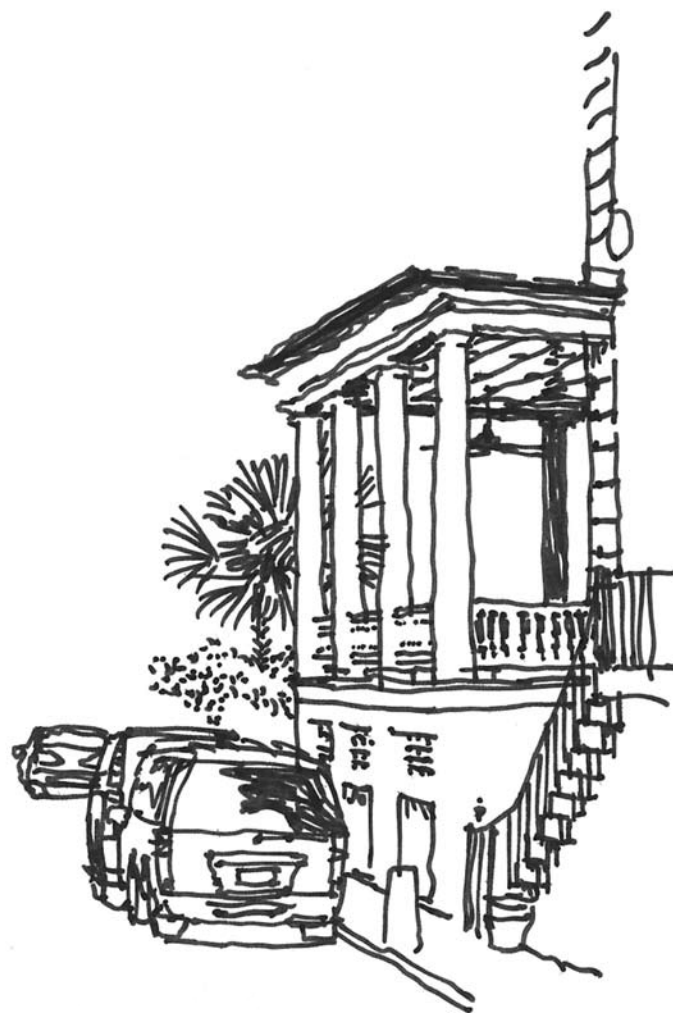


# RESOURCES





*Water & East Bay*

The sections contained in Resources support the Plan's emphasis on increased public access to information. The first sections supplement the Growth and Sprawl, Area Character Appraisals, Conservation Districts, and Character Maps sections by offering further details and resources on these subjects. Later sections elaborate on topics that the Plan recommends, but does not discuss fully elsewhere. Remaining sections in Resources offer information about the institutions, people, and process that helped make this document a reality, as well as organizations that may help implement its recommendations.

## Acknowledgements

### City of Charleston

The Honorable Joseph P. Riley, Jr., *Mayor*

#### City Councilmembers:

The Honorable Henry B. Fishburne, Jr.

The Honorable Deborah Morinelli

The Honorable James Lewis, Jr.

The Honorable Robert M. Mitchell

The Honorable Jimmy S. Gallant, III

The Honorable Wendell G. Gilliard

The Honorable Louis L. Waring

The Honorable Yvonne D. Evans

The Honorable Paul Tinkler

The Honorable Larry D. Shirley

The Honorable Anne Frances Bleecker

The Honorable Kathleen G. Wilson

### Historic Charleston Foundation

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Winslow Hastie, *Historic Charleston Foundation*

Debbi Rhoad Hopkins, *City of Charleston*

Josh Martin, *City of Charleston*

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 Yvonne Evans, *City Council*  
 Yvonne Fortenberry, *City of Charleston*  
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 John Hildreth, *National Trust for Historic Preservation*  
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 Josh Martin, *City of Charleston*  
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 Orlando Newkirk, *PASTORS*  
 Charles Rhoden, *Peninsula Neighborhood Consortium*  
 Katharine Robinson, *Historic Charleston Foundation*  
 Bill Wallace, *Ashley Bridge District*

## Focus Groups

African American Focus Group  
 Boards and Commissions Focus Group  
 Builders Focus Group  
 Business Focus Group  
 City Staff Focus Group  
 Design Focus Group  
 Development Focus Group  
 Institutions Focus Group  
 Neighborhoods Focus Group (I)  
 Neighborhoods Focus Group (II)  
 Preservation Focus Group

## Historic Context Statement Peer Reviewers

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 Jennifer Revels  
 Dr. Bernard Powers  
 Robert N. Rosen  
 Robert P. Stockton  
 Gene Waddell  
 Dr. Robert Weyeneth

## Others

We acknowledge and appreciate the assistance of many individual staff members from the City of Charleston, Historic Charleston Foundation, and the College of Charleston/Clemson Preservation Center who provided help in so many different ways. We also thank the people all over the country who took time to provide information and guidance as the document came together. Finally—and perhaps most importantly—we extend thanks to all community members who participated in the public meetings, particularly those who took part in the eleven focus groups. This Plan could not exist without your help.

## Process

This Preservation Plan has been prepared by Page & Turnbull, a San Francisco-based preservation architecture and planning firm. In September 2006, Page & Turnbull was selected by a panel of preservation professionals in Charleston to update the City's Preservation Plan, prepared in 1974. Included on the Page & Turnbull team was Charles Chase, a San Francisco-based consultant who served as City Architect in Charleston for 11 years. Between August 2006 and November 2007, Page & Turnbull made seven trips to Charleston to complete field work and research, participate in public meetings, collect community input, and consult with local experts.

A public forum in fall 2006 and three public meetings in early 2007 drew over 500 people to contribute and discuss ideas as to how Charleston could be strengthened by and for historic preservation. In the following months, Charlestonians in eleven focus groups met several times with Page & Turnbull staff to explore issues in greater depth. The Plan's preliminary recommendations were publicly presented in three meetings in fall 2007, with subsequent opportunities for public feedback. Throughout the development of the Plan, close and regular communication with the client group and a dedicated citizen Advisory Group have helped ensure that the research and final product reflected community concerns, priorities, and visions.

Page & Turnbull staff, with the guidance of local consultant and architectural historian Sarah Fick, have walked and driven the public streets and right-of-ways throughout Charleston. Staff photographed and took field notes to gather information on existing conditions and significant cultural resources both on and off the beaten track of the tourist itinerary.

Fieldwork included a pilot survey and development of a character map. The pilot survey, intended to determine the need for updates of existing surveys, was conducted in partnership with the College of Charleston/Clemson University Historic Preservation program. Surveyors were College of Charleston/Clemson University graduate students, with supervision by instructors Ashley Robbins and Jonathan Poston. Page & Turnbull staff conducted windshield and bicycle surveys of the city to determine neighborhoods with cohesive character and transitional zones. City GIS Analyst Brian Pokrant assisted with the production of maps throughout fieldwork efforts.

Research has been extensive. Guided by the Charleston Department of Planning, Preservation and Economic Innovation; Historic Charleston Foundation; Sarah Fick; and National Park Service historian Michael Allen, Page & Turnbull has reviewed copies of major surveys conducted in Charleston and plans prepared for specific

areas of the city, the city as a whole, and Charleston County. Page & Turnbull also obtained copies of relevant National Register nominations and researched local archives, including the South Carolina Room at the Charleston County Public Library, Historic Charleston Foundation Archives, the South Carolina Historical Society, and the Charleston Library Society. Locally-focused documents and interviews have been augmented by research on other historic cities around the United States and the world.

## Additional Information: Growth and Sprawl

Rural preservation is increasingly important in conservation circles, and a wealth of material on its best practice is available. This section briefly discusses resources to supplement the Growth and Sprawl section in Charleston's Expanding Horizon.

*Saving America's Countryside: A Guide to Rural Conservation*, published by the National Trust for Historic Preservation, provides a thorough overview of the concept and practice of rural preservation. It focuses on actions for local governments and interested individuals. Gary Paul Green and Anna Haines's *Asset Building and Community Development* contains a chapter titled "Environmental Capital: Controlling Land Development" that explains the economic and social benefits of rural preservation: "Wisely managed natural resources, a community's environmental capital, play a major role in community satisfaction and economic development." Richard A. Walker's *The Country in the City: The Greening of the San Francisco Bay Area* has chapters that cover Marin County's rural preservation efforts.

