Cultural Resource Management Plan
for
Charleston County Park and Recreation Commission

CHARLESTON COUNTY, SOUTH CAROLINA

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NEW SOUTH ASSOCIATES

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ABSTRACT

This Cultural Resource Management Plan (CRMP) has been developed for all Charleston County Park and Recreation Commission (CCPRC) properties, both developed and undeveloped, as an effective management guide in the treatment of cultural resources within park boundaries. The plan is consistent with Federal and state regulations and guidelines and includes procedures for the identification and protection of important cultural resources. Additionally, this CRMP is meant to provide a consistent management approach throughout the park system. CCPRC promotes cultural resource stewardship within its parks to protect these resources for present and future generations.

cultural resource management. Chapter III discusses cultural resource planning and includes the status of cultural resources surveys on park property, planning and treatment of these resources, methods of coordination with staff and other agencies, development of contextual frameworks for each property, protection and treatment of resources, integration of this plan with other management plans, and a framework for pursuing National Register of Historic Places (NRHP) status for eligible resources. Strategies for addressing these tasks are also presented. Chapter IV provides recommendations for stewardship education.
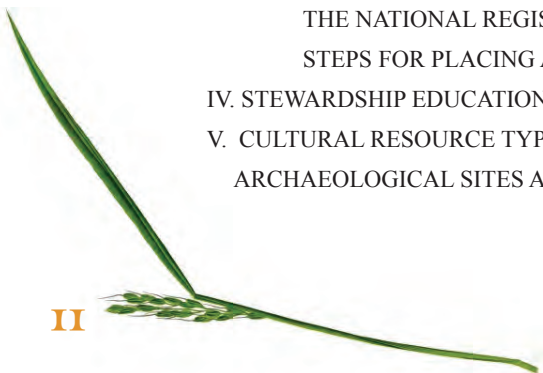
Chapter V defines cultural resource types, methods of survey and evaluation, protection and treatment, and interpretation. These resource types include: archaeological sites and districts; historic buildings, structures, and districts; cemeteries; cultural landscapes; museum objects, collections, and artifacts; and ethnographic resources. Strategies for addressing issues related to the various cultural resource types are also presented.

Chapter VI discusses human impact on cultural resources including development, relic hunting/vandalism, human erosion, natural hazard and human action disaster impact, and unexploded ordnance. Ways to address these impacts are discussed. The final chapter describes the process for review, revision, and updating of this CRMP along with the accompanying GIS database.

A Geographic Information System (GIS) database that contains spatial data for cultural resources that have been recorded in the parks has been submitted with this CRMP. Appendix A is a cultural resource matrix, which summarizes information from the GIS database. Appendix B contains maps showing the parks and boat landings that contain recorded cultural resources.

Table of Contents

ACRONYMS

ACHP	Advisory Council on Historic Preservation
CIN	Catawba Indian Nation
CCPRC	Charleston County Park and Recreation Commission
CIP	Capital Improvement Projects
CLG	Certified Local Government
COSCAPA	Council of South Carolina Professional Archaeologists
CRMP	Cultural Resource Management Plan
DHEC-OCRM	Department of Health and Environmental Control – Ocean and Coastal Resource Management
FCC	Federal Communications Commission
FDIC	Federal Deposit Insurance Corporation
GAPC	Geographic Areas of Particular Concern
GIS	Geographic Information System
HABS	Historic American Building Survey
HAER	Historic American Engineering Record
MOA	Memorandum of Agreement
NAGPRA	Native American Graves Protection and Repatriation Act
NEPA	National Environmental Policy Act
NHPA	National Historic Preservation Act
NPS	National Park Service
NRHP	National Register of Historic Places
SCDAH	South Carolina Department of Archives and History
SCDNR	South Carolina Department of Natural Resources
SCIAA	South Carolina Institute of Archaeology and Anthropology
SHPO	State Historic Preservation Office
TCP	Traditional Cultural Properties
UXO	Unexploded Ordnance
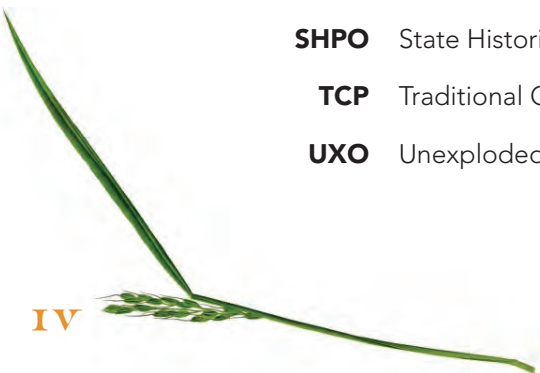
I. Introduction

This Cultural Resource Management Plan (CRMP) has been developed for all Charleston County Park and Recreation's (CCPRC) properties, both developed and undeveloped, as an effective management guide in the treatment of cultural resources within their park boundaries. The plan is consistent with Federal and state regulations and guidelines and includes procedures for the identification and protection of important cultural resources. Additionally, this CRMP is meant to provide a consistent management approach throughout the park system. CCPRC promotes cultural resource stewardship within its parks to protect these resources for present and future generations.

This CRMP is divided into seven chapters, including this Introduction (Chapter I). Chapter II provides an overview of the regulatory background of cultural resource management Chapter III discusses cultural resource planning and includes the status of cultural resources surveys on park property, planning and treatment of these resources, methods of coordination with staff and other agencies, development of contextual frameworks for each property, protection and treatment of resources, integration of this plan with other management plans, and a framework for pursuing National Register of Historic Places (NRHP) status for eligible resources. Strategies for addressing these tasks are also presented. Chapter IV provides recommendations for stewardship education.

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As an appendix to this document, GIS mapping of park properties where cultural resources have been identified is provided, as well as a matrix of all park properties indicating the type,

quantity, significance, and treatment of resources currently identified. A digital GIS database accompanies this CRMP.

The CRMP for the Fairfax County Park Authority (2006), as well as the Scope of Work issued by CCPRC, were used to help guide the topics in this document. Some of the strategies presented in the Fairfax County document applied to Charleston County and were adopted when appropriate.

II. REGULATORY BACKGROUND

The following Federal laws, state laws, and other protections that may affect cultural resources in Charleston County Parks are discussed below.

FEDERAL LAWS

NATIONAL HISTORIC PRESERVATION ACT, NATIONAL ENVIRONMENTAL POLICY ACT, SECTON 4(F) ON THE DEPARTMENT OF TRANSPORTATION ACT

Most cultural resource surveys are conducted as a result of compliance with Section 106 of the National Historic Preservation Act (NHPA) of 1966, as amended. This legislation requires that the effects that the project has on historic properties must be considered if Federal funding or permitting is involved in an undertaking. Historic properties are those cultural resources that have been determined eligible for the NRHP. The NRHP is the official list of the nation's historic places deemed worthy of preservation. Authorized by the NHPA of 1966, the National Park Service's (NPS's) NRHP is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archeological resources.

There are many types of activities involving Federal agencies that may affect historic properties and would be governed by Federal law. These include projects affecting property owned by the Federal government such as rehabilitation or demolition of Federal courthouses or timber management on U.S. Forest Service land. Additional projects that are subject to Federal regulations are those that involve Federal funds, grants, or loans, such as Community Development Block Grants or Federally funded highway improvement projects and new roads. Activities that require Federal permits or licenses, such as a Federal Communications Commission (FCC) license needed to construct a cellular communications tower; a Federal Deposit Insurance Corporation (FDIC) license needed to open a branch bank; or an U.S. Army Corps of Engineers permit needed to fill a wetland also are subject to the Section 106 process. Federal agencies are responsible for determining which of their activities are subject to Section 106 review and for ensuring that their designees and program applicants carry out responsibilities delegated to them. The Section 106 regulations outline a process for allowing Federal agencies to fully consider historic preservation issues in planning projects.

The National Environmental Policy Act (NEPA) stipulates that when a Federal project is being considered, a series of alternatives must be examined in order to determine which one has the least environmental impact including impacts to historic properties. To an extent, NEPA addresses some of the same concerns as NHPA, for instance regarding identification of irreversible effects.

Although Section 106 is a totally separate authority from NEPA—and is not satisfied simply by complying with NHPA—agencies can coordinate studies conducted and documents prepared under Section 106 with those done under NEPA. The Advisory Council on Historic Preservation (ACHP) regulations provides guidance on how the NEPA and Section 106 processes can be coordinated (Section 800.8(a)). They also set forth the manner in which a Federal agency can use the NEPA process and documentation to comply with Section 106 (Section 800.8(c)).

Section 4(f) of the Department of Transportation Act addresses impacts to parklands and historic sites. Under Section 4(f), a study has to demonstrate that there is no prudent and feasible alternative to using the land and that the project has included all possible planning to minimize harm to the parkland and historic sites resulting from the use.

NATIVE AMERICAN GRAVES PROTECTION AND REPATRIATION ACT

The Native American Graves Protection and Repatriation Act (NAGPRA) requires Federal agencies and institutions that receive Federal funding to return Native American "cultural items" to lineal descendants and culturally affiliated Indian tribes and Native Hawaiian organizations. Such items include human remains, funerary objects, sacred objects, and objects of cultural patrimony.

NAGPRA also establishes procedures for the inadvertent discovery or planned excavation of Native American cultural items on Federal or tribal lands. Although these provisions do not apply to discoveries or excavations on private or state lands, the collection provisions of the Act may apply to Native American cultural items if they come under the control of an institution that receives Federal funding.

In addition, NAGPRA makes it a criminal offense to traffic in Native American human remains without right of possession or in Native American cultural items obtained in violation of the Act.

The only Federally recognized tribe in South Carolina is the Catawba Indian Nation (CIN). However, there are other Federally recognized tribes that have a historic affiliation with
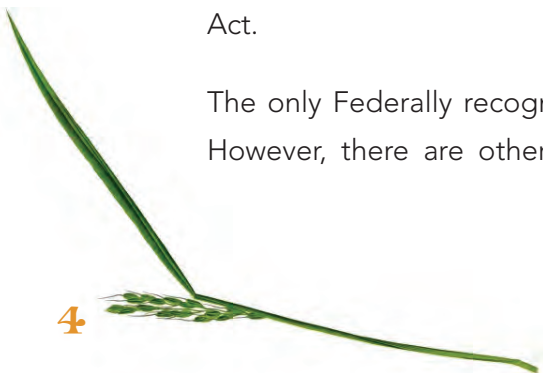
the state. In addition, pursuant to *South Carolina Code of Laws Section 1-31-40(A)(10)* and *South Carolina Code of Regulations Chapter 139*, the State of South Carolina recognizes three categories of Native American Indian entities in South Carolina: Native American Indian Tribes, Native American Indian Groups, and Native American Indian Special Interest Organizations. These entities are listed on the *South Carolina State Historic Preservation Office (SHPO) website*.

STATE LAWS AND PROTECTION

COASTAL ZONE MANAGEMENT ACT OF 1976

The Coastal Zone Management Act of 1976, as amended (Title 48, Chapter 39 of the South Carolina Code of Laws), created the South Carolina Coastal Council, now the Department of Health and Environmental Control – Ocean and Coastal Resource Management (DHEC-OCRM) and addressed protection of historical and archaeological properties, as well as other environmental issues. Section 48-39-150 of the Act, as amended, requires the DHEC-OCRM to consider the "extent to which the development could affect...irreplaceable historic and archaeological sites of South Carolina's coastal zone" when deciding whether or not to issue a certification or permit.

The Coastal Zone Management Act, as amended, directs the DHEC-OCRM to develop, implement, and enforce a comprehensive coastal management program. Under its Coastal Zone Management Program, the DHEC-OCRM has designated certain natural and cultural areas as "Geographic Areas of Particular Concern" (GAPCs). These include archaeological sites that are listed in or eligible for the NRHP. The SHPO is asked to advise DHEC-OCRM on the management of cultural resources and to determine the eligibility of archaeological sites, structures, objects, and districts for nomination to the NRHP.

There are two levels of management with respect to archeological and historic resources: (1) GAPCs and (2) sites determined significant by the South Carolina Institute of Archeology and Anthropology (SCIAA) or the South Carolina Department of Archives and History (SCDAH). Specific GAPCs with respect to archeological and historic sites are sites listed in the NRHP. As sites are listed on the NRHP, they are automatically designated GAPCs. Significant sites include those sites that meet the criteria for listing on the NRHP for the purposes of South Carolina's Coastal Management Program.

The SHPO notifies the DHEC-OCRM as to the presence of significant sites in a project area and also of the National Register eligibility status of historic and archaeological sites. The SHPO also advises DHEC-OCRM on potential impacts that the project may have on the historical or cultural values of a GAPC and on significant site and treatment options necessary as a result of proposed development impacts, as appropriate. The SHPO's role in project review is advisory and consultative, rather than regulatory. The DHEC-OCRM considers the SHPO's comments in making its permitting and certification decisions.

STATE LAW CONCERNING CEMETERIES

Although not all cemeteries are considered to be significant cultural resources, they are all protected by state law, which makes it a felony to knowingly destroy or desecrate burial grounds. State law also establishes a legal framework for moving abandoned cemeteries when necessary. There are several South Carolina codes regarding the destruction and desecration of cemeteries; the removal of abandoned cemeteries; and the preservation of abandoned or unmaintained cemeteries. These are briefly discussed below.

