff of the City of Pensacola Planning and Zoning Division is aware of and responsive to the protection of burials at Havana Square Cemetery, this may not always be the case. A formal document that could be shared with all relevant departments will cement institutional memory and long-term effective response to any disturbance that might arise. Such a document could include:

- A standard operation procedure to be enacted upon notification that human remains, or possible human remains, were exposed or disturbed at Miraflores Park

- A checklist or flow chart of how exposed or disturbed human remains must be recovered, including relevant offices and contact information
- Standards for securing the site of disturbed human remains
- A response chain of command listing the responsibilities of all parties - this could take the form of a "RACI" responsibility assignment matrix in which parties are listed as Responsible, Accountable, Consulted, and Informed, respectively
- Forms for documenting and recording the incident and response
- Guidance for where human remains must be housed
- Public information protocols

The City of Pensacola formed a Community Advisory Group to assist in the preservation and commemoration of Miraflores Park. This committee and the UWF Archaeology Institute, as well as the DHR, could provide valuable input for a future response.

7.1.2 Reinterment of Disturbed Remains

The skeletal remains of two individuals that were recovered from the Boy Scout Building crawl space were reinterred at Miraflores Park on June 17, 2025. The remains were placed beneath the park pavilion in a granite monument with two niches (Figure 7-1). The reinterment and dedication ceremony were a collaborative effort among the City of Pensacola, UWF, advisory group members, and others. The remains were interred in handmade cedar boxes covered with muslin cloth within the niches of the monument. The interment and dedication ceremony, which was supervised by a licensed funeral director and a bio-archaeologist, included prayers from Dr. Joseph Marshall, Sr. of St. John the Divine Baptist Church, and songs by Marilynn Franklin (Gail 2025). The reinterment was sponsored in part by the Department of State, Division of Historical Resources, and the State of Florida.

The monument includes the following inscription:

Here rests the remains of unnamed citizens whose lives shaped this land but whose names were lost to time. While their identities are not clear, archival records suggest that a diverse community, including people of color, were interred in this space. They are not forgotten. We honor their memory, their resilience, and their contributions. May this place serve as a testament to their lives and a call to remember. This marker honors the lives of those interred at Miraflores Park and serves as a final resting place for the two individuals recovered under the Boy Scout Building in 2021.

"When you die, your body is in the cemetery.

Your soul and spirit are not.

They are in the wind, everywhere."

Tom Moreno, 1937

Federal Writers' Project interview between

Modeste Hargis and Tom Moreno,

a Creole Pensacolian, born 1841;

courtesy of the UWF Historic Trust.

The reinterment ceremony at Miraflores Park utilized many elements of other such ceremonies discussed in Section 4, including handmade monuments, dedication ceremonies, and contributions from the community.



Figure 7-1. Memorial monument and columbarium housing the displaced remains from Havana Square Cemetery.

7.1.3 Completing Site Documentation: GPR and Mapping

The GPR investigation of Miraflores Park was an important step in understanding the extent of Havana Square Cemetery. Further GPR investigation of the eastern section of the park would assist in better understanding the cemetery's extent.

In addition to completing a GPR investigation, a detailed map of Miraflores Park would prove a foundational document for many of the other recommendations included in this preservation plan. A map indicating the location and species of trees, walkways, buildings, utilities, and other features would assist in future planning as well as documentation of any intervention that may become necessary in the future, such as tree removal or utility repair.

7.1.4 Vegetation and Tree Management

As of 2025, the City of Pensacola has one designated arborist. Pensacola, furthermore, does not have an extensive city-maintained tree inventory. Despite a dearth of staffing and documentation infrastructure, it remains possible to prioritize the approximately 80 trees in Miraflores Park. The health of the trees is of special importance, as the death or loss of any tree could disturb the soil in which it is planted. This, in turn, has the potential to disturb burials that may be in proximity to the root ball of the tree. Moreover, planting replacement trees in Miraflores Park should not be undertaken if possible because the groundbreaking activity has the potential to disturb unmarked burials.

To this end, it is important to maintain the trees at Miraflores Park. The trees should be documented by a qualified arborist to create baseline information about their age, condition, health, and risks. A subsequent pruning schedule based on the documentary findings will assist in keeping the trees healthy for as long as possible. Preventive treatment against disease may be considered. Pensacola city code Chapter 12-6 regulates trees and includes designations for heritage trees. Two live oak trees in Miraflores Park may meet the qualifications for heritage status and, if so, should be recognized as such.

Most importantly, the City of Pensacola departments must collaborate to develop a protocol for response to tree falls. The potential disturbance of human remains in root balls must be mitigated by prompt response from both the city arborist and qualified archaeologists. A root ball protocol must be drafted and made available at both Parks and Recreation and Planning and Zoning offices.