Some resources deal with issues specifically relevant to rural preservation in Charleston. A series of articles beginning on September 9, 2007 in *The (Charleston) Post*

*and Courier* written by the Citistates Group tackles a number of relevant issues along with the opinions of various community members and possible courses of action. The *Mark Clark Community Impact Assessment* prepared for Charleston County traces the predicted effect of the highway extension and accompanying development on Johns Island.

Several local land trusts and organizations work directly on rural preservation issues in Charleston. The Coastal Conservation League ([www.coastalconservationalleague.org](http://www.coastalconservationalleague.org)) is an organization that works to preserve South Carolina's fast-disappearing coastal landscapes. The Lowcountry Land Trust ([www.lolt.org](http://www.lolt.org)) is a long-established land trust dedicated to the preservation of South Carolina's Lowcountry landscape for recreational and environmental purposes. Concerned Citizens of the Sea Islands ([www.no526.com](http://www.no526.com)) is a citizen's group providing a forum for concerns and point of action for the 526 Extension.

## Additional Information: Area Character Appraisals

This section supplements the Area Character Appraisals section in *Diversity of Place* by providing contact information for municipal governments and national organizations that publish appraisals or guidelines similar to the proposed Area Conservation Appraisals (ACAs). Cities often develop character appraisals as part of designating local historic districts.

English Heritage, the national preservation organization in England, recommends conservation area character appraisals to assess the impact of development proposals on conservation areas. Its 28-page publication *Guidance on Conservation Area Appraisals* (2006) offers suggestions for undertaking, structuring, and completing an appraisal.

English Heritage  
Customer Services Department  
PO Box 569  
Swindon, England SN2 2YP  
(t) +44 0870.333.1181  
(e) [customers@english-heritage.org.uk](mailto:customers@english-heritage.org.uk)  
<http://www.english-heritage.org.uk/>

Basic guidelines for establishing and protecting the character of an area can be found in “Defining Neighborhood Character,” by Noré V. Winter, an excerpt from *Guiding History: A Process for Creating Historic District Guidelines* (2004). This document emphasizes the difference

between current, historic, and future character. It recommends comparing current and historic characteristics to develop sensitive guidelines for the area so that future development is in keeping with desired character. Urban design principles and illustrations summarize how to define character.

Winter & Company  
The Village Center  
775 Poplar Avenue  
Boulder, CO 80304  
(t) 303.440.8445  
<http://www.dca.state.fl.us/>

The City of Boston has completed guidelines for seven of its eight local Landmark and Conservation Districts. These guidelines assess defining characteristics of an area or neighborhood and continue to set criteria and standards for the Districts. The Boston guidelines combine elements of the ACAs and Conservation District Guidelines recommended by this Plan.

The City of Boston  
Environment Department  
Room 805  
1 City Hall Plaza  
Boston, MA 02201  
(t) 617.635.3850  
(e) [environment@cityofboston.gov](mailto:environment@cityofboston.gov)  
<http://www.cityofboston.gov/>

The City of Edinburgh, Scotland, has completed Conservation Area Character Appraisals for all 38 conservation districts in the city. These combine elements of the ACAs and Conservation District guidelines recommended here. The City website has links to all Conservation Area Character Appraisals.

Planning Helpdesk  
City Development  
The City of Edinburgh Council  
Waverley Court, Level G:2  
4 East Market Street  
Edinburgh, EH8 8BG  
(t) +44 0131.529.3596  
(e) [helpdesk.planning@edinburgh.gov.uk](mailto:helpdesk.planning@edinburgh.gov.uk)  
<http://www.edinburgh.gov.uk/>

# Additional Information: Character Maps

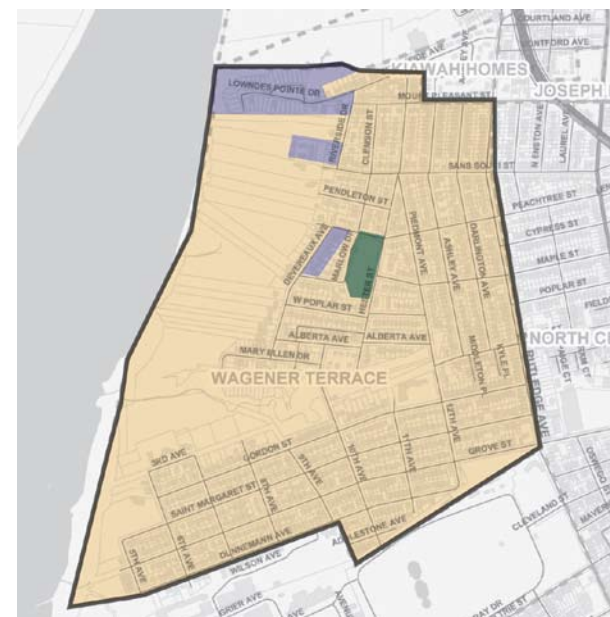
## Upper Peninsula Hampton Park Terrace



## North Central



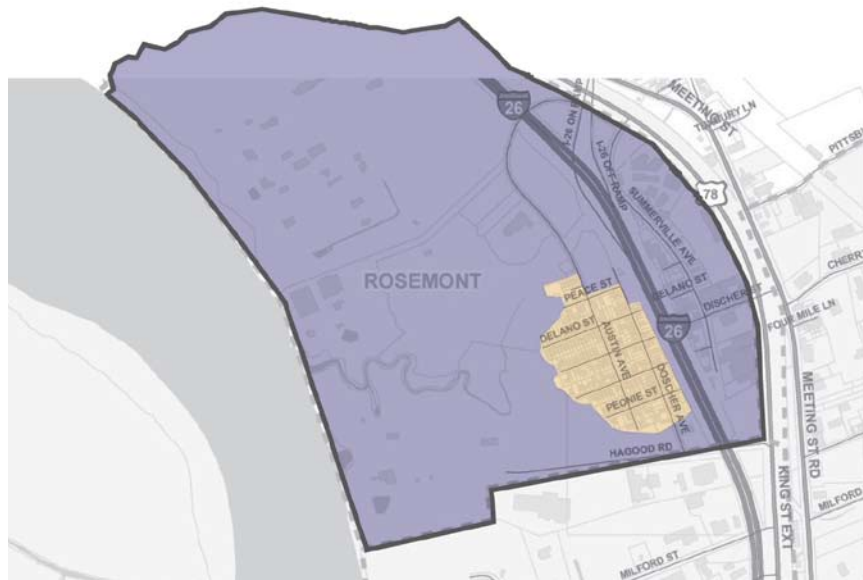
## Wagner Terrace



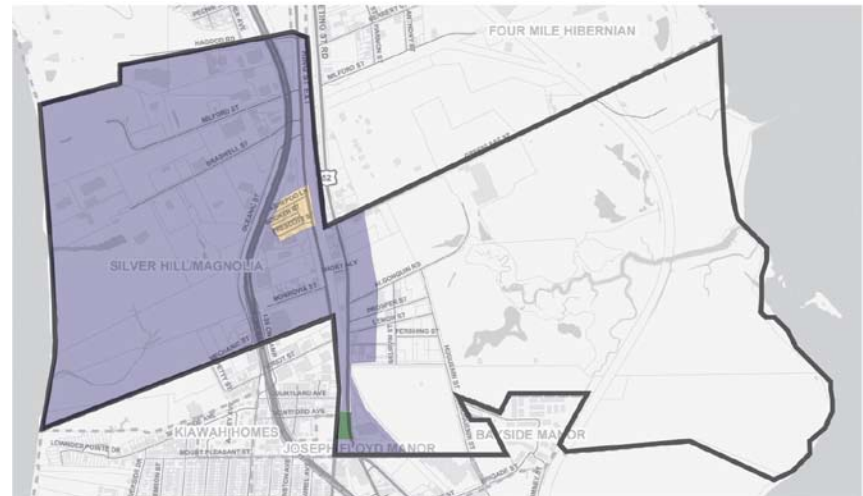
- Cohesive Neighborhood Character
- Transitional Zone (lacks continuity)
- Open Space (parks, etc.)
- City Boundaries
- County Boundaries
- Neighborhood Boundaries (City of Charleston)