- Preservation and Protection of Abandoned and Unmaintained Cemeteries (6-1-35, South Carolina Code of Laws) – This code authorizes counties and municipalities to preserve and protect any cemetery within their jurisdictions that the counties or municipalities determine has been abandoned. This law also authorizes counties or municipalities to spend public funds or use inmate labor for these cemeteries.

- Destruction or Desecration of Human Remains or Repositories Thereof: Penalties (16-17-600, South Carolina Code of Laws) – This law provides for penalties of up to $5,000 in fines and imprisonment for not more than 10 years for the vandalism or desecration of burials or grave markers, and lesser penalties for the destruction or injury of fencing, plants, shrubs, or flowers.

- Removal of Abandoned Cemeteries (27-43-10 thru 27-43-40, South Carolina Code of Laws) – This law requires a notification process before an abandoned cemetery is moved, approval by the local governing body, the relocation of the graves to a suitable place, and protection of grave markers through the move.

- Access to Cemeteries on Private Property (27-43-310, South Carolina Code of Laws) - This law grants family members and descendants limited access to graves on private property. It requires owners of cemeteries on private property to provide reasonable

access to family members and descendants of those buried in the cemetery. The law requires the person wanting access to the cemetery to submit a written request to the property owner.

STATE LAW CONCERNING LOOTING

Trespasses and Unlawful Use of Property of Others (16-11-780, South Carolina Code of Laws) - This section of state law makes it "unlawful to willfully, knowingly, or maliciously enter upon the lands of another or the posted lands of the state and investigate, disturb, or excavate a prehistoric or historic site for the purpose of discovering, uncovering, moving, removing, or attempting to remove an archaeological resource." The law specifies penalties and civil remedies.

SOUTH CAROLINA UNDERWATER ANTIQUITIES ACT

The South Carolina Underwater Antiquities Act of 1991 makes SCIAA responsible for managing and protecting the state's underwater archaeological resources on behalf of the State Budget and Control Board (South Carolina Code of Laws, Section 57-7-610 et. Seq.). No artifact or fossil may be removed from submerged lands within state jurisdiction nor may it be disturbed without formal review and license issued by SCIAA Underwater Archaeology Division. Section 57-7-815 states that no person may excavate or salvage any sunken warship found within state waters that contains, or is believed to contain, human remains without expressed approval. Persons violating this section are guilty of a felony and may be fined at the discretion of the court and/or sentenced to a term not to exceed five (5) years. Other violations are considered misdemeanors (from SCDAH, SCIAA, and COSCAPA 2005).

PROTECTION OF STATE OWNED OR LEASED PROPERTIES

The South Carolina Code of Laws, Protection of State Owned or Leased Properties (Sections 60-12-10 through 60-12-90) requires consultation with South Carolina SHPO for projects that could adversely affect state-owned properties that are listed in the NRHP. It should be noted that the South Carolina Department of Natural Resources (SCDNR) purchased a 10 percent undivided interest in the Lighthouse Heritage Preserve from CCPRC to help permanently protect archaeological resources related to the Federal occupation of Folly Island during the Civil War. The archaeological site, Folly North (38CH1213), covers the entire property and was listed on the NRHP in October 2003.

OTHER PROTECTIONS

There are several easements/restrictions that protect some CCPRC lands. While some of these specify cultural resources, most only mention natural resources. However, the uses specified in documents covering natural resources are generally compatible with the preservation of important historic properties, although some compatible development is allowed in some cases.

EDISTO ISLAND OPEN LAND TRUST

The Edisto Island Open Land Trust has a conservation easement at Pine Landing, which consists of 10 acres on the Riverside (Edisto Island) tract. The purpose of this easement is "to ensure that the property will be retained forever predominately in its natural and scenic condition; to protect native plants, animals, or plant communities on the property; and to prevent any use of the property that will significantly impair or interfere with the conservation values of the property and to assure the availability of the property for use as a public nature-based park for passive recreational uses compatible with maintaining the conservation values of the property and surrounding ecosystems."

HISTORIC CHARLESTON FOUNDATION

Historic Charleston Foundation has deed restrictions or conservation easements at McLeod Plantation and Old Towne that establish perpetual protection for the properties. They allow owners to prevent inappropriate changes from being made to their historic property by giving Historic Charleston Foundation the ability to work with current and future owners to safeguard the historic character, materials and significance of the properties.

SOUTH CAROLINA HERITAGE TRUST

South Carolina Heritage Trust has a conservation easement at Lighthouse Inlet on Folly Island. The easement describes the specific terms and conditions but is essentially meant to maintain the current natural and cultural integrity of the property.

THE NATURE CONSERVANCY

The Nature Conservancy has conservation easements at the Red Top and Riverside (Edisto Island), and Two Pines (McClellanville) properties. Red Top is 307 acres, while Riverside is 97.8 acres. Two Pines includes two parcels totaling 812.5 acres. The wording of the purpose of
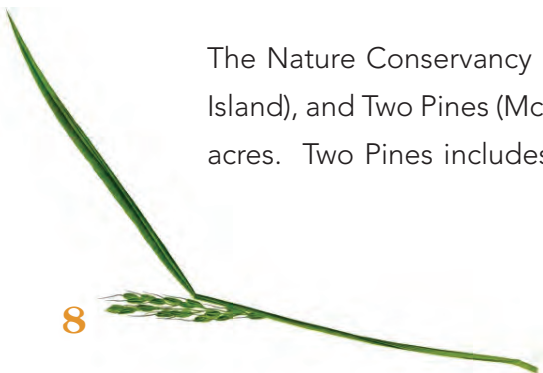
easements on the two Edisto Island properties are identical to that found on the Edisto Island Open Land Trust easements. For Two Pines, the wording is similar and focuses on natural resources.

WETLANDS AMERICA TRUST

Wetlands America Trust holds a conservation easement on the Bulow tract, which includes three parcels totaling 322.7 acres. The purpose of the easement is to "ensure the land will be retained in perpetuity predominantly in its natural, scenic, and open condition, ...for conservation purposes and to prevent any use of the protected property which will impair significantly or interfere with the conservation values of the protected property, its wildlife habitat, natural resources or associated ecosystems."

GREENBELT BANK BOARD RURAL GREENBELT PROGRAM

The Greenbelt Bank Board was established by Charleston County Council to address the loss of greenspace and promote balanced growth throughout the rural areas of the county. Through funding the acquisition of interest in real property from willing sellers, the Greenbelt Bank preserves wildlife habitats, outstanding natural areas, sites of unique ecological significance, historical sites, forestlands, farmlands, watersheds, openspace, and rural parklands. Properties purchased through the Rural Greenbelt Fund limits use to passive recreation. Parks that have been funded through this program include Awendaw, Bulow, and McClellanville Future Parks.

III. Cultural Resource Planning

Cultural resource planning must be addressed early in the design review and park development process. Significant cultural resources on park property should be identified in order to protect and preserve them.

CULTURAL RESOURCE SURVEYS ON PARK PROPERTY

COMPLETED SURVEYS

Some of the completed cultural resource surveys were conducted on behalf of CCPRC during the process of acquisition or once property was acquired. Others were conducted under prior ownership. All of the surveys performed to date meet the South Carolina Standards and Guidelines for Archaeological Research as well as the South Carolina Standards for Architectural Survey.

Cultural resource surveys currently utilize the following tools and methods:

1. Background documentation including the state site files, architectural survey files, NRHP files, historic mapping, as well as predictive modeling for archaeological site potential, and review of area cultural histories.

2. Archaeological surveys that included the excavation of shovel tests in a systematic manner across the entire property. When sites are found, closer interval shovel tests are excavated, not only to delineate the site, but also to retrieve more information about the site's period of occupation, function, and physical integrity.

3. Architectural surveys that document and record all buildings and structures that are greater than 50 years in age.

4. Identification of additional data resources to provide information that assures protection or preservation of important resources and provides guidance for resource impact mitigation prior to treatment or destruction.

5. Research findings are documented in a report. If needing regulatory review, CCPRC will need to provide the report to the South Carolina SHPO. A final report is provided to the SHPO as well as the SCIAA, Office of State Archaeologist, once comments are received.

Ideally, parcels being considered for purchase should undergo a cultural resources survey prior to land acquisition. This will allow a better assessment of parcels slated for certain uses. However, it may be more feasible for the first step to entail a cultural resources literature review to determine what is currently recorded on the property and to better understand the likelihood of other cultural resources being present on the property. This might also include a field reconnaissance to examine areas with the highest potential for cultural resources to determine if they are present and to get a sense of whether significant resources are likely to exist. However, once a parcel is acquired, but before park master planning begins, a cultural resources survey should be undertaken in order to identify significant resources so that these can be taken into account.

Archaeological Survey Crew at Rifle Range Road Future Park.

In some instances, a cultural resources survey may be required due to state or Federal permitting regulations or because of a stipulation within a covenant or deed restriction on a particular property. Therefore, properties that may undergo regulatory review or have other

protections will need a cultural resources survey. Survey requirements should be determined early in the land acquisition process in order to allow for appropriate review by agencies and other organizations. If it is later determined that a potentially significant resource will be impacted by park development testing should occur. Testing is performed to definitively determine an archaeological site's significance and to provide additional information in order to frame research questions, if the resource is determined to be eligible for the NRHP. Eligible resources that will be impacted will require mitigation, which is used to offset the resource's destruction. Mitigation is typically accomplished through archaeological site excavations or detailed architectural drawings and photography.

CONTEXTUAL FRAMEWORKS

A contextual framework discusses events and trends (social, economic, political, cultural, etc.) that surround a property in time and place in order to give cultural resources their meaning. Although cultural resource reports on properties previously surveyed provide a cultural context for that property, most other properties typically do not have an existing context. Generally speaking, the prehistory of Charleston County as a whole has been established and is presented in all cultural resource reports. However, the proto-historic (or contact period) is likely to be unique to a property. For instance, some historic maps show the locations of known historic Native American populations in the late seventeenth century, such as the Kiawah Indians who settled on Kiawah Island are depicted on a 1695 Thorton-Morden map.

In addition, each property has its own unique history once Europeans and Africans began to settle the New World. During cultural resource surveys, a history of that property is discussed and is typically based on existing histories and readily available historic maps. If chain of title information is available, it is discussed. However, a chain of title is typically not performed during a cultural resource survey. If possibly significant historic resources are identified, then more in-depth historical research is performed in order to assist in definitively determining the NRHP eligibility of that resource during Phase II testing. Therefore, the first step is to develop a general cultural context in order to assist in the identification of cultural resources. During this step, it may be important to involve the public. This is particularly important when doing research on properties with significant African or African American histories since much of the history may have been passed down from generation to generation through oral tradition. When possibly significant resources are encountered, a more in-depth context is needed as a next step in order to provide a clearer assessment framework for those resources.
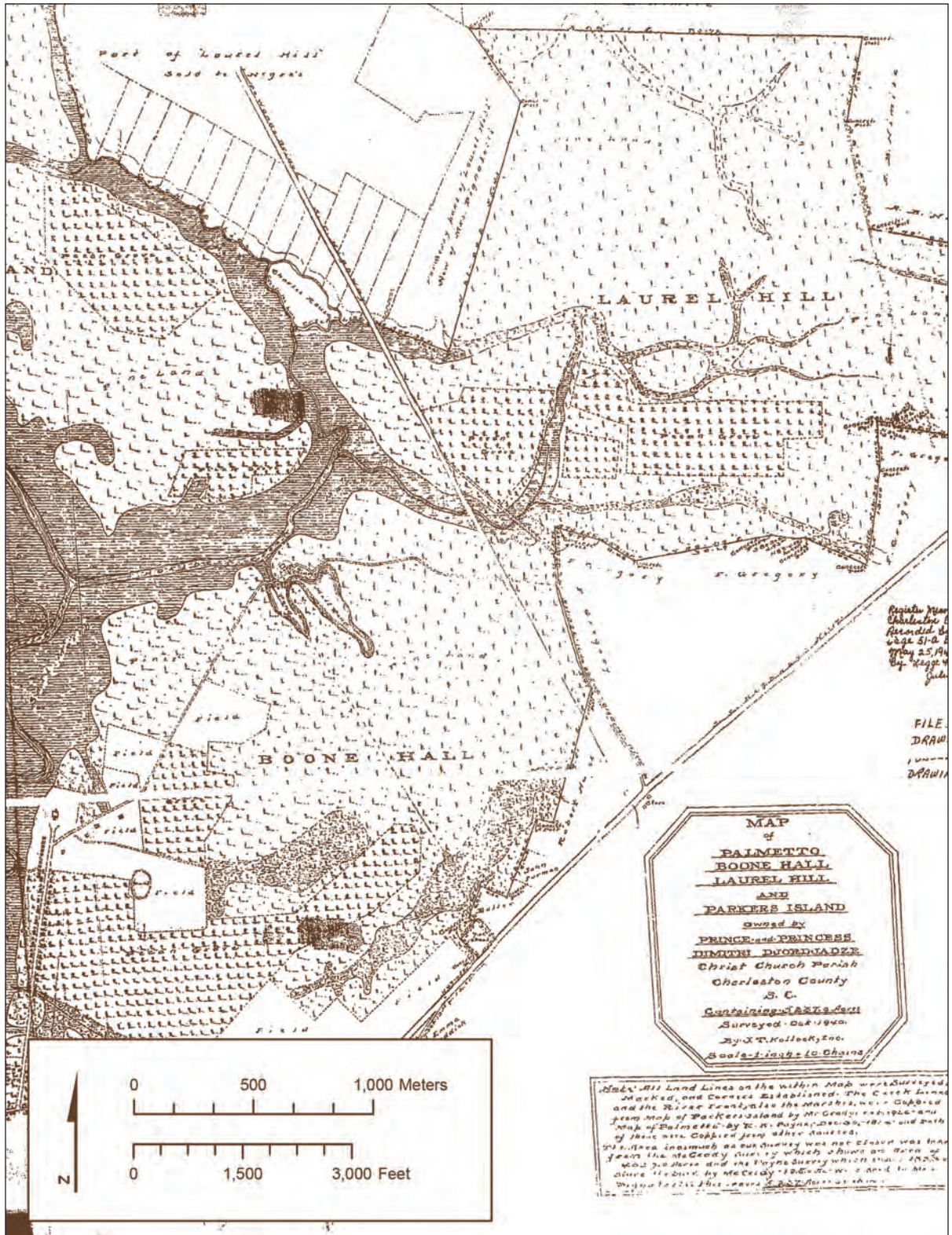
1940 Plat of Laurel Hill and Surrounding Plantations.

