

Guidelines for Historic and Archaeological Properties Survey Conducted for the Coastal Zone Management Program (CZMP)'s Coastal Zone Consistency Certification (CZC)

Introduction and Intent

The State Historic Preservation Office (SHPO) developed guidelines for collecting initial information regarding archaeological and historic sites, including historic buildings, structures, districts, objects, and archaeological sites that may be affected by potential development during the Coastal Zone Management Program (CZMP)'s Coastal Zone Consistency Certification (CZC). A Historic and Archaeological Properties Survey (HAPS) is a streamlined process designed to provide CZC certification applicants with the basic information necessary to assess a project area for significant archaeological and historic sites.

The SHPO recommends a HAPS if the project meets ONE of the following criteria:

- Project area is 30 acres or more
- Identified archaeological or historic sites within the project area
- Identified archaeological or historic sites within 0.25 miles of the project area, especially if direct or ancillary effects to the site is likely

The entity requesting a CZC certification will hire a consultant who meets the Secretary of the Interior's Professional Qualification Standards (36 CFR 61) in Archaeology, History, and/or Architectural History (as appropriate) to prepare a HAPS. Significant archaeological and historic sites are those buildings, structures, objects, sites, and districts that meet or appear to meet the eligibility criteria for inclusion in the National Register of Historic Places (NRHP) (36 CFR 60). These sites must be important in American history, architecture, archaeology, engineering, or culture and retain integrity of location, design, setting, materials, workmanship, feeling and association. A HAPS will contain background historical research on the project area, field work, and the summary report with eligibility recommendations.

A HAPS is designed to provide preliminary identification of significant archaeological and historic sites on or near the project area, or the geographic area in which an undertaking may directly or indirectly cause changes in the character or use of archaeological and historic sites, if such sites exist. A HAPS does not, however, provide a thorough and systematic archaeological survey of the project area. In some cases a HAPS may show that significant archaeological and historic sites are so unlikely to be present that there is no need for additional investigations. A HAPS may require evaluative testing to determine whether a site is significant and meets the criteria for listing in the NRHP.

The SHPO has developed the following guidelines to be used for conducting a HAPS. The results of the HAPS will be presented to the SHPO in a report that contains the information listed in the Summary Report section below.

Background Research

Background research shall include the project area as well as a 0.25-mile radius around it. The following sources, at a minimum, will be utilized as part of the background research:

- ArchSite database at the subscriber level
- Land use and historic maps of the project area (Mills' atlas; county road maps; topographic maps; historical soil maps, Sanborn maps, and historic aerial photographs, as appropriate). Cartographic surveys, or compilations of historic maps, are currently

available for Beaufort, Charleston, and Georgetown Counties from South Carolina Department of Archives and History (SCDAH);

- Current aerial photographs

If a search of the ArchSite database indicates that previously identified archaeological and historic sites are present, then the following additional sources of information will need to be reviewed, as appropriate:

- Archaeological site files at the South Carolina Institute of Archaeology and Anthropology (SCIAA)
- National Register of Historic Places files at SCDAH
- Statewide survey files at SCDAH

Previous Cultural Resources Surveys

If the project area or a portion of the project area was previously surveyed for cultural resources, the cultural resources survey reports may be submitted to the SHPO for their review with the conducted HAPS field work. In general, if the survey was completed in the past fifteen (15) years and meets the *South Carolina Standards and Guidelines for Archaeological Investigations* (2005), no additional survey will be necessary. If the previous survey is older than fifteen (15) years or is unable to be submitted to the SHPO for review, then a HAPS must be completed on the entire project area. The HAPS should include a discussion of the previous research as well as the findings of the new field work. If only a portion of the project area was surveyed, complete a HAPS for the remainder of the project area.

If the 0.25-mile radius around the project area contains previously surveyed above-ground properties that have been determined as not eligible for listing in the National Register of Historic Places, these properties do not need to be re-surveyed for the HAPS. Any above-ground properties determined to be eligible for listing in the National Register should be re-photographed and submitted with the HAPS.

Field Work

Conduct a reconnaissance of the project area and the area immediately adjacent to it to identify any buildings or structures that are 40 years of age or older and provide a brief description and photograph of each building or structure. This reconnaissance does not require an assessment of the building or structure to determine its significance. The reconnaissance should also include an assessment of the project area's physical condition and on-site soil characteristics, and an assessment of whether there are or are likely to be any significant archaeological and historic sites adjacent to the project area.