### The Neck

#### Rosemont

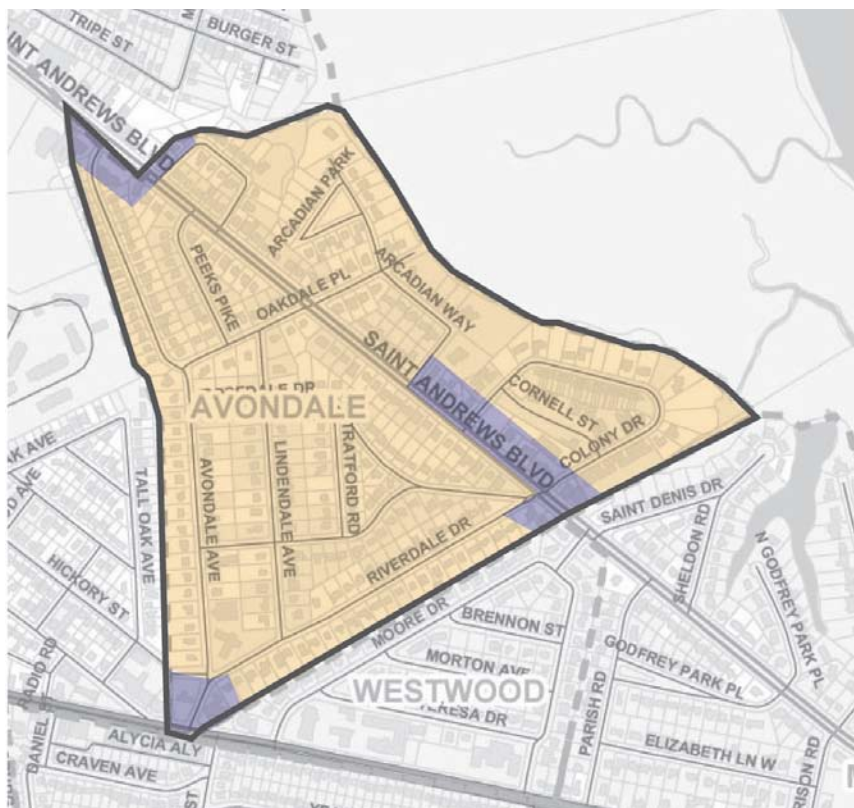


#### Silver Hill/Magnolia



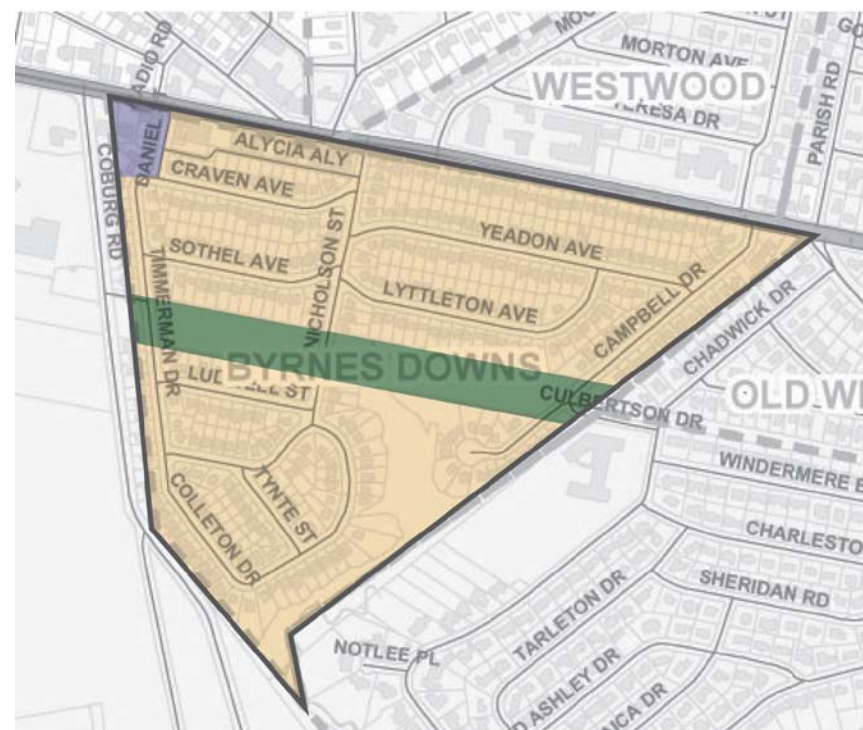
## West Ashley

### Avondale



- Cohesive Neighborhood Character
- Transitional Zone (lacks continuity)
- Open Space (parks, etc.)
- City Boundaries
- County Boundaries
- Neighborhood Boundaries (City of Charleston)

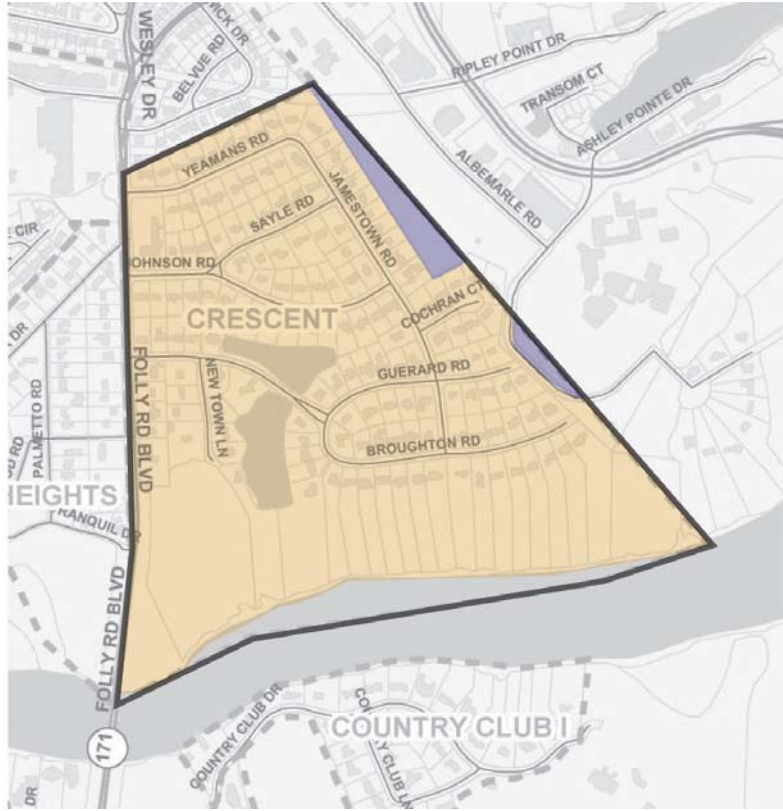
### Byrnes Downs



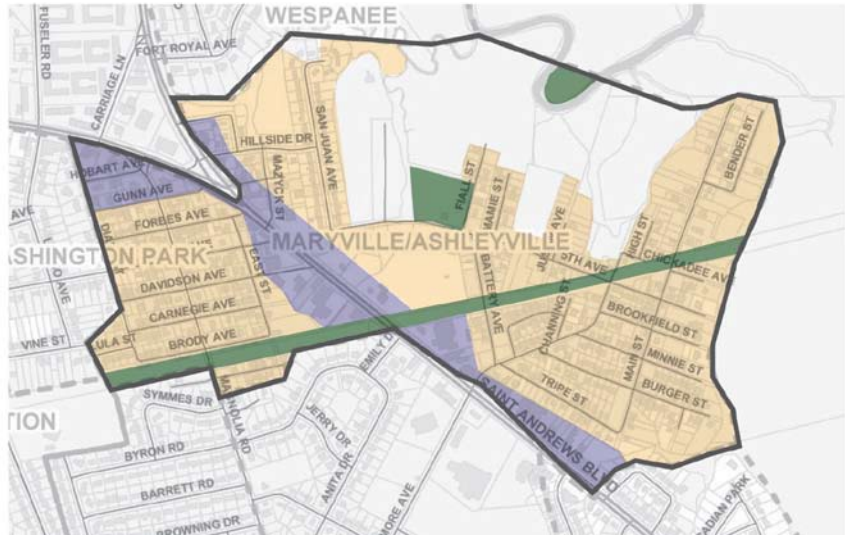
- Cohesive Neighborhood Character
- Transitional Zone (lacks continuity)
- Open Space (parks, etc.)
- City Boundaries
- County Boundaries
- Neighborhood Boundaries (City of Charleston)