Even in cemeteries that have long been out of use, intentional plantings can sometimes survive. It is recommended that the City of Pensacola partner with community botanical professionals such as the Escambia County Master Gardeners to investigate the species of plants growing in Miraflores Park to determine whether any intentional cemetery plantings survive.

7.2 Regulatory Recommendations

The City of Pensacola already has ordinances protecting sensitive archaeological resources on city-owned sites (Section 2-3-4). In addition to this protective code, some alterations to the existing code may better address the preservation and protection of Havana Square Cemetery. As mentioned in Section 3, Pensacola has no ordinance for cemeteries, as Havana Square Cemetery is presently the only cemetery owned by the city. While a cemetery-specific ordinance may acknowledge Havana Square Cemetery, it may be more effective to amend the city's regulations on parks instead.

7.2.1 Park and Cemetery Ordinances

Pensacola's code for parks, Chapter 6-3, allows for activities that are appropriate in most parks but not advised in a cemetery. Activities such as soliciting, setting off fireworks, or cutting trees are prohibited in all parks but allow activities like metal detecting. The current city code does make exceptions for specific parks (namely Plaza Ferdinand VII). Codifying special restrictions on activities to protect Havana Square Cemetery may be especially effective in the long-term preservation of the cemetery as well as the protection of Miraflores Park. Many of the public use recommendations below could be solidified into city code.

7.3 Interpretation and Memorialization Recommendations

Interpretation and memorialization of an erased cemetery are powerful healing tools that connect the past with the present. Not only are interpretation and memorialization materials critical to communicating the importance of a cemetery, but the activity of crafting interpretive and memorial materials—both tangible and intangible—can knit communities together and create important bonds between cemetery stakeholders and those responsible for protecting a cemetery.

7.3.1 Interpretive Signage

Interpretive signs communicating the history of Havana Square Cemetery, its erasure, and its subsequent rediscovery and study were installed at Miraflores Park in June 2025. Their inclusion in the landscape of the park accomplishes an important step in recognizing and preserving the cemetery. They are located on the concrete pad beneath the park pavilion, situated on either side of the memorial granite marker. The signage was supported in part by a Historic Preservation Fund grant administered by the National Park Service, Department of the Interior.

7.3.2 Memorialization of Havana Square Cemetery

Memorialization differs from interpretation in that while interpretation explains the story of a cemetery, memorialization bonds the human experiences of death, grief, and loss to a cemetery in a visible way. Examples of this can be seen at African Burial Ground in Manhattan and Lemon City Cemetery in Miami. The City of Pensacola should continue to work toward identifying descendants and stakeholders of Havana Square Cemetery who can be empowered to contribute to the memorialization of the cemetery. Such efforts will likely be more effective as additional research is gathered about the history of the cemetery.

7.4 Public Use Recommendations

Miraflores Park and Havana Square Cemetery occupy the same space and, as such, will continue to experience public use like social group meetings, recreational activities, and general park visitation. As discussed above concerning municipal code, it is strongly recommended that certain activities typically considered acceptable for parks be restricted for Miraflores Park on the basis that it is also a cemetery.

7.4.1 Parking

The parking lot to the east of the Boy Scout Building is not adequately delineated. The gravel parking lot transitions into grassy open space without a curb or other boundary that might prevent parking on the grass. Parking on any part of Miraflores Park other than the paved and gravel parking lots should be prohibited because of the potential to disturb unmarked burials, particularly those that may be close to the ground surface. Additional hardscape barriers to define the limits of the gravel parking area, such as curbs or logs, are also strongly encouraged.

7.4.2 Special Events

Special events with 50 or more participants should be avoided in Miraflores Park to minimize impact on the ground surface and to avoid the potential for disturbing shallow unmarked graves, as well as to maintain an atmosphere of respect for the space as a cemetery.

7.4.3 Use of Park by Clubs and Social Groups

Miraflores Park has been the meeting space of the Fly Fishers of Northwest Florida for nearly 50 years. It is additionally a gathering space for other social groups and clubs. This use should not negatively impact Havana Square Cemetery. Such use by stakeholders may benefit the cemetery with the presence of regular observers in the space who can report any incidents. The following measures are recommended for continued use of the park by clubs and social groups:

- Inform groups who have access to the Boy Scout Building on protocols for response to exposure of human remains. Consider signage to this effect with phone numbers for designated Points of Contact inside the Boy Scout Building itself.
- A significant organization and cleanup effort of the items stored in the crawl space beneath the Boy Scout Building would benefit the building and reduce hazards.
- The crawl spaces adjacent to the basement storage space should not be disturbed.

7.4.4 Metal Detecting

The use of metal detectors and any other activity that involves digging should be strictly prohibited in Miraflores Park.

7.5 Disaster Preparedness and Response Recommendations

Pensacola is vulnerable to natural disasters such as hurricanes, and a long-term plan for the preservation of Miraflores Park and Havana Square Cemetery must include recommendations for preparedness and response.