There may be instances where no park development will occur for some time. However, a contextual framework may be desired in order to begin research for interpretive purposes, create interest in a future park, or perhaps to provide some basic information to the public before the park is fully developed. A contextual framework document can be beneficial in this instance. If it is elected not to complete a resource survey then consideration of appropriate existing interpretive opportunities should be included in this contextual framework document.

PARK AND INTERPRETIVE MASTER PLANS

Park Master Planning includes a description of existing conditions and identifies generalized activity zones. It also proposes a conceptual development scheme for the site. As previously stated, cultural resource surveys should be undertaken before master planning begins. This will allow planners to take into account the cultural resources on the property and identify potential impacts and develop protection measures, as needed.

During the master planning process, interpretive staff should be invited to work with lead planners/designers, resource managers, and interpretive master planners toward the development of an Interpretive Master Plan. This plan should be a component of the Park Master Plan, which will help guide park development in relation to the cultural and natural resources therein. At operating parks that have no interpretive master plan, resource managers, interpretive staff, and park managers should consult one another to determine appropriate access and interpretation until an Interpretive Master Plan is developed.

Interpretation, according to the NPS and the National Association for Interpretation is the process, or catalyst, by which people form connections between themselves and the significant meanings inherent in natural and cultural resources. Consideration of interpretation during park planning is appropriate because it is through interpretation that people (both presently and in the future) come to an appreciation and deeper understanding of why it is important to protect those natural and cultural resources. Over time, protection of resources whose meaning and significance is unknown to the public becomes futile. CCPRC holds these resources in the public trust, but if their meaning and significance is forgotten or unknown, then the care of these resources becomes irrelevant and the resources may either disappear or become irreparably damaged.

CCPRC holds significant cultural and historical resources and it is clear that a plan for the stewardship of those resources is necessary. Interpretive recommendations are needed as a

part of cultural resource study reports so that this component is considered in park planning. Furthermore, a thorough interpretive master plan should be completed as a part of the master planning of each site. As well, interpretation should be considered in every phase of site planning from individual park resource management plans to park master plans. Locations of resource management zones and treatments as well as building locations, building design, electrical capabilities, and other design elements can greatly affect the delivery of both personal (one person or persons providing interpretation to another person or persons) and non-personal (i.e. exhibits, waysides, brochures, signs, magazines, books, etc.) interpretation.

CAPITAL IMPROVEMENT PROJECTS

Capital Improvement Projects (CIP) are usually funded through voter-approved bond referenda. Cultural resource studies and historic site and structure evaluations are an important part of the capital improvement planning that informs the process and assists in the project definition, interpretation, and cost estimation. During the capital improvement process, identification and evaluation of cultural resources and subsequent public education about the resources is key to providing proper support.

Strategies

- Develop cultural resource assessment procedures and guidelines for parcels slated for land acquisition prior to their acquisition (when feasible). Assess parcels prior to their acquisition to inform the decision process.

- Assess park properties slated for development. Provide survey results to park planners well ahead of park master planning.

- Create criteria and procedures to prioritize cultural resource assessment and survey projects.

- Include the preparation of a Cultural Landscape Report in the park master planning process.

- Prepare condition assessments of historic structures on a periodic basis to identify capital improvement needs. Identify anticipated date of end of average life span for building components whose replacement would require capital improvement funds.

- Create an interpretive plan template that identifies minimum and desired elements of an interpretive master plan. California State Parks has a good model that could
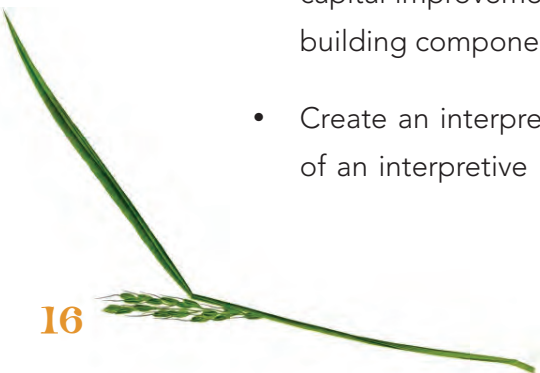
be used as a guide for template creation, which can be found at *their Interpretive Planning website*.

- Prior to master planning where cultural resources are known to exist, resource managers and interpretive staff should consult one another to determine an appropriate level of access and interpretation.

- Determine which parks lack a contextual framework and create a prioritized list of those needing a context as part of park planning at the level of detail necessary in order to identify potential interpretive opportunities.

- Include an assessment of existing and future interpretive opportunities, as well as appropriate level of access, in Cultural Resource or Contextual Framework reports of each park.

- Update existing Cultural Resource and Contextual Framework reports to include appropriate interpretation and level of access guidelines.

- If it is identified that potentially significant cultural resources require further testing to definitely determine NRHP eligibility, obtain a more detailed cultural context of the property during the testing phase. Testing will be necessary if adverse effects to a site cannot be avoided.

- If sufficient processes for reviewing potential impacts to cultural resources are not currently in place, consideration should be given to having a designated cultural resource representative as part of the CIP process.

AGENCY AND ORGANIZATION COORDINATION

When Federal permits are needed CCPRC will need to coordinate with the South Carolina SHPO for guidance on what is required for cultural resource reviews. In addition, when there will be ground disturbance, organizations such as Historic Charleston Foundation, require cultural resource investigations for properties on which they hold a protective covenant, conservation easement, or have deed restrictions. The South Carolina Heritage Trust of the Department of Natural Resources also has restrictions on ground disturbance that may adversely affect cultural resources.
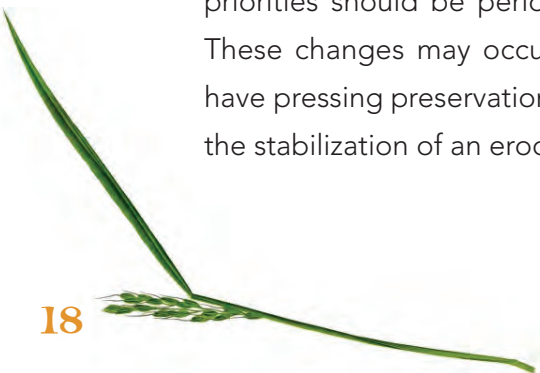
Strategies

- Establish a protocol for determining when cultural resource investigations will be required.

- Coordinate closely with parties who have easements, covenants, and deed restrictions when there will be ground disturbance or other developments that may adversely affect cultural resources.

- Have CCPRC staff regularly participate in preservation workshops when such workshops will provide training pertinent to the management of cultural resources on park property.

- Discuss the possibility of becoming Certified Local Government (CLG) with the appropriate Charleston County officials. The CLG program in South Carolina promotes community preservation planning and heritage education through a partnership with the SHPO and NPS that facilitates funding, technical assistance, and training. Benefits include eligibility to apply for Federal grants specifically set-aside for CLGs, as well as technical help and training.

PROTECTION AND TREATMENT OF RESOURCES

PRESERVATION GOALS AND OBJECTIVES

CCPRC should strive not only to identify culturally significant resources on their properties in order to protect and preserve them, but also to share the unique and interesting history of each property with the public. Currently, CCPRC has no written policy for the protection of cultural resources. However, they are currently drafting such a policy in order to provide a consistent approach to cultural resource protection. While the policy should create some consistent procedures, preservation priorities must be established. The evaluation of priorities should be based on the schedule for park development and other considerations. Once these priorities have been established, a schedule to address these priorities should be established. It is recognized that priorities may at times need to be adjusted. Therefore, priorities should be periodically revisited in order to determine if there are any changes. These changes may occur when CCPRC acquires new properties that are determined to have pressing preservation issues, such as the stabilization of a significant historic building or the stabilization of an eroding significant archaeological site.

In addition to periodically reassessing priorities, CCPRC should also reassess their progress with preservation goals and measure their success at meeting preservation schedules.

Strategies

- Create a written policy concerning the identification and protection of significant cultural resources.

- Create a list of preservation priorities for currently known cultural resources.

- Create a schedule to address these priorities.

- Determine a benchmark for deciding when preservation priorities and schedules should be revisited.

INTEGRATION WITH OTHER MANAGEMENT PLANS

While most of CCPRC's parks do not have management plans, the strategies presented in this CRMP should be generally compatible with those presented in existing park management plans. However, it should be recognized that individual park management plans will have strategies that are specific to the resource types to be preserved.

Strategies

- Review current management plans and add references to this CRMP in the text of the plan.

- When new management plans are created, where feasible, ensure they are compatible with the strategies presented in this CRMP.

FRAMEWORK FOR PURSUING NRHP STATUS ON ELIGIBLE PROPERTIES

THE NATIONAL REGISTER OF HISTORIC PLACES

The NRHP recognizes places that are important to our local, state, and national heritage and are clearly worthy of preservation. It helps Federal, state, and local governments identify those places that should be considered in planning and those whose preservation should
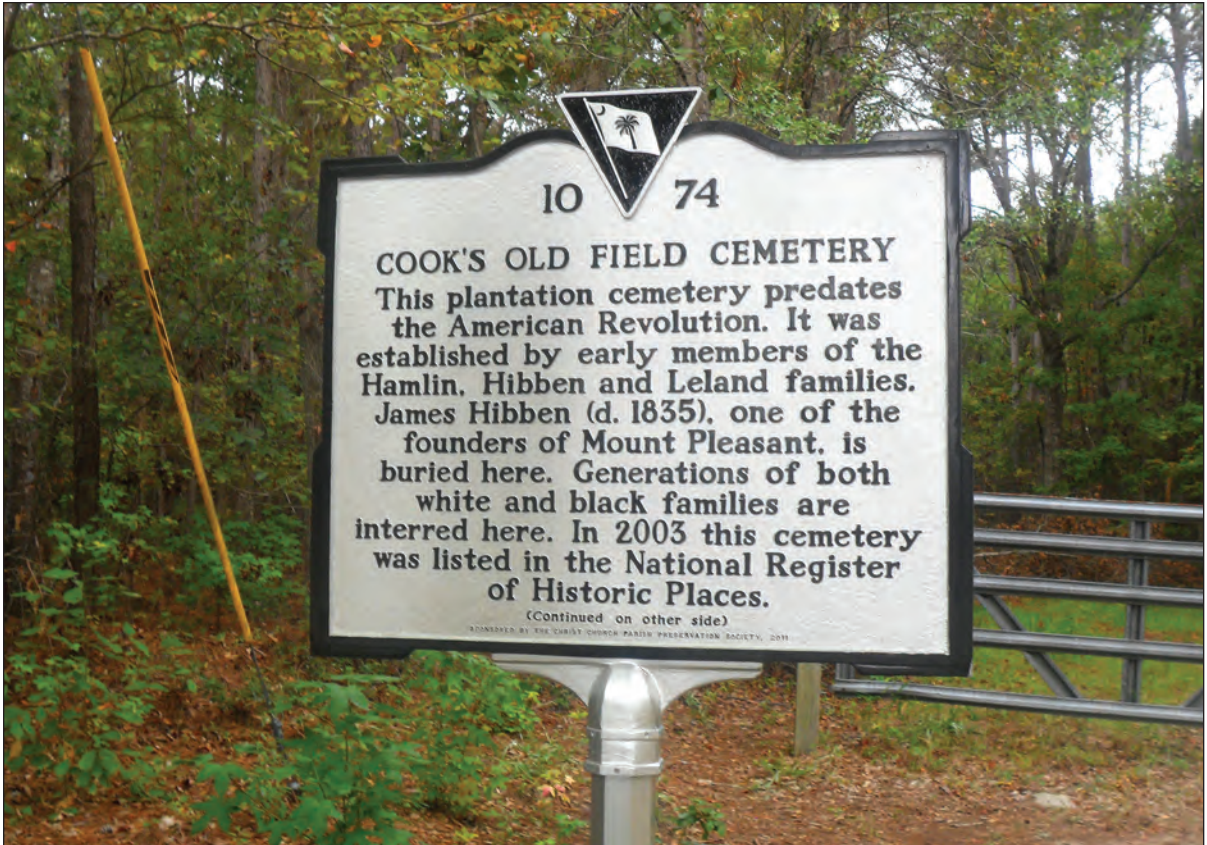
be encouraged through economic incentives and technical assistance. Perhaps the most important result of National Register listing is the recognition that it brings. Private citizens and organizations and local governments can use this recognition to raise awareness and encourage historic preservation.

