

DIVERSITY OF PLACE



*Wepoo Drive & Riverland Drive
Riverland Terrace*

Not just one part of Charleston can be highlighted as “the historic area.” The Lower Peninsula certainly holds an outstanding collection of historic buildings; likewise, Hampton Park Terrace and Magnolia Cemetery are noteworthy. However, limiting the list to recognized historic districts fails to recognize that it is the extensive, tight-knit historic fabric north of Calhoun and across the Ashley River that makes Charleston one of the country’s great cities.

The sections in Diversity of Place emphasize contextual planning and design as necessary ways to maintain the character of individual neighborhoods—and thus the city. The Area Character Appraisals section discusses a neighborhood-based approach to preservation, in which elements that make up neighborhood character are articulated and preserved. Conservation Districts recommends further safeguarding measures for historic neighborhoods that are part of Charleston’s grand continuing story.

Area Character Appraisals



5.1 East Bay Street, circa 1898

Area Character Appraisals (ACAs) form the foundation of a neighborhood-based approach to historic preservation.^{1,2} Like Charleston's historic districts, ACAs broaden the view of preservation from specific buildings to the rich fabric of the surrounding community. They describe context, or the elements that comprise and characterize a place: scale, mass, and rhythm of structures, as well as streetscape and landscape elements. They are not a road map for how a place should look, but rather a reflection of what exists and a guide for continuing established development patterns.

Charleston's thriving development climate makes defining the physical elements that make up neighborhoods and establishing suitable areas for development very important. ACAs have the ability to provide a neighborhood-specific framework for citizens, developers, BAR members, and City staff to ensure that new development strengthens the established context. Furthermore, by evaluating character-containing neighborhoods and rural areas outside the traditional realm of preservation, ACAs will contribute to contextually appropriate development in the entire city, not just the local historic districts.

ACAs will serve both planning and educational functions. In the planning realm, they will interact with the Neighborhood Character map to evaluate the placement and form of future developments and infrastructure improvements against the specific physical context of a particular neighborhood. If architectural and historical

significance is present in one or more neighborhoods in a district, ACAs will propose boundaries for conservation districts. ACAs should also be accessible to lay citizens to explore how each neighborhood fits into the historical and architectural development of Charleston and the elements that make it special.

Area Character Appraisals may include:

1. Clearly written and mapped boundaries
2. Contextual statement of the history and importance of the area(s) relative to Charleston's development, including its historical and/or architectural significance, if any
3. List of property types in the area(s), with outstanding examples of each type graphically represented and predominant types noted
4. Illustrated discussion of character-defining elements, including descriptions and illustrations of characteristic streetscape and landscape elements (i.e. building setback and height, streetscape and architectural rhythm, and architectural components)
5. Assessment of the overall integrity and general condition of repair in the area(s)
6. Discussion of potential threats to the integrity and/or character of the area
7. Description of the urban design of the area(s), including height, scale, mass, and density (both current and historic)

ACAs broaden the view of preservation from specific buildings to the rich fabric of the surrounding community.



5.2 North Central



5.3 Citadel Square Baptist Church



5.4 Wagener Terrace

8. Note of relevant area or neighborhood plans and district zoning
9. Recommendation as to which areas (if any) should be designated as conservation districts
11. List of potential local landmarks or properties possibly eligible for the National Register (not including additional historic research)
12. Maps of the area(s), including focal points and landmarks and important or defining viewsheds
13. Bibliography and sources for further information, including past surveys