To reiterate from above, regular and consistent tree maintenance is critical to the care of Miraflores Park. Such maintenance will minimize the vulnerability of trees to high winds. Regular observation of drainage patterns, grass health, and other general upkeep of the cemetery will prevent some issues when such factors matter most.

Disaster preparedness includes many factors already discussed in this section. A current and accurate map is important to preparedness, as is a standard response document for the exposure of remains. These are critical tools for preparedness and response.

Of particular importance is the response to tree falls, which are more likely during and in the aftermath of hurricanes. Should a tree fall occur, inspection of root balls by qualified archaeologists is a critical tool in disaster response. Miraflores Park must be prioritized for such inspection when necessary to ensure no human remains are disturbed and, if they are, the correct protocol is followed.

Models provided by the National Oceanic and Atmospheric Administration (NOAA) show that while Miraflores Park is proximal to Bayou Texar and Pensacola Bay, its risk of inundation from storm surge is relatively low (Figure 7-2). NOAA's National Hurricane Center model for the area surrounding Miraflores Park indicates that storm surge relative to a Category Five hurricane is not likely to reach the park.

While the risk of flooding may be lower than in other parts of Pensacola, it remains critical that Miraflores Park have a hurricane preparedness plan incorporating the following:

- Root ball response protocol
- Exposed or disturbed human remains protocol

- Chain of command/RACI diagram indicating which offices must be informed of human remains exposure
- Protocols for securing hazards such as fallen trees

The NCPTT offers a basic guide for post-disaster care of cemeteries, which is included as Appendix A of this document.

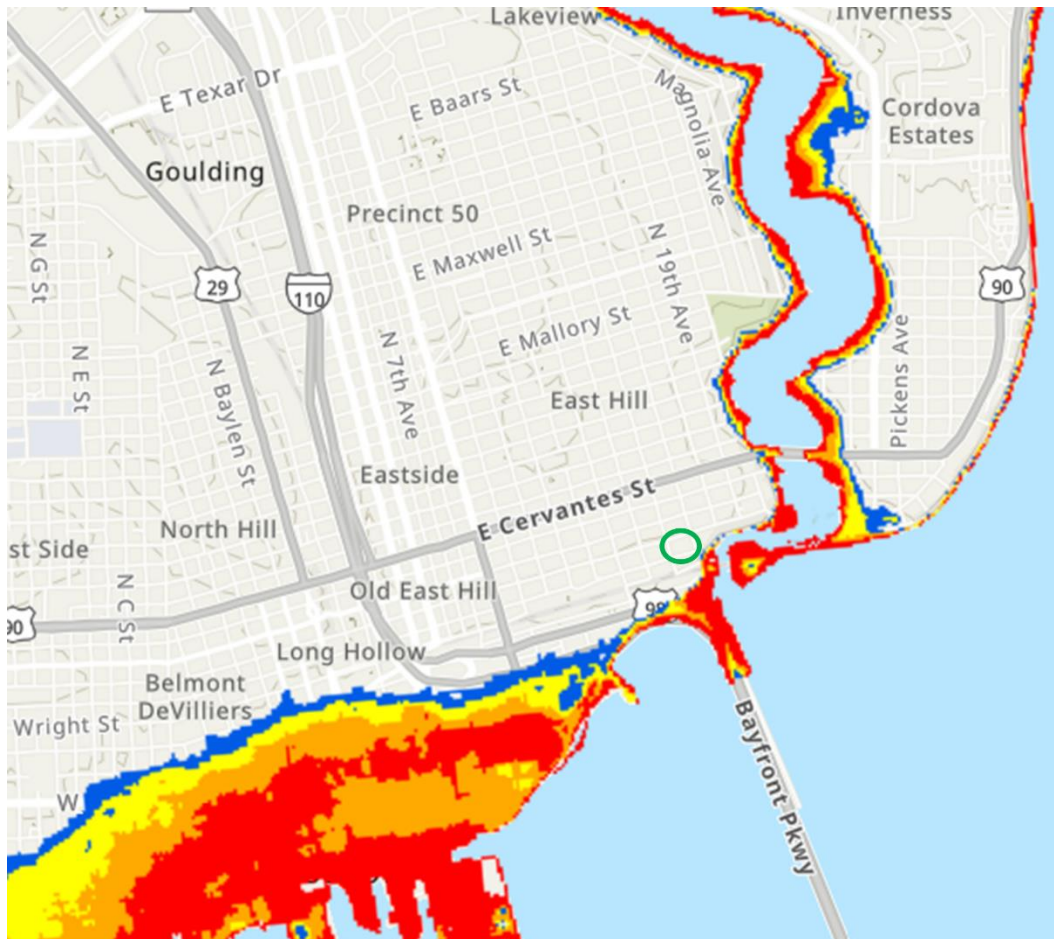


Figure 7-2. National Hurricane Center Risk Map simulating Category 5 Hurricane Storm Surge (Miraflores Park indicated with green circle).