The NRHP is the official list of the nation's historic places worthy of preservation. Authorized by the NHPA of 1966, the NPS's NRHP is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archeological resources. Archaeological sites and standing structures are assessed using the following criteria put forth in *National Register Bulletin 36* (Little et al. 2000). The quality of significance in archaeology and architecture is present in sites that possess integrity of location, design, setting, materials, workmanship, feeling, association, and:

A. that are associated with events that have made a significant contribution to the broad patterns of our history; or,

B. that are associated with the lives of persons significant in our past; or,

C. that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic value, or that represent a significant and distinguishable entity whose components may lack individual distinction; or,

D. that have yielded, or may be likely to yield, information important in prehistory or history.

One kind of cultural significance a property may possess, and that may make it eligible for inclusion in the NRHP, is traditional cultural significance. "Traditional" in this context refers to those beliefs, customs, and practices of a living community of people that have been passed down through the generations, usually orally or through practice. The traditional cultural significance of a historic property, then, is significance derived from the role the property plays in a community's historically rooted beliefs, customs, and practices. Examples of properties possessing such significance include:

• a location associated with the traditional beliefs of a Native American group about its origins, its cultural history, or the nature of the world;

• a rural community whose organization, buildings and structures, or patterns of land use reflect the cultural traditions valued by its long-term residents;

• an urban neighborhood that is the traditional home of a particular cultural group, and that reflects its beliefs and practices;

• a location where Native American religious practitioners have historically gone, and are known or thought to go today, to perform ceremonial activities in accordance with traditional cultural rules of practice; and,

• a location where a community has traditionally carried out economic, artistic, or other cultural practices important in maintaining its historic identity.

A Traditional Cultural Property (TCP), then, can be defined generally as one that is eligible for inclusion in the National Register because of its association with cultural practices or beliefs of a living community that (a) are rooted in that community's history and (b) are important in maintaining the continuing cultural identity of the community (Parker and King 1998). Recently in Charleston County, a portion of the U.S. Highway 17 corridor through the Town of Mount Pleasant was recommended as eligible for the NRHP as a TCP associated with the Sweetgrass

Charleston County has a long standing traditional Gullah basket making industry. 1938 Image in *Row Upon Row: Sea Grass Baskets of the South Carolina Low Country* by Dale Rosengarten.

Basket Industry (Richey and Young 2009). The boundaries of this TCP were defined primarily by the study corridor, which consisted of road improvements along a section of U.S. Highway 17. The full extent of the TCP was not determined since it was well beyond the scope of the project.

Cultural resources are recommended as not eligible, unassessed, or eligible for the NRHP. A number of archaeological sites have never been officially assessed for their National Register eligibility and are listed as "unknown." "Not eligible" means that the resource does not fulfill any of the National Register criteria and an undertaking will not adversely impact a significant cultural resource. A recommendation of "potential eligibility," "eligibility not determined," "unassessed," or "unknown" means that additional work is needed to determine if a site or structure fulfills any of the National Register criteria. A recommendation of "eligible" means that the cultural resources contain criteria and attributes that would make it eligible for inclusion in the NRHP. If the site is determined "eligible" it is not automatically listed on the National Register. To list the resource, a National Register form would have to be filed and the nomination would have to pass state and Federal review.

As previously mentioned, a recommendation of "potentially eligible," "eligibility not determined," "unknown," or "unassessed" means that additional work is needed to determine eligibility. For standing structures, this additional work could include more in-depth historical research as well as a more thorough examination of the structural elements and integrity to determine if they qualify under Criteria A, B, and/or C. Typically, standing structures do not qualify under Criterion D. For archaeological sites, additional work usually means that subsurface testing is needed to determine what kind of data are present, its integrity and whether the data has the ability to address important research questions. Therefore, archaeological sites are usually evaluated through Criterion D because the significance of archaeological remains is more obscure than other types of sites. Unusual archaeological sites, such as those containing unique standing structures or with a known history (e.g., the birthplace of a famous person or the location of an event significant in American history), are often significant under additional criteria, although they may also have archaeological deposits significant under Criterion D.

A recommendation of "eligible" means that a significant resource could be adversely affected if an undertaking, such as road construction or earth moving, is to occur. To mitigate this adverse impact, an archaeological resource can either be preserved in place or data recovery can be undertaken to collect the important information before the resource is destroyed. For standing structures, mitigation can occur through Historic American Building Survey (HABS) and Historic American Engineering Record (HAER) documentation. Alternatively, the structure can be moved, although in some cases, this can detract from its eligibility unless it is moved to a similar setting.

In the situation where mitigation must occur all agencies will typically enter into a Memorandum of Agreement (MOA) regarding the treatment of the resource. This MOA typically includes a preservation plan, if the resource is to be preserved in place. If it cannot be preserved in place a data recovery plan is submitted outlining the field methods, analysis, and reporting of any archaeological work there. If the resource is a standing structure, this data recovery may consist of the HABS/HAER documentation.

Cultural resources recommended as eligible for the National Register can be significant at the local, state, or national level. Cultural resources listed as National Historic Landmarks are also listed on the National Register. However, National Historic Landmarks have illustrated that they contain "exceptional value in representing or illustrating an important theme in the history of the Nation." It should be noted that an eligibility recommendation and an eligibility determination are different. Cultural resource professionals make recommendations, whereas determinations are made by the SHPO and the Keeper of the National Register.

STEPS FOR PLACING A HISTORIC PROPERTY ON THE NRHP

In South Carolina, SHPO staff provides guidance and technical assistance for putting historic properties on the NRHP. The SHPO asks the interested party to complete a Preliminary Information Form (PIF) for the property. This form is available for download on their website. When completed, this form allows the SHPO staff to make a determination on whether or not the property appears to be eligible for the Register and if it is advisable to undertake the time and expense involved in preparing an actual nomination. If the SHPO believes that an eligibility determination is supportable, they will encourage the applicant to pursue a formal nomination. The PIF can also be used to provide information for updating a nomination for a currently listed property. Any reports or documents in support of the proposed nomination or nomination update should be submitted as well. Either the applicant or a historic preservation
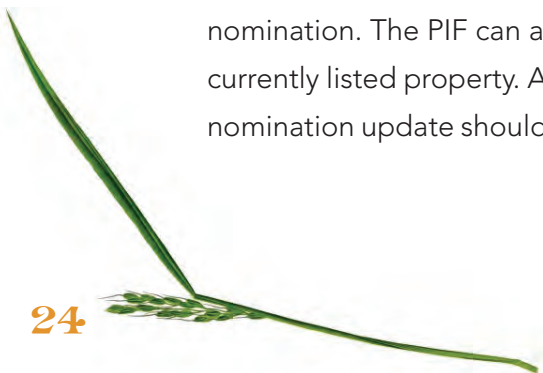
consultant hired for the task can complete the nomination. Draft nominations are sent to the SHPO who will comment and suggest any revisions. Once the form has been finalized it will be placed on the agenda for the State Review Board to consider. This board meets three times a year. Nominations approved by the State Review Board are revised by the SHPO staff if necessary, then signed by the Deputy State Historic Preservation Officer and forwarded to the NPS in Washington. The National Register Office of the Park Service reviews the nominations and has 45 days to approve or reject them for listing in the National Register or to return nominations that are technically or professionally inadequate to the SHPO for correction and resubmission. When the NPS approves the nomination the property is listed and a certificate is issued. A bronze plaque can also be purchased.

Listing a property provides recognition for its historical significance, may qualify the applicant for historic preservation grants and tax credits, and helps raise public and community awareness about historic and cultural resources.

CCPRC should determine which resources on its properties have been recommended or determined as eligible and that warrant the time and effort needed to list the resource. For instance, historic structures are easier to list than archaeological sites because they are aboveground and their elements and integrity can be easily analyzed and evaluated. Archaeological sites are more difficult to list due to the fact that these resources are underground. Often it takes large-scale excavation and in-depth archival research to gather enough information about the site to adequately fill out the National Register nomination. If an unlisted historic property will be a centerpiece of park use and interpretation, listing this property will likely be beneficial.

Strategies

- Determine which parks have historic properties where listing is beneficial. Also determine if any National Register nominations need to be updated for currently listed properties. Prioritize the list according to current goals.

- Complete the PIFs and submit them to the SHPO, along with any supporting reports or documentation.

- Based on SHPO comments, determine which are likely to meet the National Register criteria and warrant the effort needed to nominate the property.

- Determine if the National Register submittal can be assembled in-house or if an outside historic preservation consultant is needed. If a consultant is needed, then allocate funds to accomplish this task. If the application is to be prepared in-house, CCPRC staff should follow the NPS's *Guidelines for Completing a National Register of Historic Places Form.*

IV. Stewardship Education

When the public appreciates the importance of cultural resources and feels a connection to them, it is likely that they will want to protect them. In addition, an informed public is more likely to vote in favor of bonds to protect cultural resources or support laws to protect them. Therefore, it is important to create opportunities for stewardship education.

CCPRC should create a cultural resource stewardship education program that targets a number of audiences: park employees, county residents (including school children), and park visitors.

Site Interpreter Discusses Artifact Types, What They Mean, and How Some are Made

Because the audiences are diverse, CCPRC must present cultural resources to the public in a variety of ways. Complex histories of the park system's cultural resources will appeal to people of many backgrounds and interests. Possible topics to be considered are African, African American, Native American, and European American contributions; military history; entrepreneurial endeavors; industrial and agricultural histories; and artistic contributions. Topics to be included should be determined as a part of each park's Interpretive Master Plan.

In addition to creating support for the park's cultural resources, it would increase the likelihood that visitors and local citizens would notify park staff if they observe relic hunting, vandalism, or other destructive activities.

School Children Tour an Archaeological Site Near Savannah, Georgia

Strategies

- Train staff and docents in the stewardship of cultural resources. This includes creating an internal document that identifies sensitive cultural resources in each park and alerts staff of any specific management needs or requirements.

- Develop stewardship messages as part of interpretation of each park.

- Create specific interpretive programs and products to address specific cultural resource management concerns.

- Explore funding sources to aid in the development of a variety of stewardship education programs.

- Create field study opportunities and internships for K-12, undergraduate and graduate level students when appropriate.

- Involve the local community to determine what they believe is special about individual county parks or what they would like to see incorporate in the development of future parks (e.g., through written or online surveys, public meetings, etc.). Encourage them to watch for vandalism, relic hunting, and other detrimental effects while in the parks.

- Partner with organizations with similar missions to share educational resources and learn about their strategies.

V. CULTURAL RESOURCE TYPES

ARCHAEOLOGICAL SITES AND DISTRICTS

DEFINITION

Archaeology is the scientific study of past human cultures (prehistoric and historic) through excavation and the study of artifacts, cultural features (hearths, foundations, etc.), and soil layers containing evidence of past human life and activities. Archaeology provides information on groups and peoples who are either under represented or not represented in written record. For example, prehistoric peoples left no written records, thus by studying and understanding the evidence they left behind, archaeology can tell their story through the study of artifacts, cultural features, and datable remains. Another instance where archaeology is useful is with enslaved African Americans, as they generally did not leave written records and are not often discussed in any detail in period diaries, journals, or histories. They also did not leave wills, probate inventories, or other legal documents, though some history was passed down orally. In this instance, archaeology can provide a greater understanding of parts of their heritage that has been lost through time. For everyone, it can flesh out the details of everyday living.

An archaeological site is a location that displays evidence of past human use or occupation and can include sites such as a prehistoric temporary camp, a prehistoric village, an Indian mound, a plantation house or slave village, rice dikes, outbuildings or special use areas, battlefields, military earthworks, and shipwrecks. In addition, cemeteries are sometimes considered as archaeological sites, although these will be discussed herein as a different resource-type. Archaeological districts are a group of related sites and are typically defined as such because collectively, they are considered a significant resource. When listed on the NRHP, sometimes these sites are considered a Multiple Properties Listing, since they can be a disconnected and dispersed group of resources that fall within a theme, such as rice agriculture, for example.