### West Ashley

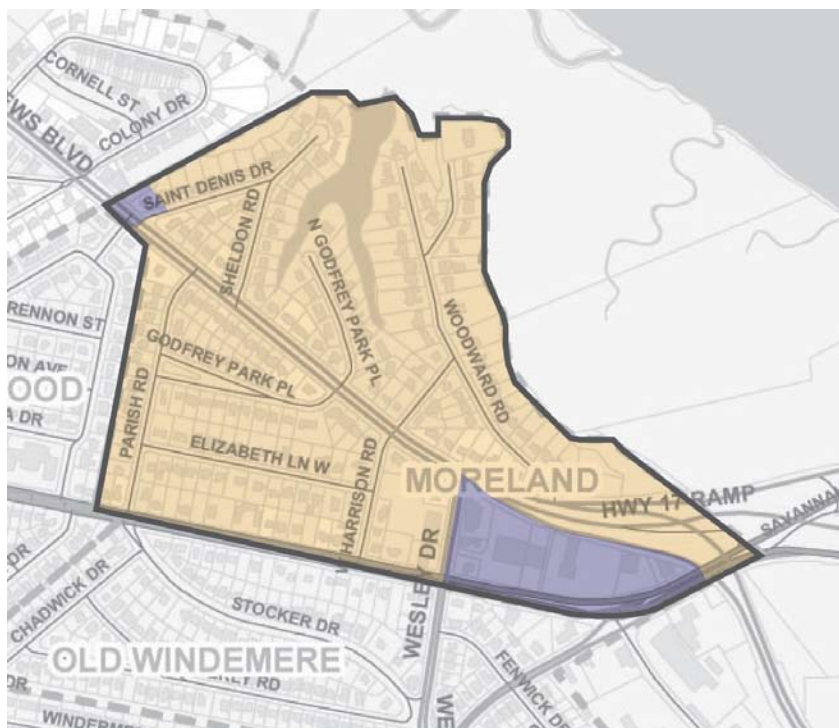
#### Crescent



#### Maryville/Ashleyville



Moreland

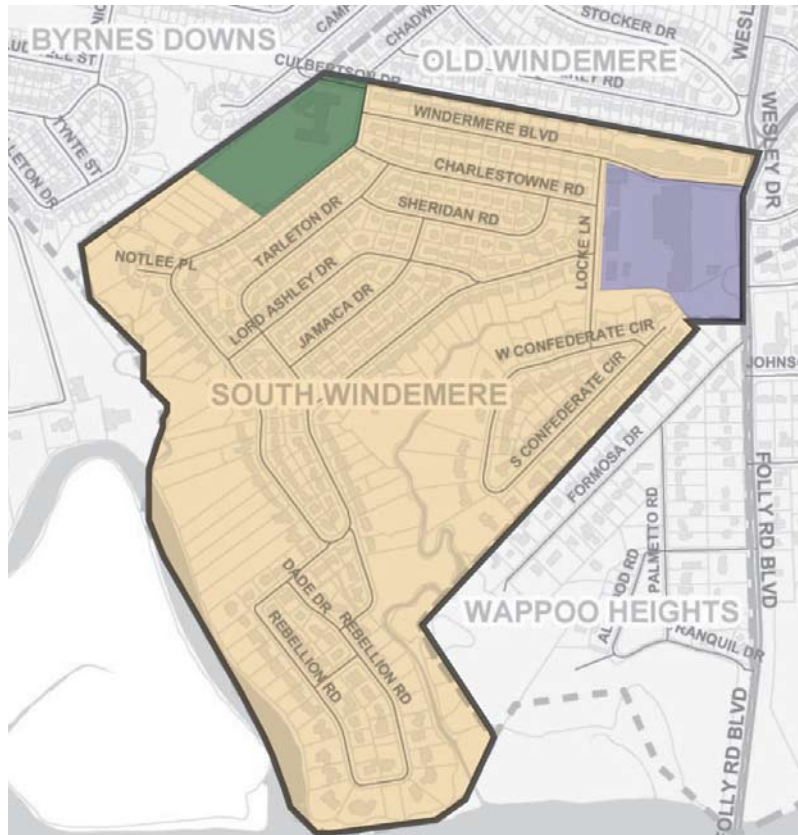


Old Windemere

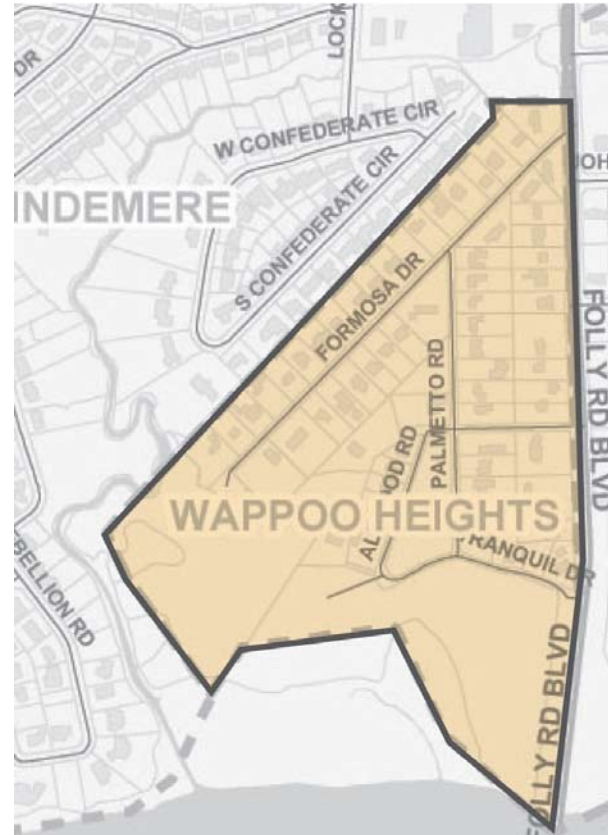


- Cohesive Neighborhood Character
- Transitional Zone (lacks continuity)
- Open Space (parks, etc.)
- City Boundaries
- County Boundaries
- Neighborhood Boundaries (City of Charleston)

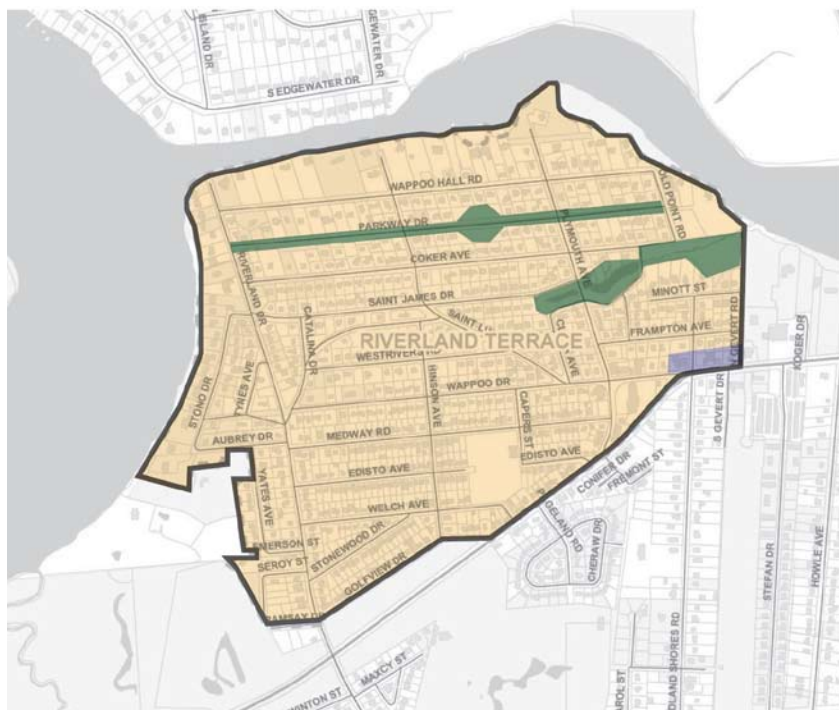
**West Ashley**  
**South Windemere**



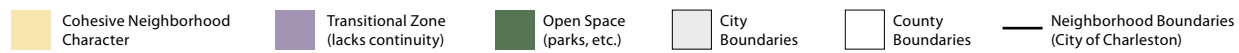
**Wappoo Heights**



**James Island**  
**Riverland Terrace**



**Cainhoy**



## Additional Information: Conservation Districts

Conservation districts are discussed in the Conservation Districts section in Diversity of Place and recommended for certain areas in Neighborhoods. This supplementary section provides resources for exploring how various bodies designate and regulate conservation districts.

The City of San Francisco makes available guidelines for establishing historic districts and conservation districts. Its historic district designations and guidelines are included in the City's Planning Code as Appendices to Article 10.