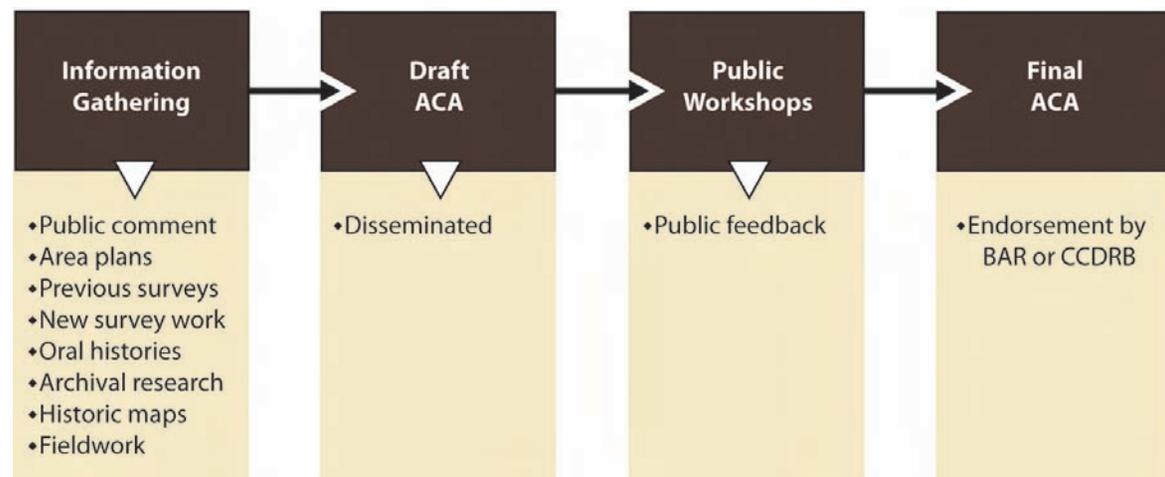
The variety of information included in an ACA will necessitate a diverse study group, archival and on-the-ground research, and a great deal of public input and neighborhood involvement. Extensive public outreach, education, meetings, and information gathering should be incorporated into the process. The study group might include neighborhood residents and property owners, City staff, BAR members, and representatives of local preservation organizations, with professional urban designers, historians, and architectural historians included in the study group or as advisers.

An expanded template for conducting ACAs should be developed concurrently with the first ACAs. All study groups would report to City staff, with the BAR/CCDRB endorsing and the City Council adopting ACAs and proposed conservation districts.

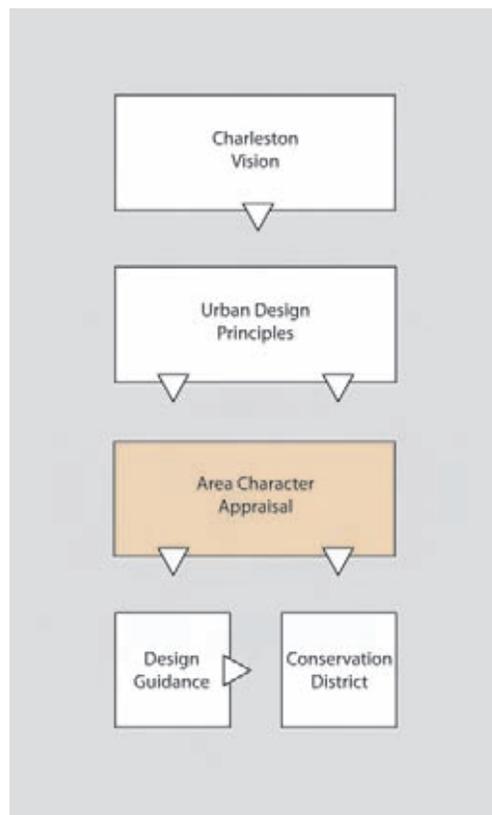
The choice to change an area—even one without outstanding physical context—should be a deliberate, informed decision. The first ACAs should be conducted in the Old City District and other areas under heavy development pressure, but appraisals eventually should be produced for most of the neighborhoods in Charleston’s Community Districts. Though some neighborhoods may not be regarded now as particularly historic, it is important to document the character of an area before substantial change renders it unrecognizable. ACAs will help ensure high-quality development in every part of Charleston.

ACAs and Planning

ACAs are the first step in a dynamic planning process. On a citywide scale, they should help direct development by refining the Neighborhood Character map at the neighborhood grain. The information gathered from an appraisal should serve as a resource for future surveys and survey updates and as fodder for developing form-based zoning elements. Geographical Information Systems (GIS), a powerful computer program that overlays information onto geography, should be used to link ACA information to planning and zoning maps and processes (Figure 5.5-5.6).



5.5 The development of Area Character Appraisals (ACAs) involves a multi-step process with extensive public involvement.



5.6 ACAs should establish a framework for future area plans and be used to evaluate future development.

On the scale of individual projects, ACAs should serve as references and guiding principles for the BAR, staff, and project applicants. All applicants should be required to state how projects are in line with ACAs, with staff and/or BAR review to ensure contextual development in individual projects. ACAs should establish a background for future area plans and suggest requirements for conservation districts. (See Conservation Districts.)