7.6 Boy Scout Building

The City of Pensacola intends to conduct improvements and repairs to the Boy Scout Building. The following precautions and plans are recommended to minimize risk to the burial ground:

- Avoid any work in the crawl spaces unless absolutely necessary
- Any excavation for utilities must be monitored by an archaeologist
- Heavy equipment must not be placed atop open, grassy spaces in the park
- Installation of gutters and downspouts on the building may prevent erosion on the roof dripline

In addition to preventative measures, Chronicle Heritage recommends that repairs to the Boy Scout Building follow the Secretary of the Interior's Guidelines for the Treatment of Historic

Properties, particularly regarding the building windows, which should be repaired and not replaced.

8 Conclusion

On behalf of the City of Pensacola, Chronicle Heritage conducted an investigation of Miraflores Park, the historical site of Havana Square Cemetery, in the square bounded by East La Rua Street, East Belmont Street, North 16th Avenue, and North 17th Avenue. The purpose of the Project was to assess the park and provide the City of Pensacola with a long-term preservation plan for its resources, as well as the presently unmarked cemetery within the park. The Project included an inventory of resources and landscape features present in the park, a conditions assessment of the park and its elements, and recommendations for its future preservation and management.

The Project was initiated in response to the discovery of human remains at the park in June 2021, which led the City of Pensacola to examine the past use of the park as a cemetery primarily used by African American and Creole people (Havana Square Cemetery, 8ES06247). Chronicle Heritage reviewed other cases in the United States in which African American cemeteries were erased, repurposed, and subsequently “rediscovered.” These comparative case studies provide context and guidance for the acknowledgment, preservation, and memorialization of Havana Square Cemetery.

Fieldwork was completed on April 14, 2025, by Secretary of the Interior’s Professional Qualification Standards qualified Architectural Historian and Cemetery Specialist Emily Ford, M.S.H.P.

Recommendations for Miraflores Park and Havana Square Cemetery include the preparation of a formal response document for the potential exposure or disturbance of burials, formal documentation and mapping of the site, formulation of a maintenance and response plan for the more than 80 trees in the space, changes to municipal code to recognize special protections for Havana Square Cemetery, and coordination with the social clubs utilizing the park.

The results of this Project and the accompanying document serve as an archival record and planning tool for the City of Pensacola as it moves forward in protecting and memorializing Havana Square Cemetery, as well as preserving Miraflores Park.

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Appendix A. Post-Disaster Care of Cemeteries Informational Pamphlet (NCPTT)

Appendix B. Florida Master Site File (FMSF) Forms



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PRESERVATION MATTERS: DISASTER

POST-DISASTER CARE OF CEMETERIES

Topics covered in this brief:

SAFETY

STABILIZATION

ASSESSMENT

DEBRIS REMOVAL



National Center for Preservation
Technology and Training
www.nps.gov/npctt

Cemeteries are an important historic resource in any community. Additionally, they serve as community parks, sculpture gardens, and tourist attractions. Many people visit cemeteries on a regular basis and value cemeteries as resources for a variety of reasons. Because of the value to our communities and the respect that we should pay to our ancestors, disaster recovery of cemeteries is important.

Cemeteries can receive damage following a natural disaster such as a tornado, hurricane, or flood. A fallen marker or a downed tree is stable and no longer a safety threat, no matter how unsightly. Hanging debris, unstable monuments, sunken graves, and possible loose remains, however, pose an ongoing safety threat to visitors and should be prioritized for repair. This document summarizes how to assess, stabilize, and repair common damage to cemeteries following natural disasters.

Published May 2021



SAFETY

Assess the site for identifiable hazards before beginning preservation work.

- Ensure the threat of the natural disaster has passed or has been contained, including allowing flood water to recede.
- Establish ownership of the property and obtain permission to perform work.
- Identify potential dangers such as:
 - Electrical wires and gas lines.
 - Physical dangers, such as debris, fallen or uprooted trees, sink holes, unstable monuments, etc.
 - Presence of chemicals, contaminants, and other hazardous materials.
 - Wildlife, snakes, ants, frightened animals, etc.

Maintain the safety of workers by taking precautions against all identified hazards.

- Take proper precautions in areas affected by chemicals, contaminants, and other hazardous materials.
- Be sure all necessary shots are current: tetanus, hepatitis, etc.
- Have a first-aid kit on site and an emergency plan should someone get injured.
- Wear personal protective equipment.
 - Gloves appropriate for the jobs to be performed: leather for general work and chemical/solvent-resistant gloves if sensitive to cleaners.
 - Eye protection.
 - Face masks, such as respirators when dealing with mold spores.
 - Protective clothing, such as long sleeves, pants, steel-toed boots, Tyvek suits, etc.



STABILIZATION

Remove or stabilize hazards that may pose a danger to workers.

