Hello All -

Attached are the notes from our Etna Turpentine Camp section 106 meeting that was held on July 22, 2015. I'll send out another email to give advance notice for additional coordination meetings regarding section 106 for the project.

Thanks, Tera

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New projects should be submitted to: jaxregs@fws.gov

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MEETING NOTES

Suncoast Parkway 2
Etna Turpentine Camp
Section 106 – National Historic Preservation Act
Public Meeting
Wednesday July 22, 2015, 5:00-7:00 pm
Ellie Schiller Homosassa Springs Wildlife State Park

Meeting Attendees:

Tera Baird, USFWS
James Chapman, ADH NRDAR Consultation and Permits Coordinator, supporting USFWS
Dan McClarnon, DHR/SHPO
Martin Horwitz, FDOT/FTE Ken Hardin, Janus Research
Jim Pepe, Janus Research
Tom Neyer, HNTB
John Post, Atkins
Mark Prochak, DRMP
Nigel Rudolph, FL Public Archeology Network
Wilbur Priest, Florida Forest Service
Al Gagne, Southwest Florida Water Management District
Purvis Hunt, Afro-American Club of Citrus County

John Grannan, Citrus County Historical Society
Philip Tanzer, Sugarmill Woods Civic Association
Tom Paslay
Martin Chetoka
Kathy Chetoka
Maureen Jones
Jim Bierly
Vincent Malfa
Ralf Brookes
Robert Roscow
David Kurtz
Karen Esty
John Wade
Pat Wade
KC Anderson

Introductions - Attendees introduced themselves and their reasons for attending the meeting

Presentation – A PowerPoint presentation, discussing the history of the project and the Etna Turpentine Camp, constituted the beginning of the Cultural Resource Committee Meeting. The presentation outlined the issues below:

Goals and Objectives

The goal of this initial Section 106 meeting was to discuss the process and get public input on the involvement of the Etna Turpentine Camp. There are more meetings planned in order to continue coordination with the affected parties. The purpose of this initial meeting was to provide input on the importance of the site and to discuss some potential options to avoid, minimize or mitigate adverse impacts.
The section 106 consultation process will assist the United States Fish and Wildlife Service (Service) with the decision to avoid, minimize or mitigate adverse impacts to the Etna Turpentine Camp. The Section 106 process concentrates on impacts to historic properties or potential historic properties which may be eligible for listing, or listed on the National Register of Historic Places (NRHP) and may be impacted by the project. The process does not consider the nature of the project outside of the impacts proposed to historic properties. It is important that the affected parties understand the Section 106 process and provide meaningful input to the Service.

FDOT has been coordinating with the Florida Department of State, Division of Historical Resources since the PD&E study began on this project. This project has been ongoing for 20 plus years. Florida Turpike will submit an application for a Habitat Conservation Plan (HCP) to the Service to fulfill the requirements of the Endangered Species Act, which requires consultation on the Eastern Indigo Snake. As a part of the HCP process, the Service will be undertaking consultation through Section 106 of the National Historic Preservation Act regarding this NRHP site. This meeting was the beginning of the process, which will entail good faith consultation with local governments, the State Historic Preservation Officer, and other interested parties. Several questions were asked during the initial presentation including:

- Were any public officials invited to this Section 106 meeting?
  - The Service reached out to all parties that have indicated an interest in the Etna Turpentine Camp. Also, the Service posted information in three local newspapers to reach out to the general public.

- How will the Suncoast Parkway 2 project be funded?
  - The road will be paid for through tolls and Turnpike Bonds. No federal funds have or will be used on the project. There is some confusion about the funding and the public would like more information.

**Project Background**

The PD&E study began in 1994 and the State Environmental Impact Report (SEIR) was signed on February 6, 1998. An alternative corridor public information meeting was held on June 1, 1995 and the preferred corridor public information meeting took place on February 29, 1996. The PD&E study Public Hearing was conducted on February 6, 1997. The final alignment of the roadway was determined based on the 1998 SEIR.

Changes in the alignment took place in 2008 to minimize impacts to the Withlacoochee State Forest. These changes moved the northern alignment of the Suncoast Parkway 1 west and closer to the Duke Energy power lines. The alignment was also moved west just north of Grover Cleveland Boulevard to minimize impacts to another portion of the Withlacoochee State Forest.

A Reevaluation of the 1998 SEIR was signed on August 24, 2010 based on the changes to the alignment and another reevaluation is being conducted as part of the 2015 design.

**Previous Alternatives considered as part of the PD&E study**

Segment S-1: This alignment bisects the Sugarmill Woods development
Segments S-3 and S-4: These alignments significantly increase the length of project and bisect the Withlacoochee State Forest to a greater degree than the proposed alignment. The proposed S-2 alignment runs adjacent to the Duke Energy power lines, minimizing impacts to state conservation lands.