To be effective, ACAs must adapt as areas change. Five-year updates should be conducted initially, with the potential for ten-year updates as the development climate shifts or areas become more stable. ACA updates might be conducted in conjunction with survey updates. The appraisals should be succinct and straightforward, enabling easier updates.

Precedent for ACAs

Charleston's recent annexation policies give it many of the qualities and diversity of a large city: very different areas within a short distance of each other, a large and growing land area, and significant development prospects. These development prospects—along with the City's outstanding historic character—make ACAs that cover the entire city a relevant, nearly necessary, measure. See Additional Information in the Resources section for a sampling of cities that have completed ACAs or similar documents, usually as part of local historic district designation.

Character Map

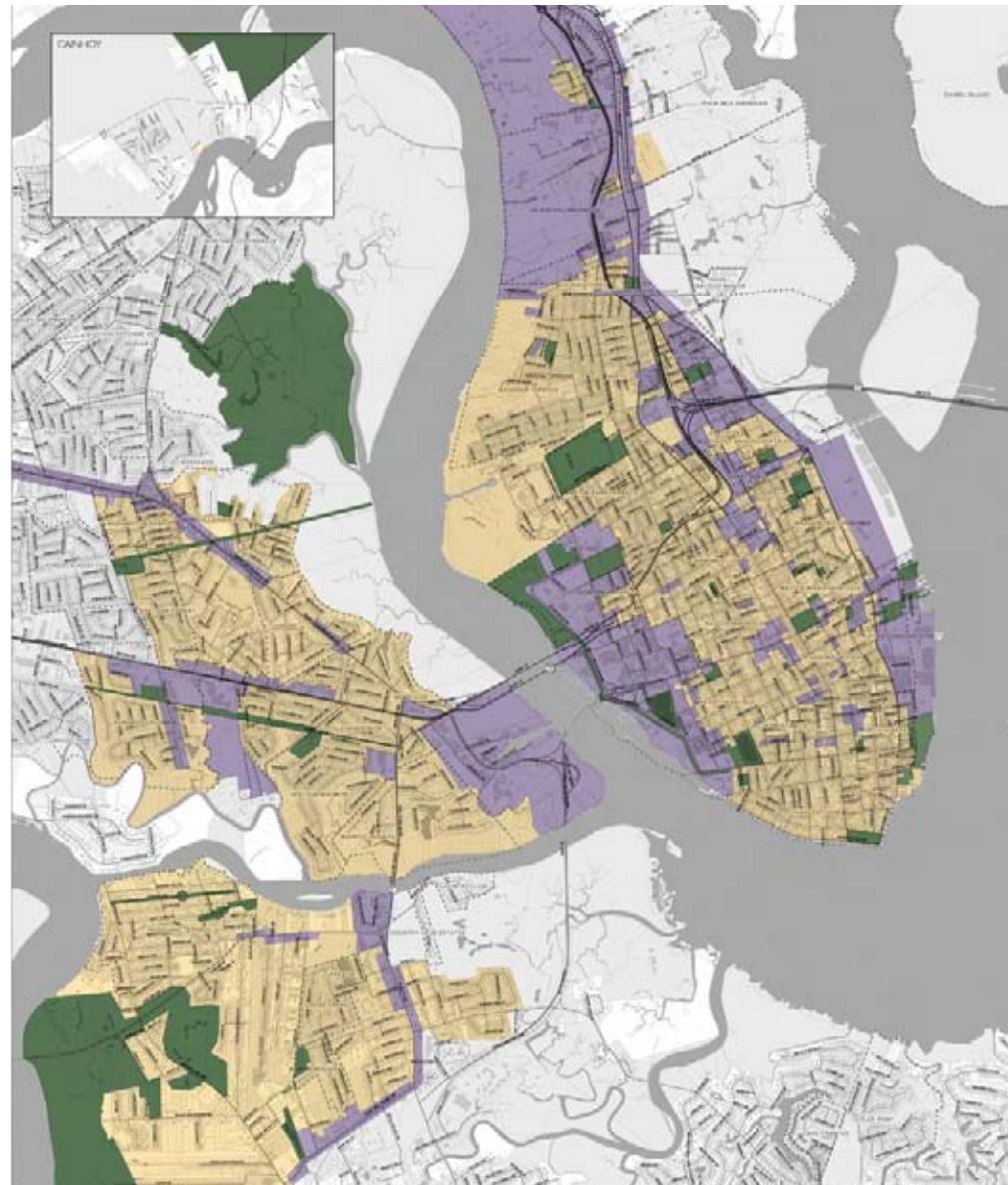
While development may bring needed resources and a coherent theme, areas with very dense historic resources are not appropriate places to locate large new buildings. In Charleston, the favorable development climate requires a concerted approach to locating new development. Above all, the tight-knit historic fabric that characterizes the city should be preserved.