City and County of San Francisco  
Planning Department  
1650 Mission Street, Suite 400  
San Francisco, CA 94103  
(t) 415.558.6378  
<http://www.sfgov.org/>

The City of Boston publishes Conservation District guidelines for seven of its eight local Landmark and Conservation Districts. These guidelines set criteria and standards for the districts, along with articulating the characteristics, combining elements of the area character appraisals and Conservation District Guidelines recommended here. See contact notes under Area Character Appraisals, above.

The City of Edinburgh, Scotland, has completed Conservation Area Character Appraisals for all 38 conservation districts in the city. See contact notes under Area Character Appraisals.

English Heritage, the national preservation organization in England, publishes *Guidance of the Management of Conservation Areas*, which outlines one approach to designating conservation areas and regulating change therein. See contact notes under Area Character Appraisals, above.

<http://www.english-heritage.org.uk/>

The New York City Landmarks Preservation Commission publishes guidelines for its historic districts, as well as designation reports that contain a high level of historical and architectural detail. The Conservation District Guidelines recommended by this Plan do not include so much specificity. Historic district guidelines may be obtained online for free or as hard copies for a small fee.

New York City  
Landmarks Preservation Commission  
1 Centre Street, 9<sup>th</sup> Floor  
New York, NY 10007  
(t) 212.669.7817  
<http://www.nyc.gov/>

## Heritage Disaster Management

A city as resource-wealthy as Charleston should have a comprehensive Heritage Disaster Management Plan and a coalition tasked with preparing this Plan and responding to a disaster. The Management Plan should include preparedness, response, and mitigation components, and consider how organizations' disaster planning efforts can strengthen each other. The Preservation Response Network (PRN) proposed here includes partners from government agencies, academic institutions, preservation organizations, and neighborhood councils—in short, any organizations that have a stake in weathering major disasters with historic resources intact.

### Preservation Response Network

To be effective, the PRN must include diverse partners, engage the public, and develop a way to interact with existing disaster management activities. The City of Charleston's Planning, Preservation and Economic Innovation and the Charleston Emergency Management Division might head the effort jointly with a preservation organization. Potential local partners include institutions such as the Charleston Museum, the College of Charleston, MUSC, and The Citadel; and organizations such as Historic Charleston Foundation, the Preservation Society of Charleston, and the Center for a Hazard-Resilient Coast. Educational preservation programs and neighborhood councils should be tied in to facilitate public outreach and involvement. A regional FEMA representative can link national resources and policies to local resources.

Relevant statewide organizations and agencies to be engaged in this effort include the South Carolina Department of Archives and History and the South Carolina Emergency Management Division. The National Park Service, the National Trust for Historic Preservation, and the National Center for Preservation Technology and Training should be involved in planning or consultations whenever possible.

Before a disaster, working with the City to integrate the PRN into recovery efforts should be a priority, along with the development of an emergency ordinance that recognizes the value of historic buildings. PRN members should explore how to best interface with each other and the public during disaster recovery before a disaster occurs. Stockpiling shoring materials, compiling lists of professionals and materials suppliers, and exploring financial resources available to historic resources before a disaster occurs will allow recovery efforts to proceed more quickly and smoothly.

Education of community members and City staff should be an ongoing effort, both to encourage preventative measures and to communicate appropriate treatment of historic resources after a disaster. Training volunteer citizen emergency response teams fulfills active response and passive educational needs. Citizen emergency response teams might be trained in treatment and salvage of historic material, building evaluation and survey, and emergency educational outreach to residents and owners of historic buildings; and team members could also infor-

mally educate their communities. Depending on volunteer response, the role of response teams might be extended to community education in the absence of disaster. When a disaster strikes, inclusion of one or more PRN representatives in the official emergency response command team may prove invaluable. A preservation expert can help direct centralized emergency efforts, coordinate PRN response with other agencies, and advocate inclusion of the PRN in the Section 106 review process. A heritage emergency response team comprised of preservation professionals could assist in disaster response. Local, state, and federal relief agencies should be provided with lists of historic resources, and building inspections should be cross-referenced with historic resource lists to set priorities.

- ◆ Clearly define PRN members' roles and responsibilities
- ◆ Provide principles and a process for clearly identifying priorities after a disaster
- ◆ Create master map of historic resources in Charleston
- ◆ Outline the procedure for emergency trainings of City staff and volunteers in identifying and classifying damage to historic buildings<sup>7</sup>
- ◆ Inform city and state emergency agencies how the PRN can participate in emergency response efforts

- ◆ Recruit and train preservation-focused citizen emergency response teams
- ◆ Train staff of cultural heritage institutions and organizations in disaster management practices and systems
- ◆ Recruit preservationists, structural engineers, and preservation architects willing to be trained as disaster service workers<sup>8</sup>
- ◆ Train building inspectors and engineers on historic structure evaluation and policies, laws, and ordinances applicable to historic buildings, both on an ongoing basis and after a disaster<sup>9</sup>
- ◆ Provide workshops and training for insurance adjusters, firemen, and other involved parties about the retention of historic buildings
- ◆ Identify funding for stabilizing and repairing historic buildings (both public and private) before and after a disaster strikes<sup>10</sup>
- ◆ Update lists of historic resources and make available to local, state, and federal relief agencies on an ongoing basis to ensure that decisions are made with full information<sup>11</sup>
- ◆ Identify and investigate grant funding opportunities such as the State Hazard Mitigation Grant Program for formation of the PRN and ongoing projects
- ◆ Maintain library with disaster response publications that can be distributed to public officials and property owners before and after disasters
- ◆ Advocate working HABS-level documentation into demolition decisions after a disaster

## Heritage Disaster Management Plan

The Management Plan should clearly establish priorities for preventative mitigation and post-disaster preservation and salvage operations. To accomplish this, cultural resources must be identified and mapped in an understandable way, the level of risk for various cultural resources must be determined, and public input must be sought. The ongoing surveys recommended in this Preservation Plan will help expand and update the body of knowledge about architectural resources, and other cultural institutions may have resource indexes and priorities that could be added to a master map. Regular, concerted public outreach efforts will help inform and engage community members.

## Getting Started

Convening the Preservation Response Network is the first step in developing the Heritage Disaster Management Plan and establishing a coordinated disaster response. The Heritage Emergency National Task Force, a project of the national organization Heritage Preservation and FEMA, sponsors the Alliance for Response initiative.<sup>12</sup> One-day Alliance for Response forums are designed as starting points for cooperative disaster response efforts.

The South Carolina Emergency Management Division operates the Hazard Mitigation Grant Program<sup>13</sup> and the Pre-Disaster Mitigation Program,<sup>14</sup> both of which fund local mitigation plans and retrofits of existing buildings. These funds might be tapped to finance the Heritage Disaster Management Plan.

- ◆ Host an Alliance for Response forum in Charleston
- ◆ Create a checklist for disaster management tasks and update annually
- ◆ Assign well-defined areas of responsibility with regard to developing the Heritage Disaster Management Plan and the disaster management task list, with each PRN member assuming responsibility for updating a particular piece annually
- ◆ Expand the South Carolina Department of Archives and History list of Disaster Recovery Vendors to a directory of experts who could be available for help or hire after a major disaster, including historic preservation and rehabilitation professionals

### Interfacing with Other Disaster Management Plans

Operations recommended by the Management Plan should fit into the Incident Command System (ICS) used at the city, county, state, and national levels. Federal disaster funding is contingent upon use of the ICS, which is a standardized response format that can expand and contract according to the event size and duration. ICS's clear definition of roles within a chain of command is intended to facilitate quick response with a minimum of misunderstandings.<sup>15</sup> A similar array of roles that is expandable to include relevant experts should be delineated in the Heritage Disaster Management Plan.

A heritage emergency response team comprised of preservation professionals should be formed, trained, and activated under the ICS. In Boston, the Cultural Emergency Management Team operates the Disaster Cultural Assistance team under ICS.<sup>16</sup>

Coordination should happen on an ongoing basis. For example, building a working relationship with the Charleston Emergency Management Division and participating in the monthly Local Emergency Planning Committee meetings can tie cultural resources into disaster response planning.

Problems and difficulties with accessing the plan locally in the event of an emergency should be anticipated. The Management Plan should be backed up and shared with agencies and organizations outside Charleston. City and County libraries, the Department of Archives and History, the National Park Service, and the National Trust for Historic Preservation should all hold a copy of the Management Plan.

## Disaster Management Resources

A list of resources offers a starting point for becoming familiar with the organizations and agencies that may respond in case of a disaster, as well as organizations that can assist in disaster response planning. The publications cited here provide useful background information, and some contain information that should be distributed to owners of historic properties after a disaster.