- Check for unstable or shifted monuments, coffins, or burial vaults caused by flood waters and/or wind.
- Stabilize monuments using methods such as bracing problem areas with wood, packing dirt where it has been washed away, or using shims.
- DO NOT attempt to stabilize large monuments without the proper tools (winches, hoists, etc.), safety precautions, and knowledge.
- All stabilization should be performed by a crew of two or more depending on the job.
- Remember the first priority is to stabilize the monument and eliminate its danger of falling. This may include laying the headstone or elements on the monument down to be reset properly at a later time.



This burial monument was temporarily stabilized using a wooden support.



ASSESSMENT

Assess and document damage to monuments and structures.

- Before, during, and after work begins, photograph and create written documentation on the condition of the cemetery.
- Document any repair work done to the monuments as well as the cemetery as a whole.
- Photograph an overall view of the lot and the areas that were damaged.
- For each damaged monument or structure, identify the monument/structure, its location, material of construction, damage sustained, and repairs or treatments utilized.
- Inventory fragments and where they were found. If possible do not move broken stones away from their locations. Flagging fragments will help keep them visible. Make sure that clean up crews know how important the fragments are to prevent inadvertent removal of historic fragments.
- If fragments must be moved to complete restoration work, mark a map showing the location of the fragments. Make sure to label the fragments in some way such as a wire tag or padded box.
- Make multiple copies of all documents and photographs and house them in different locations (possibly a local or state historical society, a courthouse, library, or associated religious house).



DEBRIS REMOVAL

Remove organic debris from damaged trees and then assess stone damage.

Trees make up the beauty of many cemeteries and are an integral part of the historic landscape. They are usually the hardest hit and cause the most damage after a disaster. Organic debris from damaged trees should be carefully removed from the site under the supervision of cemetery staff.

Prior to damaged tree and branch removal, protect any stones under or around the damaged trees by making plywood “A” frames or boxes to go around the stones. Erect scaffolding around larger monuments or mausoleums.

Once the monuments are protected, remove hanging limbs and broken tree tops, followed by downed debris and loose limbs. Finally, remove all limbs from the fallen trunks. This will expose the stones and provide room to safely move around.

Next, remove larger trunks and stumps. Ensure none of the root balls contain cultural materials such as stones, stone fragments, or human remains. Larger roots balls might require the dirt be removed from the roots before removal.

Label and photograph any stone bits or broken sections, no matter how small, and collect them until all debris is removed.

Once the organic debris is removed, stone preservation can begin. Any exposed graves should be filled with dirt immediately. Next, reset any leaning or toppled stones.

The last priority and the most taxing in time, money, and expertise is to finally address the stones that were broken.



CASE STUDY



(From top to bottom) A large tree is toppled in the middle of a cemetery. Temporary shoring is used to stabilize a damaged mausoleum after a storm. A stone is damaged from a toppled tree.



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ABOUT NCPTT

The **National Center for Preservation Technology and Training (NCPTT)** is the leading research, technology and training center within the National Park Service. NCPTT publishes its Preservation Matters Series to provide easily accessible guidelines for preserving cultural materials. To download more in the series, visit www.nps.gov/subjects/ncptt/preservation-matters.htm.

National Center for Preservation Technology and Training

645 University Parkway

Natchitoches, LA 71457

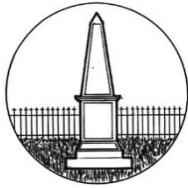
Website: www.nps.gov/ncptt

Phone: (318) 356-7444



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☒ Original
☐ Update



HISTORICAL CEMETERY FORM

FLORIDA MASTER SITE FILE

Version 5.0 3/19

Site #8 **ES06247**
 Field Date 4-14-2025
 Form Date 6-2-2025
 Recorder # _____

Consult the *Guide to Historical Cemetery Form* for detailed instructions.

Cemetery Name Havana Square Cemetery Multiple Listing (DHR only) _____
 Project Name Miraflores Park Long Term Preservation Plan Survey # (DHR only) _____
 Ownership: ☐ private-profit ☐ private-nonprofit ☐ private-individual ☐ private-nonspecific ☐ city ☐ county ☐ state ☐ federal ☐ Native American ☐ foreign ☐ unknown

LOCATION & MAPPING

USGS 7.5 Map Name PENSACOLA USGS Date 2024 Plat or Other Map _____
 City/Town (within 3 miles) Pensacola In City Limits? ☒ yes ☐ no ☐ unknown County _____
 Township 2S Range 29W Section 8 ¼ section ☐ NW ☐ SW ☐ SE ☐ NE Irregular Sect. Name _____
 Township _____ Range _____ Section _____ ¼ section ☐ NW ☐ SW ☐ SE ☐ NE
 Landgrant _____ Tax Parcel # 000S009025021068
 UTM Coordinates: Zone ☒ 16 ☐ 17 Easting 481206 Northing 3365516
 Other Coordinates: X: -87.194598° Y: 30.421408° Coordinate System & Datum _____
 Address / Vicinity / Route to: _____

Square bounded by E Belmont, N 17th, E La Rua, and N 16th.