The character map provides one approach to integrating new development. It depicts Charleston in terms of areas that should be preserved and areas that could benefit from redevelopment. Areas with cohesive neighborhood character should not be subjected to large-scale development; instead, existing character should be protected through Area Character Appraisals (ACAs) and future conservation districts. Transitional zones, on the other hand, signal an opportunity to create or strengthen character through strategic redevelopment. Existing green spaces should be preserved and more created where possible (*Figure 5.7*).

This character map should only be used as a prototype. It is the product of a “windshield survey” of the city—a survey completed through driving and cycling the streets of Charleston. In its current form, it should not guide decisions around specific areas. However, a refined character map has the potential to guide the focus of large-scale development efforts.

Recommendations

- ◆ Refine the character map
- ◆ Use the refined character map to guide large-scale development in Charleston



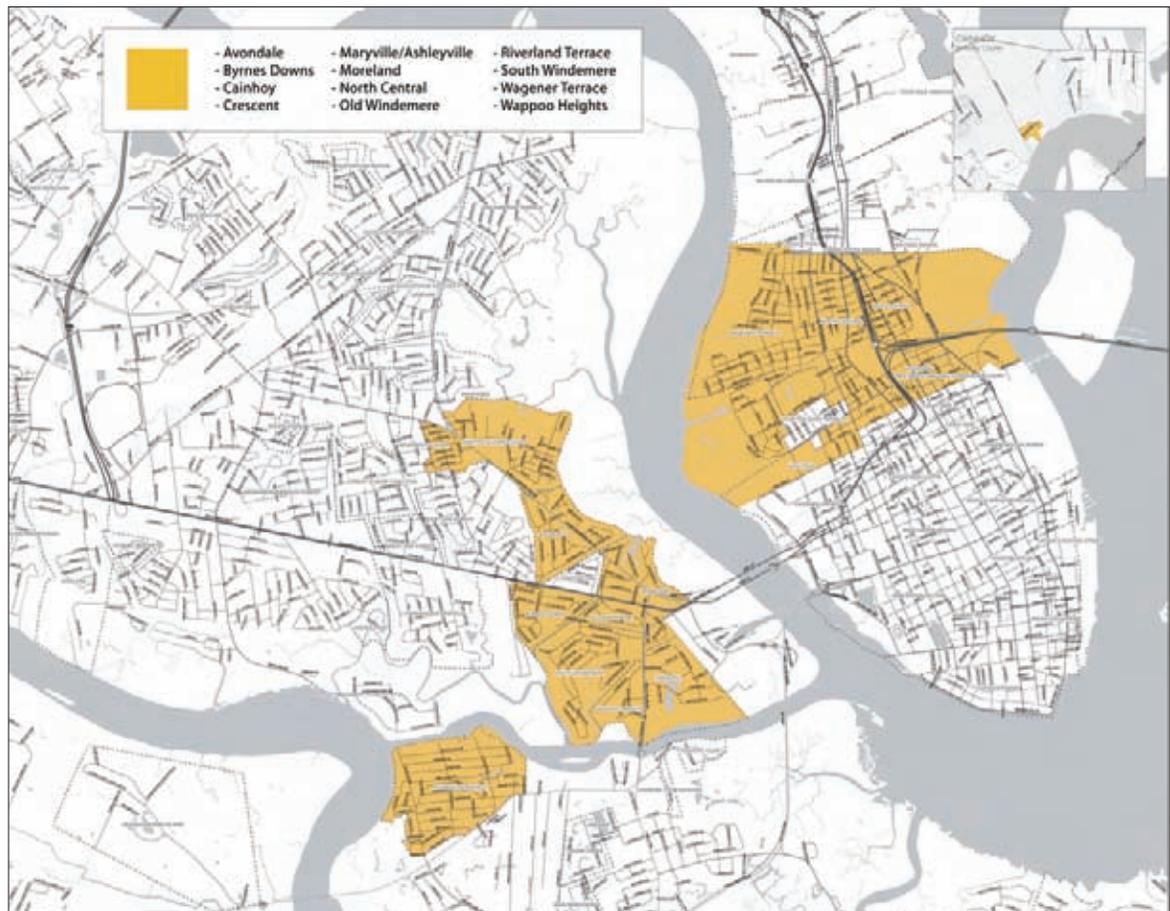
5.7 Prototype character map

Conservation Districts

Conservation districts are part of the recommended shift to neighborhood-based preservation planning that is especially important as Charleston's popularity and annexation policies herald widespread development. Neighborhood-based planning should begin with Area Character Appraisals (ACAs), which evaluate areas of Charleston that have cohesive character. Neighborhoods within those areas that are historically and/or architecturally significant to Charleston should be recommended as local conservation districts (*Figure 5.8*).

Changes to buildings in Charleston's local Old and Historic District and Old City District are reviewed by the Board of Architectural Review (BAR), with limited demolition review to Mt. Pleasant Street. However, few or no safeguards exist for other historic neighborhoods that are valuable parts of the city's continuing story. These neighborhoods, which may not contain exceptional architecture or have the complete integrity of historic districts, are essential parts of the ensemble of historic neighborhoods that make Charleston unique. Conservation district designation is intended to protect these historic neighborhoods that lie outside historic district boundaries—and, in so doing, preserve Charleston's historic character.

Conservation districts would grow out of the proposed Area Character Appraisals. ACAs will articulate elements that make up the character of a neighborhood, from big to small, architecture to landscaping, street furniture to the streets themselves. When an ACA recognizes particu-



5.8 Proposed conservation districts

Conservation districts are essential contributors to the ensemble of historic neighborhoods that make Charleston unique.