Shovel testing will be conducted in the project area to examine the likely presence or absence of significant archaeological resources and to identify areas that are not likely to contain significant archaeological resources. Additional examination should be conducted to determine the size and boundaries of any identified archaeological site and evaluate the significance of identified sites. No less than one shovel test per five acres of land shall be excavated, with a 20 shovel test minimum, as part of the field work. Shovel tests will be placed in both high and low probability areas based on current predicative models of archaeological site location, as well as on-site field conditions. Shovel testing and archaeological site delineation will follow the guidelines contained in the *South Carolina Standards and Guidelines for Archaeological Investigations* (2005).

All archaeological sites will be recorded with SCIAA. The SHPO will not accept HAPS reports without the appropriate archaeological state site numbers. If a previously identified archaeological site is revisited as part of the HAPS, then a revisit site form must be completed. Architectural state site numbers are not required for the HAPS; however, a photograph and brief description of each structure is required for the summary report.

Evaluating Eligibility of Sites

The South Carolina SHPO recommends that the term *potentially eligible* not be used in HAPS reports and documents. The SHPO requires that additional research be conducted to determine whether a site is significant or that more specific language such as “requires additional testing or research for eligibility” or “unevaluated, requires testing or research for eligibility” be used regarding these sites. This language should be applied until additional research and/or field evaluation can be completed to adequately assess eligibility as either “eligible” or “not eligible.” It is important for SHPO staff to have a solid assessment of eligibility as well as the documentation supporting that determination. The HAPS reports should provide specific eligibility recommendations and justifications that include detailed discussion of why the property could be significant within its historic context, which criteria it might meet, what types of questions may be asked, and what additional work needs to be conducted.

Summary Report

Prepare a summary report for review by the SHPO. Provide two hard copies and a pdf to the SHPO. If sites are identified, the South Carolina Institute of Archaeology and Anthropology (SCIAA) will also require copies. At a minimum, the report will include the following information:

- Project title
- Project location (include a 7.5-minute USGS topographic map and current aerial photograph indicating the project area boundaries)
- Personnel and dates of fieldwork
- Results of the background research, including representative historic maps depicting any archaeological and historic sites within the project area
- Field methods
 - Describe the areas/portions of the project area examined, including acreage, on-site soil characteristics, vegetation, surface visibility, and the techniques used for identifying archaeological and historic sites in each area (e.g., vehicular survey, pedestrian survey, shovel testing, evaluative testing, etc.).
 - Maps: Cartographic illustrations will depict previously recorded and newly identified archaeological and historic sites within the project area and a 0.25-mile radius around the project area boundaries. Areas that were shovel tested shall also be indicated. Maps shall include quad name, a north arrow (magnetic north, true north, or grid north), a map scale (e.g. 1:24,000), and a bar scale.
 - Photographs: Include representative photographs showing areas of disturbance, types of vegetation, and any newly identified archaeological and historic sites within or adjacent to the project area. One photograph of each building or structure more than 40 years old that is within or immediately adjacent to the project area is required.
- Summary of Results
 - Indicate the number of shovel tests or test units excavated for the entire project area and for each transect and/or area that was shovel tested in the description of field methods and on the maps.

- Provide a detailed description of all newly recorded archaeological and historic sites within or adjacent to the project area. Descriptions shall include an assessment of the resource's significance, including how the resource meets or does not meet the criteria for listing in the National Register of Historic Places.

Project Coordination

Once a HAPS is completed, the consultant will send the completed report, along with the DHEC-OCRM Project Review Form and appropriate attachments, to the SHPO for review. The SHPO will respond within thirty (30) days from the date of receipt of all required information. The SHPO will render an opinion as to whether identified resources meet the criteria for listing in the National Register of Historic Places (36 CFR 60) if there is sufficient information and agree or disagree with the provided recommendations for the treatment of historic and archaeological sites, including potential CZC certification conditions, if warranted. If the SHPO believes that the HAPS report does not meet the minimum requirements outlined, it will notify the consultant, in writing, of its objections. The SHPO may require the reissuance of the report if it does not meet HAPS guidelines.

Send a hard copy of the report along with a completed Project Review Form to the:

Review and Compliance Program
SC Department of Archives and History
8301 Parklane Rd.
Columbia, SC 29223

Faxed or e-mailed submissions will not be accepted.