Additional questions brought up during this portion of the presentation included:

- Did any of the alternatives considered during the PD&E study evaluate impacts to the Etna Turpentine Camp?
- Has FDOT called the Etna Turpentine Camp a meaningless site in the past?
  - The Etna Turpentine Camp is a historical site in Citrus County and was officially listed in the National Register of Historic Places on December 10, 2009. All parties and agencies at the meeting agreed that this site has cultural significance.
- How many lanes are presently proposed for the project? What is the ultimate proposed condition for the roadway and how will widening take place?
  - Construction of four lanes is presently proposed. The ultimate proposal is eight lanes and traffic projections show that additional lanes will not be needed for approximately 40 years. All widening will take place in the median.
- The group questioned an item in the presentation regarding the twenty (20) small group meetings? Additional details were requested regarding these meetings? When were the meetings held, who attended them and what was discussed in these meetings? Was the Etna Turpentine Camp discussed at any of these meetings? Does the Service fully understand the history of the project including the alternatives considered during the PD&E study?
- What is the role of the National Environmental Protection Act (NEPA) and the HCP (section 10) of the Endangered Species Act? Is the NEPA process complete? How does Section 106 fit in the NEPA process?

Historical Knowledge of the Site

The original Cultural Resource Assessment Survey (CRAS) for the Suncoast Parkway 2 project was completed by Janus Research in 1996. The 1996 CRAS identified 16 new archaeological sites and 2 new historic structures. All sites identified in the 1996 CRAS were determined to be ineligible for listing in the NRHP.

The Etna Turpentine Camp was first identified in 1993 by R. Christopher Goodwin & Associates as part of the Florida Gas Transmission pipe line project. It was determined potentially eligible for listing in the NRHP in 1994. All records involving this NRHP eligible site were sealed to alleviate the potential for vandalism at the site. Further evaluations took place by Janus Research and additional reports were completed in 2001 and 2004. Both reports included the Etna Turpentine Camp and identified it as a site eligible for listing in the NRHP.

The western portion of the Etna Turpentine Camp has been impacted by the Duke Energy power lines, the Florida Gas Transmission lines and the Sugar Mill Woods community. Sugarmill Woods is located west of the Suncoast Parkway 2 project on the western side of the Duke Energy power lines.
Some of the meeting attendees visited the Etna Turpentine Camp site the morning of today’s meeting and saw surface archaeology debris. The following questions were asked:

- Could more information be gathered through further study and what was the intensity of the work conducted to date? Was ground penetrating radar (GPR) used as part of the analyses?
  - The study was limited to the Suncoast Parkway 2 project area. GPR was not used in this area as it is not a useful tool in areas with thick tree cover. Thick tree cover does not allow straight-line transects which is beneficial for GPR evaluations.

- How can FDOT consider other alternatives if the design process is this far along? Is there an alternative that could curve around the camp?
  - The present alternative minimizes impacts to the Withlacoochee State Forest. The Section 106 process will further evaluate potential avoidance, minimization or mitigation for the Etna Turpentine Camp.

Turpentine Camps in Florida

Several photos documenting turpentine camps from the Florida Memory State Library & Archives of Florida were shown in the presentation: [https://www.floridamemory.com/photographiccollection/](https://www.floridamemory.com/photographiccollection/). A brief history of turpentine camps and the Naval Store industry was given during this discussion. The different elements and components of typical turpentine camps were discussed. The process of extracting pine resin and processing turpentine was presented. The division of labor issue at turpentine camps (divided along racial lines) was presented. It was pointed out that convict labor was often used and that turpentine camps were essentially de facto slavery for the laborers who worked at the camps.

Following the presentation a general discussion about the Etna Turpentine Camp took place

It was clearly stated that, for state and federal agencies, there is no differentiation between sites that are eligible for listing in the NRHP or listed sites. Both categories carry the same level of protection. The Section 106 regulations do not mandate an outcome or a determination that all historic properties be preserved. It was indicated by one of the participants in the meeting that approximately $8,500 was invested in the NRHP nomination process for the Etna Turpentine Camp.

It was emphasized that this site is on the NRHP and is significant to African American history. The Naval Store industry is important to the southeast. Citrus County is firmly rooted in the turpentine industry. The group feels that Florida has not done an adequate job of telling the story of turpentine camps in the state. The consensus of the group was that there is a need for people to appreciate this period and understand the lost history of turpentine camps. It was mentioned that the site should become a park. A member of the group discussed the Tampa Bay Times article regarding 150 year history. Sections of this article were read during the meeting. It would be beneficial to find this article for the record.

Nigel Rudolpf discussed preservation of the site, any materials gathered from the site and the curation of these artifacts. His position was that a plaque was not sufficient to memorialize the site.
A letter was sent to the USFWS from Sophia Diaz-Fonseca, Chairwoman of the Citrus County Historical Resources Advisory Board. This letter was read at the meeting and is attached to these meeting notes. The affected parties endorsed this letter.

The general consensus was that the history of the Etna Turpentine Camp should be preserved in some fashion. There should be a broad understanding of the site following construction of the Suncoast Parkway 2 project to educate the public on the history of the Naval Store industry and the Etna Turpentine Camp.