SURVEY AND EVALUATION

The goal of an archaeological survey is to locate sites and delineate their boundaries. In addition, the survey attempts to determine which sites may be significant. A survey consists of systematic shovel testing of a property, usually using a 30-meter (100-ft.) grid. In poorly drained areas or areas believed to have a low potential for archaeological resources, a larger
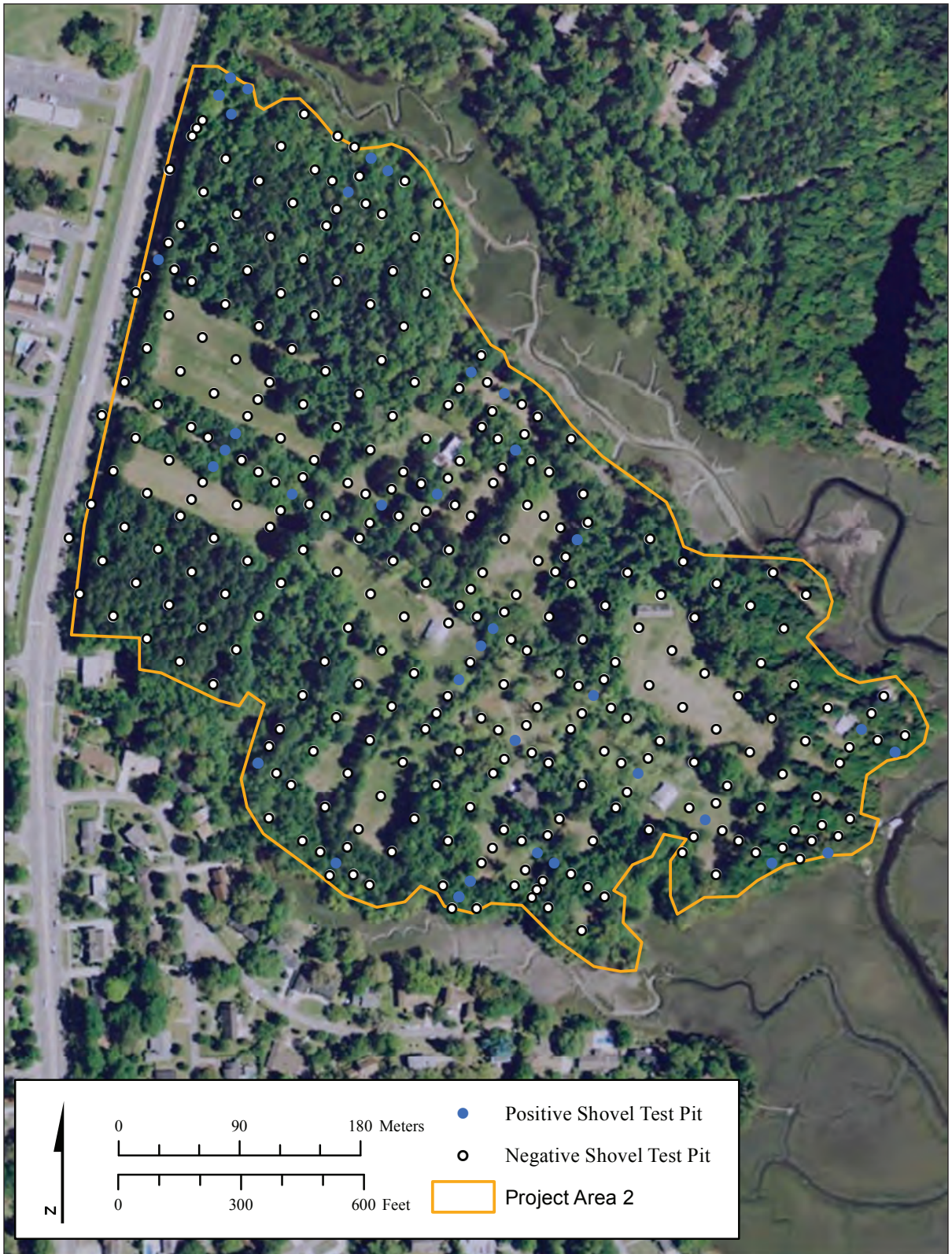
Shovel Test Survey Map of Old Towne Creek Future Park.
Source: USDA NAIP Imagery (2009).

Scale legend:
0 — 90 — 180 Meters
0 — 300 — 600 Feet

● Positive Shovel Test Pit
○ Negative Shovel Test Pit
▭ Project Area 2

shovel test interval is used or shovel tests are judgmentally excavated. When artifacts are found in shovel tests, shorter interval shovel tests (15 or 10 meters) are used to obtain a larger artifact sample and to delineate the boundaries of the site, which is determined upon the excavation to two negative shovel tests in any direction. These shorter interval tests are typically excavated in four cardinal directions (a cruciform) or on a grid.

Given the level of work performed during a survey, a definitive opinion of National Register eligibility is often not possible and further testing is necessary to determine the physical integrity of the site and to identify important research questions the site may be able to address. Testing may include additional shovel testing, followed by the excavation of test units that are one meter or larger in size, remote sensing (to assist in locating subsurface features and structures in a way that is less destructive than test unit excavation), and perhaps some limited mechanical stripping.

If the site is historic, additional historical research will be undertaken as part of testing in order to provide a better context for site evaluation. If the site is prehistoric, a more in-depth cultural context will be developed as a part of the testing report. In both instances, the context will be used to identify data gaps and important research questions in order to determine if the site meets one or more of the criteria for NRHP eligibility. The goal of the testing is to achieve a definitive opinion of a site's National Register eligibility. Alternatively, unevaluated sites can simply be preserved in place, if there are no plans for development at the site location.

It should be noted there might be archaeological resources that are not eligible but have public significance. For example, such a site could consist of the remnants of a Civil War earthwork that is partially destroyed and/or has been subjected to relic hunter activity and retains little archaeological integrity or research potential (Criterion D of the NRHP). The site would also not meet other NRHP criteria. Sites with public significance should be considered important and treated accordingly.

Strategies

- Determine a protocol for archaeological survey of parklands.

- Consider and include the cost of archaeological survey during discussions regarding land acquisition.

- Prioritize which parks have archaeological sites that will be adversely affected by park development and need to be evaluated. Create a testing program to definitively address their evaluation.

- Conduct archaeological surveys on remaining unsurveyed parklands using state guidelines.

PROTECTION AND TREATMENT

For archaeological resources that are eligible for inclusion in the NRHP or have public value, efforts should be made to ensure their preservation and protection. All prudent and feasible alternatives should be explored to avoid adverse effects to significant sites. In many instances passive use of site areas is acceptable. However, in instances where adverse effects to a significant site cannot be avoided, archaeological data recovery excavations and public outreach will be needed. Prior to conducting data recovery excavations, a research-oriented data recovery plan must be established to direct the fieldwork. If the excavations are performed as part of Federal permitting, the data recovery plan will be included as part of a Memorandum of Agreement (MOA) which lays out the stipulations of an understanding between all parties to obtain a positive cooperative effort. As previously noted, some appropriate means of public outreach is also typically included.

It should be noted that in some instances creative mitigation can be used (or even desirable) instead of data recovery excavations. Although, there are many ways to creatively mitigate an archaeological site, one way might be to create a evaluative context report for similar resources identified in the future. These contexts provide a better framework for evaluating National Register eligibility by identifying research gaps and important research questions.

As part of this CRMP, a GIS database of all recorded cultural resources on park property is included. This database provides information on resources that should be protected or preserved or, if adverse effects cannot be avoided, mitigated.

Strategies

- Provide access to the GIS database to parties involved in park planning and development.

- Update the GIS database as new cultural resources are identified.

- Create procedures for the development of research designs to establish mitigation plans for sites that will be adversely affected by park development or are threatened by erosion, looting, and other factors.

- Create a monitoring plan for significant or unassessed archaeological sites to identify preservation issues, such as active erosion and active looting.

- Follow the provisions of the Native American Graves Protection and Repatriation Act should any Native American graves, funerary objects, sacred objects, and objects of cultural patrimony be discovered on park property during archaeological projects.

INTERPRETATION

The aim of interpreting archeology to the public at CCPRC is to provide a deeper understanding of the archaeological resources and the importance of archaeology at the site, thereby promoting local pride and good stewardship of those sites. As a part of park planning, interpretation of the park's archaeological resources must be included. The level of this interpretation will vary at each park depending on the types and significance of resources therein. Some parks currently contain NRHP-listed properties and NRHP-eligible sites, while others may not have significant sites or may have a number of small sites that are collectively significant. In either scenario, each park contains a unique and interesting cultural past. While archaeological excavation reports are often written for other members of the scientific community, archaeologists are now more sensitive to the need for public interpretation, not only to create allies in preservation and research, but also because of the collective ownership of history.

Strategies

- Encourage the dissemination of study results to the public through web pages, social networking pages, posters, public reports, and public presentations. In addition, encourage the dissemination of results through scholarly journal articles and presentations at professional conferences.

- Encourage public visitation to archaeological sites if visitation will not adversely affect the resource. When there are opportunities for site excavations, include a public interpretation component through site tours and other carefully controlled experiences. Hands-on public participation through archeological workshops and curriculum-based programs should be considered.

- Include the use of key artifacts in park exhibits to educate visitors about the archaeological heritage of the park if there are adequately secure locations with broad public access.

- In order to bring attention to the archaeology of the Charleston County park system, consider hosting primitive skills workshops or archaeology festivals where sufficient park infrastructure exists.

## HISTORIC BUILDINGS, STRUCTURES, AND DISTRICTS

DEFINITION

Using NRHP criteria, any building or structure greater than 50 years in age can be evaluated for its National Register eligibility. A "building" is defined as anything built to shelter human activity and includes houses, outbuildings, and commercial and industrial buildings. "Structures," on the other hand, do not shelter human activity, and examples include windmills, water towers, silos, bridges, and fences. A "historic district" is a geographical area or theme which possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development.

SURVEY AND EVALUATION

An architectural survey is intended to record and evaluate buildings and structures greater than 50 years in age. In the State of South Carolina, resources are recorded on an intensive survey card and are photographed. If a potential historic district exists, the architectural historian will produce a map showing district boundaries and will attempt to demonstrate the cohesiveness and historic "feel" of the proposed historic district through mapping, photography, and history. While architectural historians provide an opinion of NRHP eligibility, the SHPO provides the final determination of eligibility.

Historic buildings, structures, and districts are almost always evaluated under Criterion A (are associated with events that have made a significant contribution to the broad patterns of our history); Criterion B (are associated with the lives of persons significant in our past); or Criterion C (embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic value, or that represent a significant and distinguishable entity whose components may lack individual distinction). They must also demonstrate integrity of feel, design, place, materials, etc.
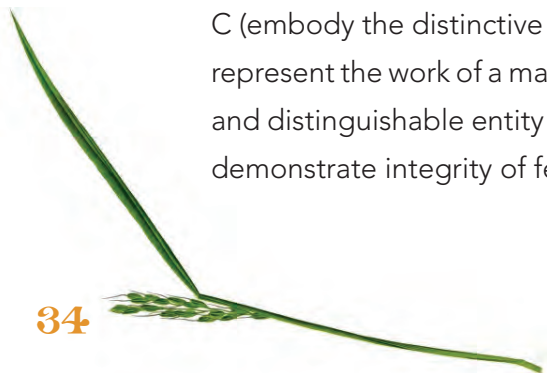
In many instances definitive opinions of eligibility can be provided at the survey level. However, some resources may require additional historical research in order to determine their significance.

Strategies

- Include survey of above ground resources (buildings, structures, and objects) in parklands.

- Obtain guidance on the evaluation of above-ground resources, which would include information on how to assess indirect effects (visual, audial, etc.).

- Include inventoried resources in the CRMP GIS database.

- Create a prioritized list of properties that should be nominated to the NRHP.

(Left) 1990 HABS Photograph of the McLeod Plantation House.

(Below) McLeod Plantation Slave Row Prior to Preservation Efforts.

CCPRC should consider using policy guidelines established by the National Trust for Historic Preservation and the Secretary of the Interior's Standards and Guidelines for the Protection and Treatment of Historic Properties. The four potential treatments are described below in order of preference. The NPS recommends reconstruction as a last resort and only to meet management objectives. The NPS requires NPS Director approval for this treatment.

Preservation is defined as the act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project.

Rehabilitation is defined as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical or cultural values.

Restoration is defined as the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project.

Reconstruction is defined as the act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location. As previously mentioned, reconstruction should only be used as a last resort.

There are instances where park plans will have adverse effects on historic buildings/structures. In the case of visual effects, efforts should be taken to minimize or negate these effects through efforts such as planting of a vegetative screen or maintenance of a wooded buffer. Such screening or buffering can also help to minimize any increased sounds. If there are direct effects, these effects should be mitigated through HABS/HAER recordation.
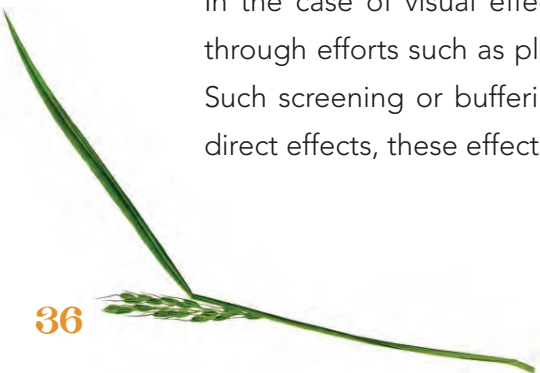
Strategies

- Follow the Secretary of the Interior's Standards for Rehabilitation and Standards for the Treatment of Historic Properties for the care of NRHP-eligible buildings, structures, and objects.