The Federal Emergency Management Agency (FEMA) coordinates the federal response to disasters. *Integrating Historic Property and Cultural Resource Considerations into Hazard Mitigation Planning: State and Local Mitigation Planning How-To Guide* should be reviewed at the beginning of the planning process. Step-by-step discussion on developing a hazard mitigation plan that includes historic and cultural resources is backed by extensive information on the benefits of preservation. It is available at no cost online (<http://www.fema.gov/library/viewRecord.do?id=1892>) or by calling 1.800.480.2520 (request FEMA 386-6 for a free hard copy or FEMA 386-6CD for a CD-ROM).

FEMA is also partnering with the American Planning Association to develop *Integrating Hazard Mitigation*

*into Local Planning*. Begun in 2007, this three-year study will examine how local planning activities can better integrate hazard mitigation.

FEMA Region IV Office  
Federal Emergency Management Agency  
3003 Chamblee Tucker Road  
Atlanta, GA 30341  
(t) 770.220.5200 (main)  
William Straw, Environment & Historic  
Preservation  
(e) [william.straw@dhs.gov](mailto:william.straw@dhs.gov)  
(t) 770.220.5432

In the event of a disaster, Section 106 requires the State Historic Preservation Office (SHPO) to be consulted in Section 106 reviews. As a vital player in disaster recovery efforts that involve historic resources, the South Carolina SHPO should be included in planning efforts.

State Historic Preservation Office  
Archives & History Center  
8301 Parklane Road  
Columbia, SC 29223  
(t) 803.896.6100

The South Carolina Emergency Management Division plans for disaster response at the state and local level. The *State of South Carolina Hazard Mitigation Plan* emphasizes the importance of mitigation planning at the community level and lays out priorities for mitiga-

tion funding programs. The *South Carolina Emergency Operations Plan: South Carolina Recovery Plan* outlines a coordinated approach to disaster recovery assistance; Attachment K contains a schedule of funding sources for many types of activities, including historic and cultural preservation.. Both documents are available online.

South Carolina Emergency Management Division  
(t) 803.737.8500  
<http://www.scemd.org/>  
Amanda Loach, South Carolina State Hazard  
Mitigation Officer  
Regional Emergency Manager, Region 5

The National Trust for Historic Preservation acts as a national education and advocacy preservation organization. After Hurricane Katrina in 2005, the National Trust set up a field office in New Orleans to assist in the city's recovery. It publishes *The Treatment of Flood Damaged Older and Historic Buildings* (free and online) and *Hurricane Readiness Guide for Owners and Managers of Historic Resources* (\$6). These booklets can be ordered through [preservationbooks.org](http://preservationbooks.org).

The Heritage Emergency National Task Force (mentioned above) sponsors the Alliance for Response initiative.

Heritage Emergency National Task Force  
(t) 202.233.0800  
(e) [TaskForce@heritagepreservation.org](mailto:TaskForce@heritagepreservation.org) (Alliance for Response)

The American Planning Association's *Planning for Post-Disaster Recovery and Reconstruction* communicates the challenges and opportunities involved in recovering from a major disaster: "A community's ability to marshal disaster assistance and use it effectively...depends on the community's ability to relate those reconstruction goals to larger plans it has developed for the community's overall future." Chapters 3-5 can be obtained through FEMA's website (<http://www.fema.gov/library/viewRecord.do?id=1558>) or from the APA Planners Book Service (312.786.6344 or <http://www.planning.org>).

The Georgia SHPO has developed two resources for post-flood treatment of historic resources, *After the Flood: Rehabilitating Historic Resources* and *After the Flood: Rebuilding Communities through Historic Preservation*. These publications can be obtained from Georgia SHPO at no cost (404.656.2840).

The California Preservation Foundation has published *Model Ordinance: Post-Disaster Alteration, Repair, Restoration, Reconstruction and Demolition of Historic and Cultural Resources* and *20 Tools that Protect Historic Resources after an Earthquake*. Both books focus on Cali-

fornia but are worth investing in for their applicability to other states. They may be ordered from the California Preservation Foundation (\$10 each).

California Preservation Foundation  
5 Third St., Ste 424  
San Francisco, CA 94103  
(t) 415.495.0349  
(e) [cpf@californiapreservation.org](mailto:cpf@californiapreservation.org)

*Disaster Management Programs for Historic Sites* compiles the proceedings from a 1997 symposium organized by the National Park Service and the Western Chapter of the Association for Preservation Technology. Edited by Dirk H. R. Spennemann and David W. Look, this book includes papers given at the symposium with topics ranging from emergency response and protection of historic structures to FEMA programmatic agreements around Section 106 to interagency cooperation. Spennemann and Look's proposal of interstate Heritage Damage Assessment Task Forces should be explored more fully with the South Carolina SHPO and SHPOs in other states. The book may be downloaded at no cost through the Digital Micronesia website (<http://marshall.csu.edu.au/DigiBooks/DisManSFO/DisManSFO.html>) or ordered through an online bookseller.



*Sunnyside Avenue  
Wegener Terrace*

## Preservation Manual

In Charleston, a city where history pervades many streetscapes and conversations, it is important to afford every citizen the opportunity to understand the concepts and realities that comprise the preservation landscape. A Preservation Manual specifically for Charleston has the potential to democratize historic preservation by making the preservation process and tools available to all who are interested.

The Manual should relate basic preservation and design standards to the maintenance, repair, rehabilitation, and design of specific buildings or building types. It will proactively address concerns about materials and their maintenance, recommended design approaches, contextual new construction, and rehabilitations to historic buildings. The Manual can serve as a public education tool as well as a guidebook for those who own or work on historic resources.

The diversity and extent of Charleston's historic legacy suggest that the Preservation Manual should characterize and illustrate building types and architectural elements from the entire city. From the single houses, civic structures, and commercial buildings of the Peninsula to the Byrnes Downs cottage-style houses to more modern homes, the value of Charleston's physical fabric is unquestionable.

*Suggested sections for the Preservation Manual include:*

1. Introduction and discussion of how the Preservation Manual fits into planning and preservation efforts
2. The principles of historic preservation: to extend the useful life of historic resources; conserve the embodied time, talent, and ingenuity of past trades; and establish a compendium of information from concept to execution for property owners, designers, and contractors
3. Illustrated glossary of Charleston building types (residential, commercial, mixed use, civic), styles, and elements of historical and contemporary buildings
4. An explanation of the Secretary of the Interior's Standards for the Treatment of Historic Properties and the Charleston Standards overlay, with recommendations for maintenance, repair, and replacement of building elements typical to Charleston. These may be divided by materials (e.g. wood, masonry) or element (e.g. siding, porches, doors, windows) and should be associated with particular Standards. Information and recommendations on topics such as weatherizing, energy conservation, and post-disaster repairs to historic fabric should be included as well.

5. Architectural and urban design suggestions for appropriate (contextual) new construction and additions with regard to setback and building placement, height and bulk, relationship of elements to the whole, scale, and massing/rhythm. These should be clearly associated with particular Standards, if applicable.
6. Discussion of survey ratings (category 1-4) and their impacts on review and planning
7. Appendix referencing preservation organizations and agencies and their tools; National Register nominations, Area Character Appraisals, and Conservation District Guidelines; bibliography and other resources for further research

The educational focus of the Preservation Manual calls for a strong graphic component. Architectural illustrations and photographs of house types and successful rehabilitations of buildings in Charleston will increase readability and add clarity to ideas and definitions.

Most design guidelines in other cities discuss urban design concepts such as building setback, orientation, scale, rhythm, and height. This Plan recommends that such concepts be covered by the urban design principles and thus does not include extensive coverage of urban design concepts in the proposed Preservation Manual sections.

## Interaction with other planning and preservation efforts

The Preservation Manual should expand upon design guidelines, but it should be first and foremost a public education tool. It is recommended that the Manual serve as an educational supplement to regulations – not as a regulatory document itself – to reduce the need for updates and to facilitate BAR decisions. The Manual’s role should be clearly articulated at the beginning of the document.

*Secretary of the Interior’s Standards for the Treatment of Historic Properties:* The Manual should match the Secretary’s Standards and recognized urban design standards with concrete recommendations for preservation and rehabilitation.

*Local Historic Districts and Conservation Districts:* Local Historic Districts and Conservation Districts recognize defined areas of Charleston that possess outstanding character. The Preservation Manual will help educate building owners and residents on how to maintain historic buildings in these areas and provide guidance for maintaining area character with new construction and additions. It should not include requirements for specific areas, rather, it should reference Area Character Appraisals as separate documents.