Public Tract Containing Cemetery (e.g. park name) _____

HISTORY

Year Cemetery Established 1884 ☐ approximately ☒ year listed or earlier ☐ year listed or later

Ownership History (especially original owners) _____

Cemetery was depicted in an 1884 map of Pensacola illustrating homesteaders and "trespassers" in East Hill Pensacola

Year Burials Ceased, if applicable 1906 Reason(s) Burials Ceased (describe below) _____

Street superintendent of Pensacola board of Public Works was instructed to "clean up" the cemetery in 1906, which may have meant removal of markers

Range of Death Dates: Earliest Year _____ Most Recent Year _____

Acreage Expansions/Dates None known

List People Important in Local, State, or National History Buried in Cemetery _____

No burials identified by name to date

Describe Previous Repair, Cleaning or Restoration Efforts _____

Erased cemetery rediscovered in 2021 when human remains found in building crawl space. Community steering committee appointed, GPR survey in 2023

DESCRIPTION

Type (select all that apply) ☐ community ☐ company town ☐ epidemic ☐ family ☐ fraternal order
☐ memorial park ☐ military(not national) ☐ municipal ☐ national ☐ potter's field
☐ prison ☐ religious ☐ Rural Movement ☒ other(describe): unknown/erased

Ethnic Group(s) Interred (select all that apply) ☐ White non-Hispanic ☐ Hispanic ☐ Asian ☐ Caribbean ☒ African American
☐ American Indian-tribe: _____ ☒ other(describe): Creole

Current Status: ☐ still used for burials ☐ no longer used for burials, but maintained ☒ abandoned

Condition: ☐ well maintained ☐ some areas maintained ☐ poorly maintained ☐ not maintained, but easily identifiable
☐ not maintained, hard to identify ☒ not identifiable but known to exist (explain): all markers removed, city park

Total # of Graves: 80 Does Total # Include Unmarked Graves?: ☒ yes ☐ no

Describe Evidence of Unmarked Graves (include count) Remains of 2 individuals found in building in 2021, GPR survey

Total Cemetery Size (give length by width or area, specify ft, m, ac, ha, etc.) Unknown but possibly 2-3 acres

Describe Cemetery Boundary (e.g. "cast iron fence", stone or brick wall, hedge, etc.) No physical boundary, within Miraflores Park

Historical Vegetation (trees, shrubs, flowers) Unknown

Public Access: ☒ unlimited ☐ restricted: how? _____

Threats (select all that apply) ☐ abandonment ☐ agriculture ☐ mining/timbering ☐ public development ☐ private development
☐ desecration/vandalism ☒ other (explain): accidental disturbance by treefall and parkgoers

Associated Historical Properties/Archaeological Remains (non-cemetery) ES01278 Miraflores Park, ES03838 Boy Scout Bldg

☐ Check if Historical Structure Form completed

☐ Check if Archaeological Site Form completed

DHR USE ONLY	OFFICIAL EVALUATION	DHR USE ONLY
NR List Date _____ ☐ Owner Objection	SHPO – Appears to meet criteria for NR listing: ☐ yes ☐ no ☐ insufficient info Date _____ Init. _____ KEEPER – Determined eligible: ☐ yes ☐ no Date _____ NR Criteria for Evaluation: ☐ a ☐ b ☐ c ☐ d (see <i>National Register Bulletin</i> 15, p. 2)	

GRAVE MARKER DESCRIPTIONS

Grave Groupings (select all that apply) ☐family ☐fraternal order ☐military ☐religious ☐ethnic heritage ☐other (describe below):

Unknown (cemetery erased and absorbed into park around 1910)

Groupings Indicated By (select all that apply) ☐curbing ☐fence ☐hedge ☐wall ☐other (describe below):

Unknown (cemetery erased and absorbed into park around 1910)

Describe Orientation of Graves (East/West, North/South, etc.) GPR study indicates east/west graves

Describe/List Methods of Marking Graves Used (i.e., headstones, mounds, depressions, objects or plants, etc.)

No markers remain. Possibly loose rough-hewn granite marker/remnant of marker identified in 2023 GPR survey

Marker Materials (select all that apply) ☐marble ☐concrete/cement ☐fieldstone ☐granite ☐wrought iron☐cast iron ☐white bronze/zinc ☐sandstone ☐slate ☐wood☐other (describe):

Describe Grave Articles Found in Cemetery (objects or decorative items placed on graves by well-wishers)

Describe Marker Damage and Conditions (i.e., sunken, tilted, chipped, weathered but standing, broken in fragments, vandalized, etc.)

Characterize Condition of Inscriptions (legible, illegible, none, etc.)