- Develop a prioritized list of buildings and structures that should be subjected to Historic Structures Reports. Implement Historic Structures Reports as funding is available.

- Ensure that improvements do not endanger historic structures from improper use.

- Determine and ensure the most appropriate and sensitive application of the Americans with Disabilities Act on historic properties to both provide access and preserve the integrity of historic properties.

- Provide training for appropriate personnel regarding the treatment and maintenance of historic buildings and structures.

- Conduct annual facility assessment reports and request funding to perform required maintenance activities.

- Explore the possibility of obtaining tax credits or state grants for historic properties.

- If construction activities will adversely affect NRHP-eligible or -listed properties and avoidance is not feasible, mitigate effects through HABS/HAER documentation. There may be other methods of mitigation that can be negotiated with the SHPO.

- Seek and set aside funding for the protection and treatment of historic buildings, structures, and objects.

INTERPRETATION

Interpretation of historic buildings and structures can include both personal and non-personal interpretive techniques. Personal Interpretation of historic resources can include tours, impromptu programs, pre-registered programs, and first person or third person living history programs. Non-personal interpretation can include exhibits, mobile device tours, interpretive brochures, website-based applications, waysides, and signage. It is important to consider the historical importance of the buildings and structures, their type (to avoid duplicate interpretation of similar resources at other parks), condition, treatment recommendations,

infrastructure limitations, determination of appropriate public access, staffing needs, costs, and other factors when determining appropriate interpretation.

Strategies

- Elevate public awareness and stewardship through the interpretation of historic resources in staffed and unstaffed parks using the interpretive approaches listed above.

- Integrate staff interpreters and interpretive master planners into pertinent phases of master planning since changes in building locations, building design, electrical capabilities, and other design elements can greatly affect the delivery of both personal and non-personal interpretation.

- Although reconstruction is not generally a recommended treatment, consider reconstructing historic resources that are imperative to their interpretation, if there are no other alternatives. Any reconstruction should be based on exhaustive historical and archaeological documentation and it must be made apparent to visitors that a reconstructed building is not original so that visitors do not confuse them with authentic historical structures.

- Conduct historical research and collect oral histories as an important and on-going part of CCPRC's approach to interpretation and resource stewardship.

CEMETERIES

DEFINITION

In Charleston County many cemeteries are not well marked. Many African American cemeteries contain graves that were unmarked or only marked with wooden markers that eventually decayed and disappeared. In later times, some graves were only marked with impermanent aluminum funeral home markers, while others had stone or masonry markers. The locations of graves, in many cases, are characterized by oval-shaped depressions typically oriented east-west. These depressions vary in distinctiveness, which makes determining the number of individuals buried there and the extent of the cemetery difficult. Other cemeteries are well-defined church graveyards or family cemeteries bordered by fences and walls. Most if not all, graves are marked with monumental stone or masonry markers. Since cemeteries are protected resources, knowing the boundaries of a cemetery is very important. In addition,

as family lands passed out of family hands, family cemeteries often fell out of use and went into disrepair, and at some point were forgotten about. There are many cemeteries that are undocumented and unknown.

Cook's Old Field Cemetery Located in Outparcel of Rifle Range Road Future Park

All cemeteries provide a story about the local culture and history. Ethnicity is often evident. For instance, African American cemeteries often contain impermanently marked or unmarked graves; some contain grave goods on the surface. Religious affiliation is sometimes evident as might be indicated by a cross or Star of David. The wealth and status, individually and collectively, can be indicated by the type of stone and elaborateness of the marker. Social affiliations or distinctions are often displayed, such as in Masonic symbols or mention of war service.

SURVEY AND EVALUATION

Cemeteries are typically identified and defined as archaeological resources recorded by archaeologists or aboveground resources under the evaluation of an architectural historian.

However, they have unique qualities since they contain human remains and are the focus of much emotional connection. While not all cemeteries are National Register eligible, there are laws that protect them from destruction and looting. Some cemetery locations can be found on published maps, on property plats, or have been recorded during countywide cemetery surveys or a cultural resource survey. However, there are many cemeteries that are not documented in any way. These are often only found during a systematic cultural resources survey.

In some instances, where markers have decayed and the cemetery has been abandoned for many years, determining the boundaries is not always simple. There are several methods that can be used to delineate cemeteries. However, it should be cautioned that they are not foolproof and typically cannot identify every grave. In wooded areas, mapping of grave depressions along with survey using a steel probe can be used to locate graves. This probe is systematically used at closer interval to compare soil compaction and locate possible graves. In more open areas, Ground Penetrating Radar is a more efficient and reliable way to locate subsurface features, such as unmarked graves.

Mapping and Ground Penetrating Radar of African-American Cemetery at Hampton Plantation State Park on the Santee River.

Cemeteries, like other cultural resources, are evaluated for their NRHP eligibility under the four basic National Register criteria. Cemeteries can also be eligible if they fall within one of the Criteria Considerations. These considerations are published in National Register Bulletin 41: *Guidelines for Evaluating and Registering Cemeteries and Burial Places.*

Strategies

- Identify cemeteries during archaeological and architectural surveys on park properties. On unsurveyed properties, contact previous owners and neighbors to help identify unrecorded cemeteries that are locally known, but not recorded.

- Place cemetery locations in the CRMP GIS.

- Gather historic maps and plats that show the locations of cemeteries on unsurveyed park lands.

PROTECTION AND TREATMENT

As previously mentioned, regardless of National Register eligibility, cemeteries are protected under state law. In order to adequately protect a cemetery, it is important to know its extent so that all graves can be considered in a management plan.

There are many threats to cemeteries including vandalism; relic hunting; natural forces such as erosion and tree falls; and human forces such as development and agriculture. Vandalism usually consists of a spontaneous, thoughtless act, while relic hunting is a planned activity for the purpose of collecting artifacts or human bones. For example, grave goods are sometimes left on African American graves. In many cases, these items are associated with water (shells, pitchers, jugs, vases, etc.). They are thought to reveal a link to the Bakongo belief that the spirits pass through a watery world in their journey to the afterlife. These may be interpreted by people who are unaware of this tradition as litter or items free for the taking, which may result in their removal. It may be desirable to get community participation in supervised cemetery cleanings, which can provide an opportunity to educate people about leaving grave goods in place, identifying ornamental plantings, and other cemetery elements during cleanings.

The willful destruction of graves is covered under South Carolina Code of Law 16-17-600, Destruction of Graves and Graveyards. Relic hunting is also covered under South Carolina law (Trespasses and Unlawful Use of Property of Others Law, 16-11-780, South Carolina Code of Laws).

African-American Grave with Grave Goods; Grave of Hackless Jenkins, 1878-1928 by Doris Ulmann in 1933.

In the case of natural erosion such as riverbank erosion or tree falls, bank stabilization or ground repair can damage or destroy graves. In addition, simple weathering can damage tomb stones.

Cemeteries can also be damaged or destroyed by development, particularly when there is little to no aboveground evidence of a cemetery. Agriculture has also been known to damage cemeteries, particularly when the perimeter is not clearly marked.

Cemeteries in parklands should be identified and delineated so that they can be properly managed. Since boundaries may not be definitively determined, preservation buffers can be used to protect unmarked graves along the perimeter. Remote sensing can also be used to more accurately define cemetery boundaries, particularly in lightly vegetated areas. It would be prudent to have the boundary and any buffer surveyed and included on plats. It may also be desirable to mark them on the ground so that they are not inadvertently damaged during park maintenance activities.

In addition, the condition of a cemetery should be assessed, including the repair of broken monuments and markers, cleaning of stones, recordation of any grave goods, and removal

of non-cemetery plantings and downed trees. In addition, a complete inventory of graves and markers, including grave goods, should be made in case some disappear through decay, theft, or other means.

Strategies

- Clearly delineate and mark the boundaries of known cemeteries. Create a 50-foot buffer for added protection.

- Ensure that known cemeteries are protected during park development. Protection can include temporary fencing in order to prevent construction equipment from inadvertently damaging graves.

- Determine what kind of security can be provided for cemeteries that will be known to the public.

- Include cemeteries on property plats.

- Assess the condition of the cemetery to include the need for stone/monument repair, stone/monument cleaning, grave good recordation, and the condition of ornamental plantings.

- Inventory graves, grave goods, and markers.

- Provide training to park maintenance staff who work with cemeteries to instruct them on identifying coffin hardware and human bones that may be brought to the surface by animals, looting, or natural forces (erosion and tree throws). Create a protocol on what to do when such items are found.

- Ensure staff members charged with maintaining cemeteries utilize appropriate training, tools, and best management practices to avoid damaging graves, markers, and other cemetery resources.

INTERPRETATION

As mentioned earlier, cemeteries provide a story about local culture and history. Like other cultural resources, they should be considered for public interpretation. Each cemetery should be evaluated individually for its interpretive value and the appropriateness of providing access. However, access and interpretation is a sensitive matter. It is important that community groups

with ties to the cemetery, including descendant populations of those buried at a cemetery, are identified, and that interpretive staff obtain input on their desires about access and interpretation.

Interpretation could include discussion on who is buried there and their relationship, a discussion of any burial traditions displayed at the cemetery, stylistic attributes as related to ideology, and other topics. It is paramount to remember that any interpretation of cemeteries must be done with great sensitivity.

Strategies

- Establish criteria for determining whether interpretation is appropriate. Include cemetery stakeholders in this determination.

- Include cemeteries in the interpretation of the site but be sensitive since there are often descendants in the area. Depending upon the age of the graves, there may still be people who attended the funerals and know the interred personally.

- Create public awareness of cemetery protection through interpretation.

- Use interpretation to provide a more complex and in-depth understanding of cultural identities, religious and community values and ideas, and artistic trends.

CULTURAL LANDSCAPES

DEFINITION

Most historic properties have a cultural landscape component that adds to the significance of the resource. Excellent information on cultural landscapes planning, treatment, and management is provided in the NPS Preservation Brief 36 entitled *Protecting Cultural Landscapes: Planning, Treatment, and Management of Historic Landscapes* (Birnbaum 1994) and this information is summarized here. These landscapes can range in scale from thousands of acres of related farm fields to a small homestead with a yard of less than an acre. According to the NPS, a cultural landscape is defined as "a geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values" (Birnbaum 1994).

Rice Fields and Trunk from the South Carolina Lowcountry

Historic landscapes include residential gardens and community parks, scenic highways, rural communities, agricultural fields, institutional grounds, cemeteries, battlefields and zoological gardens. They are composed of a number of character-defining features, which individually or collectively contribute to the landscape's physical appearance as they have evolved over time. In addition to vegetation and topography, cultural landscapes may include water features, such as ponds, streams, and fountains; circulation features, such as roads, paths, steps, and walls; buildings; and furnishings, including fences, benches, lights and sculptural objects.

There are four general types of cultural landscapes, which are not mutually exclusive: historic designed landscapes, historic vernacular landscapes, historic sites, and ethnographic landscapes.

Historic Designed Landscape—a landscape that was consciously designed or laid out by a landscape architect, master gardener, architect, or horticulturist according to design principles, or an amateur gardener working in a recognized style or tradition. The landscape may be associated with a significant person(s), trend, or event in landscape architecture; or illustrate an important development in the theory and practice of landscape architecture. Aesthetic values play a significant role in designed landscapes. Examples include parks, campuses, and estates.

Oak Allee at Laurel Hill Plantation

Historic Vernacular Landscape—a landscape that evolved through use by the people whose activities or occupancy shaped that landscape. Through social or cultural attitudes of an individual, family or a community, the landscape reflects the physical, biological, and cultural character of those everyday lives. Function plays a significant role in vernacular landscapes. They can be a single property such as a farm or a collection of properties such as a district of historic farms along a river valley. Examples include rural villages, industrial complexes, and agricultural landscapes.

Historic Site—a landscape significant for its association with a historic event, activity, or person. Examples include battlefields and president's house properties.

Ethnographic Landscape—a landscape containing a variety of natural and cultural resources that associated people define as heritage resources. Examples are contemporary settlements, religious sacred sites and massive geological structures. Small plant communities, animals, subsistence and ceremonial grounds are often components.

Almost every historic property has a landscape component (NPS Technical Brief 36). In the context of Charleston County, a historic landscape could include components such as rice dikes and fields, oak allees, and old farm road networks. Ethnographic landscapes could be cultural

Gullah Basket Weavers Harvest Sweetgrass to use in Their Basketmaking.
Photo Courtesy of Richard Ellis Photography.

and natural resources associated with the Gullah community such as areas where bulrush and sweetgrass was traditionally collected as part of the Sweetgrass basket making industry.

TCPs can fall under the category of Cultural Landscapes. A TCP is generally defined as one that is eligible for inclusion in the National Register because of its association with cultural practices or beliefs of a living community that (a) are rooted in that community's history and (b) are important in maintaining the continuing cultural identity of the community (Parker and King 1998).