*Area Character Appraisals (ACAs):* As overviews of the character-defining features of an area, ACAs guide planning in a particular area. The Preservation Manual is a building-specific educational counterpart to ACAs. The Preservation Manual will discuss in further detail the building types and architectural elements contained in ACAs. It could be developed before, after, or at the same time as ACAs.

## Precedent

At least two similar documents have been published in Charleston to address maintenance of specific geographic areas. The 1986 East Side Design Guidelines explain traditional East Side architectural styles and building types and cover the identification, repair, and maintenance of architectural elements such as windows, doors, roofs, and porches. The General Guidelines for Rehabilitation and New Construction within the Jurisdiction of the Board of Architectural Review explain BAR jurisdiction and provide similar (but more abbreviated) guidance as the East Side Design Guidelines. The proposed Preservation Manual would continue both documents’ educational focus, with the detail of the East Side Design Guidelines and expanded attention to building types outside current BAR jurisdiction.

The Beaufort Preservation Manual and Supplement and Savannah’s Material Treatment Guidelines for Rehabilitation most closely resemble this Plan’s recommendations for a Preservation Manual. These documents take a primarily educational approach that is especially apparent in the Beaufort Manual’s extensive discussion and illustration of architectural styles in the historic districts. Recommendations for repair, replacement, and cleaning of deteriorated building elements occupy the bulk of the documents. Beaufort’s Supplement, published 11 years later, updates the Manual and provides a concise description of design review policy guidelines for the Historic District and proposed Beaufort Conservation Overlay District.

A number of other cities have published design guidelines containing material similar to that suggested here: recommendations and procedures for appropriate rehabilitations, repairs, maintenance, and new construction. These design guideline documents have the potential to exist as official reference documents for design commissions or historical boards, with guidelines that expand on established policy, cover procedural issues, and may be referred to as policy themselves. Greenville and Mount Pleasant have published design guidelines for historic districts or preservation overlay districts that follow this model. Design guidelines for Anderson, South Carolina; Annapolis, Maryland; and Iowa City, Iowa clearly articulate policy and procedure, but do not state that commissions will base decisions on the guidelines.

## World Heritage Site

A World Heritage Site is a landscape, building, or other structure recognized by the UNESCO World Heritage Committee for its outstanding contribution to cultural or natural heritage on a global level. Sites may be nominated as cultural, natural, or mixed cultural-natural. They must possess “outstanding universal value” and meet at least one of ten selection criteria.

Parts of Charleston’s Lower Peninsula may merit World Heritage status. The city has been lauded in international press for its historic character, and the nomination process would provide another opportunity to articulate its historic value and preservation practices in national and international forums. Listing as a World Heritage Site inevitably will increase knowledge and interest by local residents, the American public, and the international community.

The United States currently contains twenty World Heritage Sites, including the Statue of Liberty, the Grand Canyon National Park, and Monticello and the University of Virginia. Before listing, proposed sites must be nominated by the national States Party from a Tentative List. Inclusion on the U.S. Tentative List requires written consent of all property owners within the proposed site, per a 1980 congressional amendment.<sup>17</sup> Consequently, most of the World Heritage Sites in the United States are national parks or owned by government entities. No U.S. cities have been named to the World Heritage List, likely

because of the difficulty in obtaining unanimous endorsement from property owners. (Taos Pueblo, the only U.S. community on the World Heritage List, is owned by a tribal government.)

Inscription on the World Heritage List does not change jurisdiction over the site; that is, neither UNESCO (the U.N.’s educational, scientific, and cultural arm) nor the World Heritage Committee has legal or management authority over it, though periodic reports on site condition are required. If the site is deemed in danger, a corrective program must be developed in conjunction with the World Heritage Committee to remain on the World Heritage List, and funding assistance may be offered from the World Heritage Fund.

### Charleston’s Qualifications

Charleston’s historic value, preserved by longstanding public dedication to preservation, should be recognized. The city’s historic resources and its position as the site of a number of major social, political, and religious events – from early settlements to the Colonial and Federal periods through the Civil War – have the potential to yield a compelling nomination. Potential nominations range from properties with major individual importance, such as the Kahal Kadosh Beth Elohim Synagogue, where the American Reform Judaism movement originated in 1825, to serial (multiple-component) properties where several sites are linked together by a common theme. Both approaches have merit and should be seriously considered.

It is also possible to complete more than one nomination for properties in a city: In 2007, Newport, RI, nominated two groups of properties to the Tentative List under separate themes.

In the application process, the U.S. Tentative List and World Heritage Sites list should be considered with attention to represented and under-represented types of settlements and historic structures. Few cultural sites have been designated in the United States, though a 2007 Tentative List may lead to listing of more cultural sites. In the past, the World Heritage Committee has encouraged joint nominations, such as of linked cultural sites “associated with exceptionally important cultural events, such as slavery or the Industrial Revolution.”<sup>18</sup> The potential for nominating related sites throughout Charleston, the Southeast, and the United States should be examined.

### Benefits of World Heritage Status

World Heritage Site status would bring recognition of Charleston’s significance at national and international levels. No U.S. cities have been named World Heritage Sites to date, though Savannah’s Historic District was placed on the Tentative List in 1990 and eleven U.S. cities applied to place serial nominations on the Tentative List in 2007. Of those eleven, two were recommended for placement on the Tentative List and four were recommended for future consideration.

The Organization of World Heritage Cities, the established network of cities containing World Heritage Sites, would propel Charleston's preservation dialogue to an international level with its contemporaries in cultural resources and awareness. Through exchange with other historic cities that face many of the same challenges, Charleston could benefit from innovative policies elsewhere. Furthermore, the city could add a valuable U.S. perspective to the World Heritage City dialogue.

World Heritage status would provide the opportunity to follow through with many of the recommendations in this Plan by establishing a practical, proactive management plan and conducting periodic evaluations. It could also increase opportunities for financial and technical assistance from international organizations and national governments and foundations, which often give priority to World Heritage Sites.<sup>19</sup>

Listing requires a management plan, which would be outlined and carried out by a specially formed committee, with help from preservation organizations and the City. Because many of the potential properties are publicly accessible, safeguarding the proposed World Heritage Site would be an inclusive community project. Charlestonians have proven themselves up to this challenge again and again. Beginning with Susan Pringle Frost in the 1920s, the city has seen a high level of citizen activism and involvement.

## Application

The World Heritage Site application is lengthy, comprehensive, and thorough. It requests a detailed description of the property, the state of conservation, factors affecting the proposed site, protection and management of the site, and a plan for monitoring conservation of the site.<sup>20</sup> Of the ten criteria used to judge outstanding universal value, six apply to cultural sites. In addition to qualifying under at least one criterion, the nominated site must meet integrity and authenticity standards and have a protection and management system in place.

The United States has three application prerequisites. The property must have been recognized as nationally important prior to the nomination, such as with National Historic Landmark District designation. There also must be evidence of legal protection for the property. Finally, written consent and a protection agreement must be secured from all property owners in the proposed site. Charleston's Lower Peninsula meets the first two criteria; the nomination area and boundary would need to be tailored to account for the third. Newport's Tentative List application for 14 properties representing Colonial Newport included 8 properties owned by the city, state, or preservation organizations. Churches and libraries owned three properties, leaving only three properties that required consent by private individuals. After the U.S. nominates a Tentative List site for listing as a World Heritage Site, the International Council on Monuments and Sites (ICOMOS) evaluates the proposed

site against the criteria and analyzes it in regard to similar properties around the world and its authenticity and integrity. The ICOMOS report contains a recommendation for or against adding the property to the World Heritage List. The World Heritage Committee considers the ICOMOS recommendation and applies the criteria to make its decision whether to list the property.

If the City of Charleston and local preservation organizations judge that application for World Heritage listing has public support, a committee should be formed to focus on World Heritage status. The committee would complete the application and conduct public outreach, in conjunction with educational institutions, the City, and local preservation organizations and citizens' groups. Public education about World Heritage status might be linked to other preservation planning concepts such as National Register Historic Districts and locally-designated landmarks and Conservation Districts. If the nomination for World Heritage listing is successful, the committee should expand its focus to site monitoring and periodic reporting.

## World Heritage Site Resources

With a site's listing as a World Heritage Site, stewardship would become even further granted to the citizens of Charleston, reinforcing the need for public education and a better understanding of the review and preservation process. This Plan's recommendations set the course for increased public education and a clearer review process—two essential components of World Heritage status. The city has a high level of integrity and authenticity, and many recommendations in this Plan are aimed at reinforcing existing safeguards and putting additional measures in place.