Distinctive Grave Markers, Monuments, and/or Architectural Features

Signatures of Stone Carvers (specify name, town if available)

RESEARCH METHODS (select all that apply)

☒FMSF record search (sites/surveys)☐library research☐building permits☐Sanborn maps☒FL State Archives/photo collection☐city directory☐occupant/owner interview☐plat maps☐property appraiser / tax records☐newspaper files☐neighbor interview☐Public Lands Survey (DEP)☐cultural resource survey☐historic photos☐interior inspection☐HABS/HAER record search☐other methods (describe)

Bibliographic References (if unpublished give FMSF manuscript # or location where document available)

OPINION OF RESOURCE SIGNIFICANCE

Appears to meet the criteria for National Register listing individually?

☐yes ☒no ☐insufficient information

Appears to meet the criteria for National Register listing as part of a district?

☐yes ☒no ☐insufficient information

Explanation of Evaluation (required, whether significant or not)

ES06247 is an erased cemetery which existed within and near Miraflores Park (formerly Havana Square) from the late 19th to early 20th century. It was rediscovered in 2021 when human remains were located in Miraflores Park.

Areas of Historical Significance (see *National Register Bulletin 15*, p. 8 for categories: e.g. "architecture", "ethnic heritage", etc.)1. 3. 5.
2. 4. 6.

DOCUMENTATION

Accessible Documentation Not Filed with the Site File - including field notes, analysis notes, photos, plans and other important documents

1) Document type All materials at one locationMaintaining organization PaleoWest Archaeology

Document description

File or accession #'s

2) Document type

Maintaining organization

Document description

File or accession #'s

INFORMANT & RECORDER INFORMATION

Local Informant (name and contact information)

Recorder Information: Name Emily FordAffiliation PaleoWest ArchaeologyAddress / Phone / E-mail 916 E Park Ave, Tallahassee, FL 32301 | 850.296.3669 | eford@paleowest.com

Required Attachments

① PHOTOCOPY OF USGS 7.5' MAP WITH BOUNDARIES CLEARLY MARKED

② PHOTOS - DIGITAL (.jpeg or .tiff) AND HARD COPY FORMAT (plain paper acceptable)

Helpful photos include the main gate or entrance, representative general views, unusual monuments or markers, and damage or neglect.

☐ Original
☒ Update



HISTORICAL STRUCTURE FORM

FLORIDA MASTER SITE FILE

Version 5.0 3/19

Site#8 **ES03838**
 Field Date 4-14-2025
 Form Date 6-2-2025
 Recorder # _____

Shaded Fields represent the minimum acceptable level of documentation.
 Consult the *Guide to Historical Structure Forms* for detailed instructions.

Site Name(s) (address if none) Boy Scout Building Multiple Listing (DHR only) _____
 Survey Project Name Miraflores Park Long Term Preservation Plan Survey # (DHR only) _____
 National Register Category (please check one) ☒ building ☐ structure ☐ district ☐ site ☐ object
 Ownership: ☐ private-profit ☐ private-nonprofit ☐ private-individual ☐ private-nonspecific ☒ city ☐ county ☐ state ☐ federal ☐ Native American ☐ foreign ☐ unknown

LOCATION & MAPPING

Street Number 1600 Direction E Street Name Belmont Street Type Street Suffix Direction _____
 Address: _____
 Cross Streets (nearest / between) Between N. 16th and N. 17th Avenue
 USGS 7.5 Map Name PENSACOLA USGS Date 2024 Plat or Other Map _____
 City / Town (within 3 miles) Pensacola In City Limits? ☒ yes ☐ no ☐ unknown County _____
 Township 2S Range 29W Section 8 ¼ section: ☐ NW ☐ SW ☐ SE ☐ NE Irregular-name: _____
 Tax Parcel # 000S009025021068 Landgrant _____
 Subdivision Name _____ Block _____ Lot _____
 UTM Coordinates: Zone ☒ 16 ☐ 17 Easting 481256 Northing 3365500
 Other Coordinates: X: -87.195262° Y: 30.421421° Coordinate System & Datum _____
 Name of Public Tract (e.g., park) _____

HISTORY

Construction Year: 1934 ☐ approximately ☐ year listed or earlier ☐ year listed or later
 Original Use Clubhouse From (year): 1934 To (year): 2025
 Current Use Club or Lodge building From (year): _____ To (year): _____
 Other Use _____ From (year): _____ To (year): _____
 Moves: ☐ yes ☒ no ☐ unknown Date: _____ Original address _____
 Alterations: ☐ yes ☒ no ☐ unknown Date: _____ Nature _____
 Additions: ☐ yes ☒ no ☐ unknown Date: _____ Nature _____
 Architect (last name first): _____ Builder (last name first): Civil Works Administration
 Ownership History (especially original owner, dates, profession, etc.)
Built by CWA for Boy Scouts of America, owned by City of Pensacola.