IDENTIFICATION AND EVALUATION

Preservation planning involving cultural landscapes generally includes the following steps: historical research; inventory and documentation of existing conditions; site analysis and evaluation of integrity and significance; development of a cultural landscape preservation approach and treatment plan; development of a cultural landscape management plan and management philosophy; the development of a strategy for ongoing maintenance; and preparation of a record of treatment and future research recommendations.

NPS Technical Brief 38 outlines the steps involved in the identification and evaluation of cultural landscapes, which results in a Cultural Landscape Report (CLR). These steps include:

- Historical research in order to identify a landscape's historic period(s) of ownership, occupancy and development, and bring greater understanding of the associations and characteristics that make the landscape or history significant.

- Preparation of Period Plans to discuss how the landscape evolved through time.

- Inventorying and Documenting Existing Conditions. Although there are several ways to inventory and document a landscape, the goal is to create a baseline from a detailed record of the landscape and its features as they exist at the present (considering seasonal variations). Each landscape inventory should address issues of boundary delineation, documentation methodologies and techniques, the limitations of the inventory, and the scope of inventory efforts.

- Prepare Existing Conditions Plan. Once the research and the documentation of existing conditions have been completed, a foundation is in place to analyze the landscape's continuity and change, determine its significance, assess its integrity, and place it within the historic context of similar landscapes.

- Reading the Landscape using on the ground evidence and aerial photography.

- Historic Plant Inventory. Within cultural landscapes, plants may have historical or botanical significance. A plant may have been associated with a historic figure or event or be part of a notable landscape design.

- Site Analysis: Evaluating Integrity and Significance. By analyzing the landscape, its change over time can be understood. This may be accomplished by overlaying the various period plans with the existing conditions plan. Based on these findings, individual features may be attributed to the particular period when they were introduced, and the various periods when they were present. It is during this step that the *historic significance* of the landscape component of a historic property and its integrity are determined.

For TCPs, they are typically eligible under National Register Criterion A (association with events and broad patterns of history) although they can be eligible under other criteria. The likelihood that such properties may be present can be reliably assessed only on the basis of background knowledge of the area's history, ethnography, and contemporary society developed through preservation planning. Evaluations should use the TCP guidance published by the NPS.

Strategies

- Follow the guidelines provided in NPS Technical Brief 36 entitled Protecting Cultural Landscapes: Planning, Treatment, and Management of Historic Landscapes

- Identify and evaluate potential TCPs using NPS Bulletin 38 *Guidelines for Evaluating and Documenting Traditional Cultural Properties.*

PROTECTION AND TREATMENT

There are a number of practical and philosophical factors that may influence the selection of a treatment for a landscape. These include the relative historic value of the property; the level of historic documentation; existing physical conditions; its historic significance and integrity; historic and proposed use (e.g. educational, interpretive, passive, active public, institutional or private); long-and short-term objectives; operational and code requirements (e.g. accessibility, fire, security); costs associated with prescribed burns, mowing, or other practices required to keep the historical landscape ecologically healthy or preserved in an arrested

state of succession; and costs for anticipated capital improvement, staffing and maintenance. The value of any significant archaeological and natural resources should also be considered in the decision-making process. Therefore, a cultural landscape's preservation plan and the treatment selected will consider a broad array of dynamic and inter-related considerations. It will often take the form of a plan with detailed guidelines or specifications.

The overall historic preservation approach and treatment approach can ensure the proper retention, care, and repair of landscapes and their inherent features. In short, the *The Secretary of the Interior's Standards for the Treatment of Historic Properties* acts as a preservation and management tool for cultural landscapes. These were previously discussed under Historic Buildings, Structures, and Districts.

In the case of TCPs, the level of effort needed depends on the type of project. Generally speaking, the rehabilitation of historic buildings might have relatively little potential for effect on such properties. Similarly, general land management activities might have little effect. However, if that activity involves an area or a kind of resource that has high significance to a traditional group, the potential for effect is high.

Some counties or cities have ordinances that protect large historic trees, often called "heritage" or "landmark" trees. In many instances, these trees are part of the built landscape of a historic site. Large historic trees should be preserved as part of the cultural and natural landscape. There is no simple definition as to what qualifies as a "heritage" or "landmark" tree since diameter at breast height (4.5 feet above ground) will vary by species. In addition, there are other variables, such as spread, height, age, and historic significance that may also be considered in conjunction with diameter. A trained arborist will be able to determine if a tree qualifies as a "heritage" or "landmark" tree.

Strategies

- Follow the Secretary of the Interior's Standards for the Treatment of Historic Properties to guide the preservation and management of cultural landscapes.

- Evaluate the effects a project will have on any TCPs and determine ways to make park development compatible with the TCP. This must be determined in coordination with the group that values the TCP.

- Create guidelines and measures for the protection of large and historic trees.
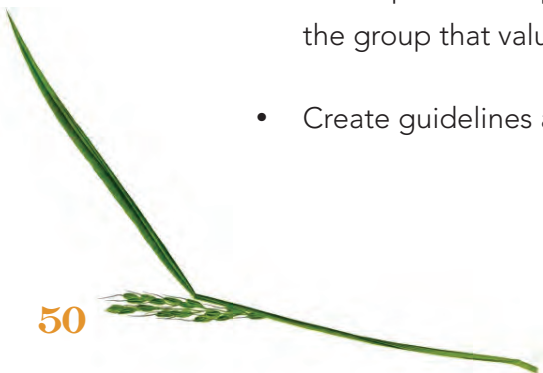
INTERPRETATION

Landscape interpretation is the process of providing the visitor with tools to experience the landscape as it existed during its period of significance, or as it evolved to its present state. These tools may vary widely, from a focus on existing features to the addition of interpretive elements. These could include exhibits, self-guided brochures, or a new representation of a lost feature. The nature of the cultural landscape, especially its level of significance, integrity, and the type of visitation anticipated may frame the interpretive approach. Landscape interpretation may be closely linked to the integrity and condition of the landscape, and therefore, its ability to convey the historic character and character-defining features of the past. If a landscape has high integrity, the interpretive approach may be to direct visitors to surviving historic features without introducing obtrusive interpretive devices, such as free-standing signs. For landscapes with a diminished integrity where limited or no fabric remains, the interpretive emphasis may be on using extant features and visual aids (e.g., markers, photographs, etc.) to help visitors visualize the resource as it existed in the past. The primary goal in these situations is to educate the visitor about the landscape's historic themes, associations and lost character-defining features or broader historical, social, and physical landscape contexts. Use the existing habitat to interpret evidence of landscape change over time and how cultural history influences the landscape and how natural history influences cultural history.

Strategies

- Use personal and non-personal interpretation to highlight and explain significant existing landscape features.

- Use visual aids to assist visitors in visualizing the past landscape and its meaning within the larger surrounding landscape.

- If they would not have adverse impacts on the resource, use guided tours through historical landscapes to provide immersive experiences for visitors.

- Develop an inventory of plants once used on the property to assist in the reconstruction of gardens and plantings to the period of significance for the property. This can be assisted using pollen analysis and historical research.

- Use archaeology or remote sensing to help interpret and reconstruct hardscapes, such as garden paths or walkways, and other landscape infrastructure.

- Identify ways to integrate natural history interpretation with cultural history interpretation.

MUSEUM OBJECTS, COLLECTIONS, AND ARTIFACTS

According to the NPS, a museum object is a material thing possessing functional, aesthetic, cultural, symbolic, and/or scientific value, usually movable by nature or design. Museum objects include prehistoric and historic objects, artifacts, works of art, archival material, and natural history specimens that are part of a museum collection. Structural components may be designated museum objects when removed from their associated structures.

As noted above, artifacts fall within the overall category of museum objects. However, they do have their own definition. Essentially, an artifact is an object or remains of an object made or modified by a human being, typically an item of cultural or historical interest and is characteristic of an earlier time or cultural stage. It is usually an object recovered during an archaeological study.

Collections include not only artifacts and other museum objects, but associated documents for those items. For an archaeological site, a collection would consist not only of artifacts, but also field notes, photographs, sketch maps, and other items created or collected as part of the research. Collections can consist of associated materials, such as multiple related museum objects and their documentation. Collections can also consist of a type collection – for instance, a type collection of unprovenienced artifacts that lab staff can use for comparative purposes to help identify artifacts, or that interpreters can use for field classes.

CURATION

Museum objects, artifacts, and collections must be properly curated. Curation is to organize and maintain collections for storage and future study. There are a number of curatorial facilities across South Carolina; however, most of them curate only certain types of collections or curate for a particular State Agency or for a specific geographical regions. The reasons for this are often because storage space and staffing is limited. Therefore, they must be selective about what they curate.

The biggest curatorial facility for archaeological collections is the SCIAA at the University of South Carolina. Pursuant to South Carolina Code of Laws 60-13-210, the Director of SCIAA is responsible to the state for curating the archaeological collections of the state. Archaeological collections are curated, maintained, and should be accessible for the purposes of education, research, cultural use and heritage preservation, and display. SCIAA also accepts

A: Colonoware, B: Gun Flint, Chert, C. Astbry, D. Slipware, E. Stoneware Bottleneck Fragment, F: Clay Pipe Bowl, "TD" Stamp, G: Connecticut Copper Coin, 1785-88, H: Porter Military Academy Brass Button.

archaeological collections from individuals, organizations, agencies, and private corporations whose collections meet minimum standards regarding condition and completeness.

SCIAA accepts archaeological collections from archaeological contexts located within the geographic borders of South Carolina. Any archaeologically recovered materials, recovered from terrestrial or underwater surfaces and sub-surfaces are usually accepted. SCIAA does not normally curate collections from archaeological contexts outside of South Carolina. Under special circumstances and for the benefit of research pertaining to South Carolina prehistory or history, SCIAA may temporarily house artifacts from other states. SCIAA does not curate items, artifacts, or objects from non-archaeological contexts.

The Charleston Museum also curates artifact collections. However, they typically only take collections from within the city limits and only those that are not duplicated by similar collections within their facility.

All current collections need to be curated. In addition, the location of currently curated collections should be determined. Currently, there are two primary sources of collections at CCPRC: items recovered during archeological study and items that transfer to CCPRC as part of a property purchase. CCPRC does not curate its own archaeological collections. However, a formal collections policy should be developed and a determination made on whether CCPRC will pursue items through other methods of acquisition. A deaccessioning policy of items under the possession of CCPRC should also be developed.

Curatorial facilities typically require unstable artifacts or other items to be stabilized prior to receiving the collection. However, it is recommended that items containing a high research or interpretive value undergo conservation. Stabilization and conservation have different goals. Stabilization is the process of reducing the deterioration of artifacts by controlling the environments in which the artifacts are kept. The goal of stabilization is to remove any agents that are responsible for artifact deterioration from the surface of the artifact (by means of a curator cleaning it) and placing the artifact in as close to an inert micro-environment as possible to impede further degradation. Stabilization is not specifically designed to stop artifact degradation, rather its goal is to greatly slow down the process. Conservation focuses on actions taken to make the artifact, not the environment, more inert to continued or future degradation. These steps include the alteration of an artifact's surface, internal structure, or chemistry to hamper or retard damage. Like stabilization, some artifact degradation cannot be stopped, but conservation can greatly slow down its progress. Conservation is frequently done in conjunction with restoration (replacement of lost materials) and stabilization.
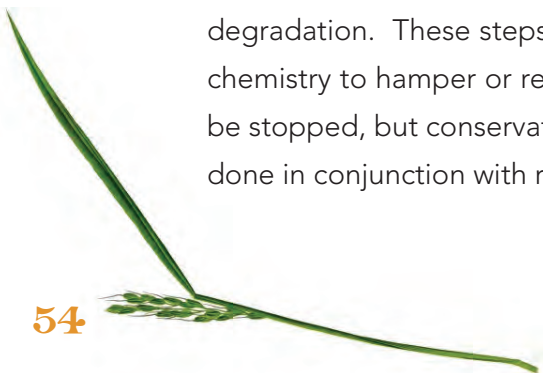
CCPRC should determine what items currently held are in need of conservation, and create a prioritized list based on interpretation needs and budget. CCPRC should also request that future cultural resource survey reports provide a list of artifacts where conservation is recommended.

Strategies

- Develop a collections policy for CCPRC.

- Develop a deaccessioning policy of items under the possession of CCPRC.

- Develop a process for the acceptance of donated items.

- Develop a process for loaning collections.

- Determine the location of currently curated collections and collections requiring curation.

- Determine the cost of curating uncurated collections and allocate necessary funding.

- Research the potential to submit artifact catalogs, field data, cultural resources reports, historic photos, historical documents, and other items/collections to digital archives such as tDAR (the Digital Archaeological Record), DAACS (Digital Archaeological Archive of Comparative Slavery), the Lowcountry Digital Library, and other repositories as appropriate in order to provide greater access to researchers and to the public.

- Partner with sites that have the ability to curate and digitize collections.

- Determine what currently held items require conservation and create a prioritized list.

- Request that future archaeological survey report artifact catalogs provide a list of items recommended for conservation.