Limitations

Completion of a HAPS does not fulfill the requirements of Section 106 of the NHPA, NEPA, or the South Carolina Mining Act. CZC applicants should be aware that if compliance with these or other applicable federal, state, or local laws is required, additional consultation with the appropriate agencies, SHPO, Indian tribes, and other interested parties may be required.

Additional Information

South Carolina Coastal Zone Management Program
http://www.scdhec.gov/environment/ocrm/czmp.htm#program_doc

SC SHPO DHEC-OCRM Project Review Process
<http://shpo.sc.gov/programs/revcomp/Pages/OCRMprocess.aspx>

DHEC-OCRM Project Review Form
<http://shpo.sc.gov/programs/revcomp/Documents/OCRMform.pdf>

Project Professionals Lists
<http://shpo.sc.gov/pubs/Pages/profs.aspx>

South Carolina Standards and Guidelines for Archaeological Investigations
<http://www.palmettohistory.org/archaeology/finalReview-Draft102105.pdf>

Definitions

Archaeological site: An archaeological site is defined as an area yielding three or more historic or prehistoric artifacts within a 30-meter radius and/or an area with visible or historically recorded cultural features (e.g., shell middens, cemeteries, rockshelters, chimney falls, brick walls, piers, earthworks, etc.).

ArchSite: A web-based mapping application that contains data from the South Carolina Department of Archives and History (SCDAH) and the South Carolina Institute of Archeology and Anthropology (SCIAA) indicating the location of known structural and archaeological cultural resources in South Carolina. The URL for ArchSite is <http://archsite.cas.sc.edu/ArchSite>.

Archaeological and historic sites: Buildings, structures, objects, sites, and districts associated with a culture's history. Resources can also include less tangible attributes, such as plants, landscapes, settlement patterns, transportation networks, and other associations important to the identity of cultural groups.

Evaluation: The process of determining whether identified properties meet defined criteria of significance for inclusion in an inventory of historic properties (Federal Register 48:44723). Under most circumstances the evaluation should follow the criteria set forth in 36 CFR Part 60.4 for inclusion in the National Register of Historic Places.

Identification: The process of inventorying and locating historic properties within the area of potential effects. It includes a number of activities, such as archival research, informant interviews, field survey and analysis (Federal Register 48:44721).

Isolated find: No more than two historic or prehistoric artifacts found within a 30-meter radius.

National Register of Historic Places (NRHP): A nationwide list of archaeological and historic sites significant in local, state, or national history administered and maintained by the National Park Service. A resource may be a building, structure, object, site, or district. Resources must be significant in American history, architecture, archaeology, engineering and culture and must possess integrity of location, design, setting, materials, workmanship, feeling and association. Resources may meet the criteria for listing under one or more than one of the following:

Criterion A: Association with events that have made a significant contribution to the broad patterns of history

Criterion B: Association with the lives of significant persons in the past

Criterion C: Embody the distinctive characteristics of a type, period, or method of construction; represent the work of a master; possess high artistic values; or represent a significant and distinguishable entity whose components may lack individual distinction

Criterion D: Have yielded, or may be likely to yield, information important in prehistory or history

Exceptions to Criteria

Ordinarily cemeteries, birthplaces, or graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years are considered ineligible for the NRHP. However, such properties will qualify if they are integral parts of districts that meet the criteria, or if they can be categorized as:

- A.** a religious property that derives its primary significance from architectural or artistic distinction or historical importance; or
- B.** a building or structure that has been removed from its original location but is significant primarily for its architectural value or because it is the surviving structure most importantly associated with a historic person or event; or
- C.** a birthplace or grave of a historical figure of outstanding importance when there is no other site or building directly associated with the individual's productive life; or
- D.** a cemetery that derives its primary significance either from the graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or
- E.** a reconstructed building that is accurately executed, is located in a suitable environment, is presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same associations has survived; or
- F.** a property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own historical significance; or
- G.** a property achieving significance within the last fifty years if it is of exceptional importance

Shovel Testing: A series of 30 x 30 cm test holes, dug by a shovel, in order to determine whether the soil contains any cultural resources that are not visible on the surface. The soil is typically screened through 1/4-inch or 6 mm wire mesh to recover the artifacts. Shovel tests may be excavated in judgmentally selected locations, or laid in a grid-like fashion or along transects to determine high and low probability areas.

Significance: Archaeological and historic sites are considered to be significant if they meet or appear to meet the criteria for listing in the National Register of Historic Places and retain integrity. Significant archaeological and historic sites may already be listed in the NRHP or may have already been determined eligible for listing in the NRHP.