Is the Resource Affected by a Local Preservation Ordinance? ☐ yes ☐ no ☐ unknown Describe _____

DESCRIPTION

Style Other Exterior Plan _____ Number of Stories _____
 Exterior Fabric(s) 1. Brick 2. _____ 3. _____
 Roof Type(s) 1. Hip 2. Pyramid 3. _____
 Roof Material(s) 1. Asphalt shingles 2. _____ 3. _____
 Roof secondary strucs. (dormers etc.) 1. Other 2. Square corner towers

Windows (types, materials, etc.)

Wood single-hung sash windows with 6/6 configuration and soldier course masonry exterior sills. Centered on each tower facet and other elevations

Distinguishing Architectural Features (exterior or interior ornaments)

Granite rubble interior mantle piece. New Deal Rustic style.

Ancillary Features / Outbuildings (record outbuildings, major landscape features; use continuation sheet if needed.)

ADA compliant access ramp and pole barn-style gable canopy, both north of building.

DHR USE ONLY

OFFICIAL EVALUATION

DHR USE ONLY

NR List Date _____ ☐ Owner Objection	SHPO – Appears to meet criteria for NR listing: ☐ yes ☐ no ☐ insufficient info Date _____ Init. _____ KEEPER – Determined eligible: ☐ yes ☐ no Date _____ NR Criteria for Evaluation: ☐ a ☐ b ☐ c ☐ d (see <i>National Register Bulletin</i> 15, p. 2)	
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DESCRIPTION (continued)

Chimney: No. 1 Chimney Material(s): 1. Brick 2. _____
 Structural System(s): 1. Brick 2. _____ 3. _____
 Foundation Type(s): 1. Continuous 2. _____
 Foundation Material(s): 1. Brick 2. _____

Main Entrance (stylistic details)

On N elevation (facing Miraflores Park) enclosed with Rustic, arched vertical panel door with iron strap hinges.

Porch Descriptions (types, locations, roof types, etc.)

Masonry steps with four-wythe masonry sidewalls approaching primary entry, shaded by gable projection supported by heavy square wood brackets

Condition (overall resource condition): ☐ excellent ☒ good ☐ fair ☐ deteriorated ☐ ruinous

Narrative Description of Resource

ES09898 is a single-story community building/clubhouse with a raise basement built in 1934. It has an irregular shape and hip roof with square corner towers that each have pyramidal roofs. It is constructed of brick with wood single hung windows.

Archaeological Remains _____ ☐ Check if Archaeological Form Completed

RESEARCH METHODS (select all that apply)

☒ FMSF record search (sites/surveys) ☐ library research ☐ building permits ☐ Sanborn maps
☒ FL State Archives/photo collection ☐ city directory ☐ occupant/owner interview ☐ plat maps
☒ property appraiser / tax records ☒ newspaper files ☐ neighbor interview ☐ Public Lands Survey (DEP)
☐ cultural resource survey (CRAS) ☒ historic photos ☒ interior inspection ☐ HABS/HAER record search
☐ other methods (describe) _____

Bibliographic References (give FMSF manuscript # if relevant, use continuation sheet if needed)

OPINION OF RESOURCE SIGNIFICANCE

Appears to meet the criteria for National Register listing individually? ☒ yes ☐ no ☐ insufficient information

Appears to meet the criteria for National Register listing as part of a district? ☐ yes ☒ no ☐ insufficient information

Explanation of Evaluation (required, whether significant or not; use separate sheet if needed)

ES03838 was listed in NRHP in 2012.

Area(s) of Historical Significance (see *National Register Bulletin 15*, p. 8 for categories: e.g. "architecture", "ethnic heritage", "community planning & development", etc.)

1. Architecture 3. _____ 5. _____
 2. Social/humanitarian 4. _____ 6. _____

DOCUMENTATION

Accessible Documentation Not Filed with the Site File - including field notes, analysis notes, photos, plans and other important documents

1) Document type All materials at one location Maintaining organization PaleoWest Archaeology
 Document description _____ File or accession #'s _____
 2) Document type _____ Maintaining organization _____
 Document description _____ File or accession #'s _____

RECORDER INFORMATION

Recorder Name Emily Ford Affiliation PaleoWest Archaeology
 Recorder Contact Information 916 E. Park Ave. Tallahassee FL 32301 | 850.296.3669 | eford@paleowest.com
 (address / phone / fax / e-mail)

Required Attachments

❶ USGS 7.5' MAP WITH STRUCTURE LOCATION CLEARLY INDICATED

❷ LARGE SCALE STREET, PLAT OR PARCEL MAP (available from most property appraiser web sites)

❸ PHOTO OF MAIN FACADE, DIGITAL IMAGE FILE

When submitting an image, it must be included in digital AND hard copy format (plain paper grayscale acceptable).
 Digital image must be at least 1600 x 1200 pixels, 24-bit color, jpeg or tiff.