DOCUMENTATION

Documentation includes items gathered or created when working on a specific project. They can include cultural resource reports, historic structures reports, cultural landscape reports, historical research, legal documents, interpretive plans, land development studies, or other items. Items can include reports, photographs, oral histories, survey forms, maps, and inventories. Collections should be digitized and placed in a central location (such as the

server used by CCPRC) so that collections can be researched and easily used. CCPRC should also track items that are on loan or are loan to other organizations.

Strategies

- Collect copies of all documents associated with park projects.

- Digitize all documents and place them on the CCPRC server.

- Track items on-loan and items loaned out.

EXHIBIT AND DISPLAY

When desirable, CCPRC should include a variety of item types in interpretive exhibits and display in order to provide a fuller sense of a park's history. Although the majority of artifacts recovered during archaeological investigations are not museum quality, artifact exhibits show the public that the value of an object is not in its being an intact example, but in its interpretive value about the people and events surrounding an archaeological site. Displays can be set up in instances where there are welcome centers or interpretive centers, or can be set up at a park headquarters. There may be other locations within the park where exhibits can be set up. It may also be desirable to have displays at county or city visitor centers.

Displayed historical documents such as diaries, ledgers, maps, and photographs can enhance the public understanding of a park's history. In addition, museum objects such as period furniture or paintings can visually provide the visitors with a sense of what it may have been like to have lived at that location during the period of significance. Collectively, all of these items could be presented as part of an online museum.

Strategies

- Create a web-based museum that displays artifacts, documents, and objects associated with the history and prehistory of each park. This may be hosted on the Lowcountry Digital Library site or some similar site.

- Develop a list of locations where exhibits can be placed and prioritize that list.

ETHNOGRAPHIC RESOURCES

DEFINITION

Ethnographic resources are landscapes, objects, plants and animals, or sites and structures that are important to a people's sense of purpose or way of life. In other words, ethnographic resources are understood from the viewpoint of peoples or groups for which they have a special importance that may be different from that enjoyed by the public. As such, ethnographic resources could be significant as TCPs or elements of TCPs, since these resources are tied to traditions – beliefs, customs, and practices of a living community.

Landscapes – Landscapes can be used to teach beliefs, traditions, and history to new generations through legends or other stories. For instance, plantation landscapes evoke different memories and emotions among different peoples.

Objects – Objects related to particular cultural groups can reside in park collections. Ethnographers help interpret them in park exhibits, brochures, and other media.

Plants and Animals – Locals, for instance, the Gullah or perhaps those involved in the McClellanville fishing industry, may have knowledge about plants and animals historically gathered. This information offers insight into park ecology and traditional ways of life and serves as an aid to protecting both.

Sites and Structures – Structures or locations may be integral to a shared way of life or purpose. Presenting this information to the public can heighten awareness of these meanings and tie them both to the sense of history and to the modern-day life of park neighbors and others associated with these resources.

RESOURCE IDENTIFICATION AND DOCUMENTATION

Ethnographic resources can be identified through literature reviews and limited field research. Many traditional resources can be found in a landscape since it contains a variety of natural and cultural resources that associated people define as heritage resources. Examples are contemporary settlements, religious sacred sites, and massive geological structures. Small plant communities, animals, subsistence and ceremonial grounds are often components.

Recommendations provided in National Register Bulletin 38 *Guidelines for Evaluating and Documenting Traditional Cultural Properties*, can be useful in documenting resources that

are encountered. Generally, documentation should consist of a presentation of gathered information regarding a particular resource or cultural practice. These can include historical and modern day accounts, oral interviews, and observations that describe a behavior, belief, or knowledge about a resource or practice.

Strategies

- Gather literature documenting communities that have traditionally occupied areas in and around Charleston County parks.

- Gather literature on traditional practices and beliefs.

- Collect existing oral histories and gather additional oral histories using professional oral historians.

- As part of landscape studies and cultural resource surveys, consider the traditional significance of identified resources.

INTERPRETATION

Interpreting ethnographic resources to the public can be an interesting endeavor since the audience culture is usually not the same as the subject culture. In addition, there may be two groups that value the same resource, but from different perspectives. For instance, the black and white population of the Charleston area may often have different interpretations of a traditional practice or resource they both value. Therefore, to understand the full picture, perspectives of all involved cultures should be presented. This will educate the public about the complexity of history and culture.
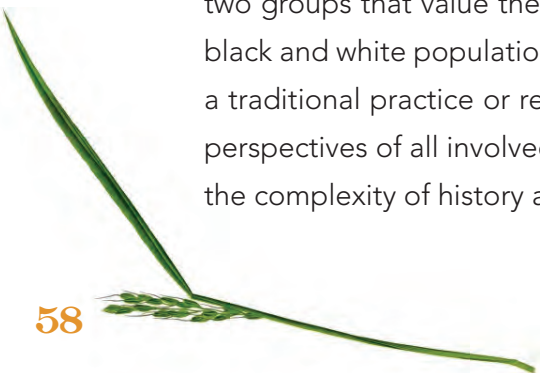
Strategies

- Through interpretation, the cultural values attached to ethnographic resources (natural elements, landscapes, structures, and objects) should be presented.

- In instances where there are multiple cultures placing value on an ethnographic resource, all perspectives should be consulted, presented, and compared.

- During park tours, either staffed or self-guided tours, guides and markers should point out the value of the ethnographic resources encountered or those needing discussion/presentation.

VI. human Impact on Cultural Resources

There are a number of impacts that human activities have on cultural resources. They include development, relic hunting and vandalism, human erosion, natural hazards, and human action disasters. In addition, past military activity has provided hazards through the potential of areas containing unexploded ordnance (UXO). While UXO is more of a hazard to those involved in ground disturbance (e.g. construction personnel, landscapers, and archaeologists), they can also damage archaeological resources.

DEVELOPMENT

Charleston County, like many coastal areas, has seen extensive development which has destroyed innumerable cultural resources and traditional places. It has also damaged viewsheds and caused pollution that can adversely affect architectural resources, grave markers, and other objects. Noise pollution can also compromise the experience of park visitors. Development also leads to an influx of people using county parks. Within the actual parks, some development will likely occur to include facilities such as welcome centers, bathrooms, walking paths, horse and bicycle trails, and other amenities.

Strategies

- Consider cultural resources and their potential interpretive value early in park planning.

- Work with county and municipal planners to form partnerships that will help protect parks from viewshed and noise intrusions.

RELIC HUNTING AND VANDALISM

Due to Charleston County's long and rich history, relic hunting has been a common problem, particularly on Civil War sites and at historic privies. In addition, cemeteries have been subjected to looting and vandalism. However, all site types are vulnerable to looting and vandalism. While there are laws regarding relic hunting and the vandalism of cemeteries, these incidents do happen.

Section 16-11-780 of the South Carolina Code of Law prohibits maliciously trespassing on posted state land or private property to discover, uncover, move, remove, or attempt to remove archaeological resources. Section 16-11-770 covers illegal graffiti vandalism, while the willful destruction of graves is covered under South Carolina Code of Law 16-17-600, Destruction of Graves and Graveyards.

Strategies

- Educate park visitors about the harmful effects of relic hunting and vandalism.

- Install notices to dissuade relic hunters such as postings about sensitive habitats/environments.

- Encourage community policing by providing directions on how to report relic hunting and vandalism.

- Establish park rules with clear consequences for anyone caught degrading or removing cultural resources from any county park site and communicate those rules effectively to the public.

HUMAN EROSION

Human erosion can have significant impact on cultural resources, particularly on fragile archaeological resources. A Civil War earthwork or remnants of fortification ditches would be examples of this site-type. Foot traffic can erode these features and measures must be taken to prevent or minimize the opportunity for this type of erosion. Archaeological sites might also be affected by water runoff caused by man-made impervious surfaces and channelized ditches. In addition, mountain bikes and equestrian trails can have similar effects as foot traffic.

In addition, park maintenance activities can damage archaeological resources. For instance, using heavy equipment (especially tracked equipment) can cause ruts in sites. Similarly, using low flotation (i.e. high psi) rubber-tired equipment can create compacted soil conditions. In addition, removing trees by the roots can cause significant damage.

Historic structures can also be affected by human erosion. The weight of office equipment and filing cabinets can have an adverse effect on the structural integrity of historic buildings that were not constructed to bear such a load.

Strategies

- When possible do not build trails through or over sensitive resources whose integrity is likely to be impacted by human erosion. When it is impossible to avoid building trails near or through sensitive resources, use construction methods and techniques that will minimize impacts.

- Use types of heavy equipment that have a low impact on archaeological sites and under appropriate weather conditions.

- When using historic structures for office or storage, carefully consider the placement of equipment in order to minimize impact.

- Develop standard procedures for the maintenance of historic sites that are based on best management practices (BMPs) for similar historic sites. Make sure appropriate staff are thoroughly trained in how to implement those BMPs.

GEOCACHING

With the advent of inexpensive GPS units and other GPS-enabled mobile devices, the hobby of geocaching has become very popular. Geocaching is essentially a treasure hunting game whereby players try to locate hidden containers called "geocaches." Typically, a geocache consists of a waterproof box containing a logbook where the geocacher enters the day that they found the cache and signs it with their established code name. The box is then placed back where it was found. Some larger boxes can also contain items for trading, which are usually small toys or trinkets of little value. Geocaching can be an educational tool since many caches are hidden near popular historic sites and many caches have information about that particular historic site. Participants also learn about the significance of geography and the landscape. This activity also teaches you how to follow directions by using coordinates, a compass and map. When geocaching is used for teaching, it can help students develop math and science skills.

Although there are wonderful educational aspects to geocaching, it also has the potential to damage cultural resources. For instance, some caches might be hidden beneath tombstones in cemeteries, or on sensitive archaeological sites or other historic properties. Because of their potential to cause damage, CCPRC should adopt specific guidelines on the placement of geocaches within their parks.

Strategies

- CCPRC should start its own geocaching program to better control the placement of the caches. CCPRC should not allow geocaches other than those created and placed by CCPRC.

- Develop official guidelines and protocols for the placement of geocaches on park property.

NATURAL HAZARD AND HUMAN ACTION DISASTER IMPACT

There are a number of natural hazard and human action threats to cultural resources. Natural hazards include flooding, tidal erosion, tornados, hurricanes, lightning strikes, and earthquakes. Terrorist threats should also be considered as a possible impact. In 2004, the Code of Federal Regulations was revised to address emergency situations for Federal historic properties, which could be used to guide CCPRC (36CFR800.12).
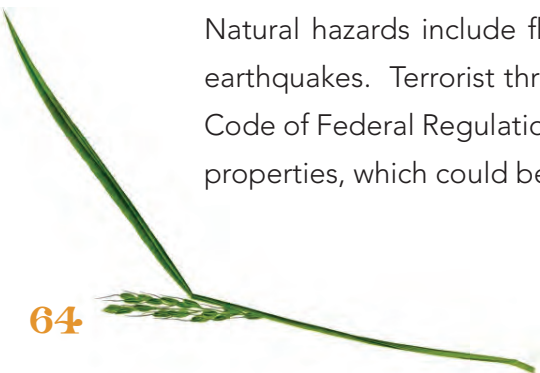
Strategies

- Review 36CFR800.12 Protection of Historic Properties: Emergency Situations. Establish criteria to identify resources that require special plans. Create and initiate emergency and disaster planning in order to avert adverse effects to cultural resources.

- Determine what disaster planning resources are needed and secure them.

UNEXPLODED ORDNANCE (UXO) HAZARDS

UXO is unexploded weapons such as bombs, bullets, shells, grenades, and mines that did not explode when they were employed and still pose a risk of detonation, potentially many years after they were used or discarded. Any areas that were once used for military training pose a potential hazard. In addition, UXO may be found on historic military sites. UXO is occasionally discovered during activities such as construction, landscaping, or during archaeological studies. Park visitors may inadvertently find UXO, for instance, when ordnance is found eroded out of a marsh bank. When this happens it is best to avoid the items altogether, and report them to local law enforcement authorities.

Strategies

- Create a list of areas with known previous military use and determine if any of these areas have the potential for UXO hazards.

- Create and regularly update specific protocols and contact information for park staff to use if UXO is found.

- Provide warnings to the public on the potential hazards of UXO, as well as information on whom to notify should they encounter UXO. Appropriate visuals should be provided that show what the possible UXO looks like. The Army uses a public education campaign called "Recognize, Retreat, Report" which could be used as a model.

VII. Updating the CRMP and GIS

As CCPRC obtains additional property and/or as they continue their cultural resource inventory of existing property, aspects of this CRMP will require updating. In addition, as new covenants or easements are created this information will need to be added. It is also possible that new laws affecting cultural resources will be enacted or existing laws are altered.

The simplest way of updating cultural resource information is to add the information on new properties and newly recorded resources to the GIS database associated with this CRMP as new surveys are completed.

The written text of the CRMP should be periodically revisited and revised as needed, perhaps at five-year intervals. It is likely that updates will be minor, if necessary at all. CCPRC should set benchmarks, not only to revise the text, but also to assess their progress in meeting the preservation goals herein.

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