The College of Charleston and Clemson University could provide research assistance as a nomination is considered. Indeed, the extensive research expectations should encourage a partnership with students and professors. Savannah's initial nomination in 1990 was catalyzed by a master's thesis at the University of Georgia that focused on the city's potential for World Heritage listing. A similar symbiotic relationship should be established in Charleston.

The National Park Service's Office of International Affairs (OIA) provides support for nominations, including an overview of the nomination process, criteria, and World Heritage Sites. The "Guide to U.S. World Heri-

tage" offers a concise and helpful overview of World Heritage Sites as they relate to U.S. policy, including a more detailed discussion of the timeline, responsibilities, and potential difficulties involved in nomination.<sup>21</sup> "Documenting Outstanding Universal Value for World Heritage," prepared by Parks Canada and notated by the National Park Service, also may be helpful to those considering or preparing applications.<sup>22</sup> "A User's Guide to the World Heritage Criteria for Inscription" was developed in 2007 to elaborate upon the criteria for outstanding universal value and their historical application by the World Heritage Committee. These publications may be obtained through the OIA website or by contacting the office directly.

The USA & Caribbean Multilateral Office of the World Conservation Union's World Heritage Program compiles thematic studies, U.S. government resources, and discussions of universal outstanding value as part of its Resources for Developing a Tentative List of U.S. Sites for Inscription in the World Heritage List.<sup>23</sup>

The 2007 update of the U.S. World Heritage Tentative List offers a powerful resource for determining national priorities for nominations. Though it is anticipated that no additional applications will be accepted until 2019, the applications submitted for the 2007 Tentative List should be closely studied, along with the new recom-

mendations to the Tentative List.<sup>24</sup> The applications and addenda for Colonial Newport, which was recommended for future consideration on the Tentative List, and the Historic Center of Savannah and Gilded Newport, which were not recommended, may prove especially relevant.<sup>25</sup> These may be obtained through the Office of International Affairs of the National Park Service.

## A Form-Based Approach to Zoning

Form-based codes provide an alternative approach to zoning that regulates the form of the built environment. Whereas conventional zoning codes control what happens in a building, with physical regulations corresponding to specific uses, form-based codes focus on the scale, placement, and orientation of buildings. They may include secondary consideration of land use.

Advocates believe that establishing the scale and form of a place is more meaningful and flexible than regulating uses. Form-based codes are closely tied to New Urbanist principles such as concentrated, mixed-use, pedestrian-friendly development, also called Traditional Neighborhood Development (TND). Like zoning, form-based coding covers all environments, from open rural spaces to dense urban areas, from new construction to infill in existing neighborhoods.<sup>1</sup>

Form-based codes include a prominent graphic component, with visual definitions of concepts and regulations. Architectural standards that control external building materials are sometimes included.

The major elements of form-based codes are:

- **A regulating plan** that designates the locations where different building form standards apply. This document is similar to but more detailed than a zoning map; it does not label uses and may be three-dimensional.
- **Building form standards** that control building height, placement, and orientation. These standards include cross-sections and footprint diagrams for each building type.
- **Street standards** that regulate elements in the public space such as street furniture, landscaping, signs, and sidewalks.

Because form-based codes emphasize urban form, historic buildings can serve as foundations for design guidelines and to help ensure that new construction fits into the historic fabric.<sup>2</sup> Charleston's vernacular buildings contribute to a unique sense of place in their height, scale, massing, quality of materials, streetscape rhythm, spacing, roof lines, alignment, and orientation.

Form-based codes can work towards preservation of place by regulating consistent, contextual form in established urban, suburban, and rural areas. In large areas of redevelopment or new development in the Neck or Johns Island, form-based codes provide a map of how the area should look and function on a public level with scale, density, landscaping, building form, and pedestrian facilities.

A form-based approach to zoning for Charleston should be explored, in conjunction with Area Character Appraisals, Conservation Districts, and other measures such as Transfer of Development Rights and inclusionary zoning. To direct development appropriately, use might be included along with form-based elements.<sup>3</sup>

## Process

The process of developing form-based codes affords citizens an opportunity to envision how they want their city to look in the future. Form-based coding workshops, or charrettes, ask community members to distinguish the important aspects of a place. Through these charrettes, creating a form-based code can become a community-based physical plan through the process of realizing what exists, which physical aspects contribute, and envisioning what the built environment can become.

Proponents argue that concise visual form-based codes are more readily understood than numerical zoning regulations and the accompanying design guidelines. Form-based codes are more straightforward because each zone may include a range of different uses and building types. Nevertheless, extensive public education is needed around form-based codes and the community-inclusive process of creating a form-based code.

A form-based approach to zoning might be applied to all of Charleston at once, incrementally, or for certain areas only.<sup>4</sup> Form-based codes in other cities have been replacements for all existing zoning, used as their own zoning districts, and employed as optional overlays.<sup>5</sup>

## Architectural Standards

Form-based codes are style-neutral; that is, they do not require specific styles to be followed.<sup>6</sup> Additional architectural standards may be added at the community's discretion to regulate elements such as materials and finishes, roof slopes, and window and door detailing. Spartanburg, South Carolina, skirts the issue of architectural style in its proposed Downtown Code. Instead, it mandates a level of compatibility for elements such as public entrances, building proportions, roof pitch, façade treatment, windows and doors, and materials.

## Preservation-Related Organizations

At the time this Plan was written, many organizations were active in preservation or related fields on the local, regional, state, and national levels. A partial list of preservation-related organizations is included here, intended to provide an idea of the breadth of the preservation movement. Neighborhood associations and other volunteer organizations also play critical roles in maintaining Charleston's built and cultural heritage.

### Preservation Organizations

Historic Charleston Foundation (HCF)  
40 East Bay Street  
Charleston, SC 29401  
(t) 843.723.1623  
<http://www.historiccharleston.org>

Preservation Society of Charleston  
147 King Street  
Charleston, SC 29401  
(t) 843.722.4630  
(e) [preserve@preservationsociety.org](mailto:preserve@preservationsociety.org)  
<http://www.preservationsociety.org>

### Land Conservation

Lowcountry Open Land Trust  
485 East Bay Street  
Charleston, SC 29403  
(t) 843.577.6510  
<http://www.lolt.org>

South Carolina Battleground Preservation Trust  
P.O. Box 21781  
Hilton Head Island, SC 29925  
(t) 843.689.3223  
(e) [info@scbattlegrounds.org](mailto:info@scbattlegrounds.org)  
<http://www.scbattlegrounds.org>

South Carolina Coastal Conservation League  
328 East Bay Street  
Post Office Box 1765  
Charleston, SC 29402  
(t) 843.723.8035  
(e) [info@scctl.org](mailto:info@scctl.org)  
<http://coastalconservationalleague.org>

### Community Organizations

Charleston Museum  
360 Meeting Street  
Charleston, SC 29403  
(t) 843.722.2996  
(e) [info@charlestonmuseum.org](mailto:info@charlestonmuseum.org)  
<http://www.charlestonmuseum.org>

Coastal Community Foundation  
90 Mary Street,  
Charleston, SC 29403  
(t) 843.723.3635  
<http://www.ccfives.org>

South Carolina Historical Society  
100 Meeting Street  
Charleston, SC 29401  
(t) 843.723.3225  
<http://www.southcarolinahistoricalsociety.org>

### African American Heritage

Avery Research Center for African-American History  
and Culture  
College of Charleston  
125 Bull Street  
Charleston, SC 29401  
(t) 843.953.7609  
<http://www.cofc.edu/avery>

South Carolina African American Heritage Alliance  
636-G Long Point Road, Box 32  
Mount Pleasant, SC 29464  
(t) 843.216.0442  
<http://www.aahasc.org>

South Carolina African American Heritage Commission  
Archives & History Center  
8301 Parklane Road  
Columbia, SC 29223  
(t) 843.896.6100  
<http://www.state.sc.us/scdah/afamer/hpaahcommission.htm>

### National Organizations

National Trust for Historic Preservation  
1785 Massachusetts Ave, NW  
Washington, DC 20036-2117  
(t) 800.944.6487  
<http://www.nationaltrust.org>

National Park Service  
1849 C Street NW  
Washington, DC 20240  
(t) 202.208.6843  
<http://www.nps.gov>

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724 Pine Street  
San Francisco, CA 94108  
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