Purvis Hunt has visited the Etna Turpentine Camp. He discussed why it is important to Florida to protect its history. He pointed out how descendants may be disconnected in the area and would appreciate this information. He stressed that better interpretation than that given to the Rosewood Massacre site was needed and that the local African American community should be part of interpretive development.

It was pointed out that the roads utilized during the period of the Etna Turpentine Camp are still located on the site. The configuration of the roads and the habitat take you back in time so that you feel you are in old Florida. If the project reduced the site in any way it would reduce its value. The site could be moved but you could never mitigate for it.

Re-creation of the site and its history could bring attention to the turpentine industry and the hard work of the people in this industry. It was considered important to memorialize the site as part of the Suncoast Parkway 2 project.

One member discussed that a philanthropist may be interested in investing in this site if the site could be avoided and purchased from the Turnpike.

Mr. Roscow mentioned that some clearing and drilling in and around the Etna Turpentine camp had taken place recently. He wanted to know who conducted the work. FDOT responded to Mr. Roscow by email on June 17, 2015 regarding this issue. The email stated that the work was done by the geotechnical firm working on the project. Work had been done prior to and after it was officially listed on the NRHP.

A member of the public expressed an interest for a complete archaeological evaluation of the site. The general sentiment was that the story is important and should be chronicled for future generations.

Next Steps

At least one future meeting was discussed with the group. The Service, the Division of Historical Resources and FDOT will develop meeting notes and start the process of developing avoidance, minimization and mitigation steps prior to the next meeting. The Service will distribute the meeting notes to the group and continue the coordination process.

One participant stated that the Citrus County Historical Resources Advisory Board advises the Citrus County Board of County Commissioners. It was suggested that a discussion regarding the Etna Turpentine Camp be added to the agenda of the September Board of County Commissioners meeting.
The ultimate outcome has not been determined at this time. The action agencies and the public will continue to coordinate through the Section 106 process to formulate a plan. The Section 106 process is in place to assure that impacts to the site are avoided, minimized or mitigated as determined in an open public process. Everyone was encouraged to keep participating. All that were in attendance wanted to understand the schedule of the project and how it works with the compliance of Section 106.

All agreed that the location and time of today’s meeting were convenient. Future meetings will be held at the same place and time.

Enclosures:

Sophia Diaz-Fonseca Letter
July 15, 2015

Mr. Jay B. Herrington
Field Supervisor
U. S. Fish and Wildlife Service
7915 Baymeadows way, Suite 200
Jacksonville, FL 32256-7517

RE: Suncoast Parkway 2: Sec. 106 meeting,
Etna Turpentine Camp
Response from the Citrus County Historical Resources Advisory Board

Dear Mr. Herrington and Interested Parties,

The Citrus County Historical Resources Advisory Board voted at our July 1, 2015 meeting to send a formal response to the dilemma the Suncoast Parkway 2 poses on the National Register listed Etna Turpentine Camp. We believe, since the site has passed the National Parks Service criteria and attained listing on the National Register of Historic Places on December 10, 2009, that the Etna Turpentine Camp is a site that merits the Florida Department of Transportation doing everything possible to minimize negative effects to the most important and relevant sections of this archaeological area.

The Etna Turpentine Camp is the only Turpentine Camp on the National Register of Historic Places in the United States. It is a unique aspect of national as well as Florida history and the last remaining evidence of a once thriving naval stores industry in Citrus County. Established in 1898 as a temporary camp for turpentine production, Etna evolved into a town with some 50 families, a post office, company store, aquifer water source and a lumber operation serviced by light rail. There were also negative aspects to this hard working community that should not be forgotten. Etna as well as other turpentine camps during this time period, were scenes of forced and brutal contract labor by convicts that were primarily of African ancestry. For twenty-eight years the community of Etna thrived and was not abandoned until 1926. At one time, Etna was important enough to be shown on early 20th century Florida maps.

The built environment of the Etna Turpentine Camp no longer exists, but there are still physical remnants of well-traveled roads, barrel hoops, glass and machinery parts scattered just above and below the surface that are significant to the areas of industry, history, archaeology, commerce and agriculture. Therefore, the Citrus County Historical Resources Advisory Board requests that an updated archeological survey be conducted of the Etna Turpentine Camp site in order to minimize disturbance of the areas that still contain the majority of artifacts. This should be accomplished in compliance with Section 110 of the National Historic Preservation Act by the U.S. Fish and Wildlife Service and in conjunction with any other local, state or federal agencies that are involved. The results will help determine what sections of the site can be saved and conserved. An archaeological district should then be created from the conserved area and utilized for research and education. The sections of the bike path near, but not within the conserved area should contain educational signage and kiosks. The Etna
Turpentine Camp is of intrinsic value to this community, the state and the nation and is worthy of more mitigation than a historic marker along the roadside.

With all due respect,

Sophia Diaz-Fonseca, Chairwoman
Citrus County Historical Resources Advisory Board
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Room 166
Lecanto, FL 34460