5.9 *Neighborhoods with particular historical or architectural significance, such as North Central (above), should be designated as local conservation districts.*

lar historical or architectural significance in a neighborhood or neighborhoods, it will set forth conservation district boundaries, which may be approved or disapproved by the BAR and the City Council. After designation of a conservation district, the ACA will provide guidelines and standards for the conservation district and educate the public as to the district's historic value.

At the discretion of the City and other organizations, conservation district designation might help provide one factor for distribution of historic building improvement grants or loans.

Jurisdiction over Conservation Districts

As conservation districts by definition have less historic value than historic districts, so review should be less strict. It is anticipated that Board review will be required for new construction, demolitions, and major alterations to buildings within conservation districts. However, review should be relaxed, flexible, and focused on preserving the major character-defining elements set forth in ACAs.

The BAR should have jurisdiction over conservation districts on the peninsula. This Plan sees a potential new role for the Commercial Corridor Design Review Board (CCDRB) in reviewing off-peninsula conservation districts. If the CCDRB does become a review board

charged with historic preservation duties, it should be included in preservation education programs and represented in ACA study groups and ACA approvals.

Neighborhood residents should be represented throughout the process, beginning with the ACA study group and continuing with a clear channel for input into conservation district review. The BAR and the CCDRB should include at least one resident of a conservation district.

Precedent for Conservation Districts

Nearly every city with an active historic preservation community—and some without—has recognized districts of local historic and/or architectural importance. These districts may be called landmark districts, historic districts, local historic districts, or conservation districts (or areas). Guidelines or standards often accompany designation of these local districts to guide treatment and regulation of properties inside the districts. See the Resources section for examples of cities with conservation or related districts.



St. Philip's Episcopal Church

NEW PATHS FOR PRESERVATION



Preservation is no longer just about bricks and mortar: it is a social, economic, and cultural endeavor. Preservation is increasingly engaging with varied interests to maintain and strengthen a sense of place. In green thinking and disaster mitigation alike, building on the past yields the brightest future and the truest path for Charleston.

The sections in *New Paths for Preservation* address preservation of place. *Sustainability and Preservation* examines how preservation can help sustain Charleston's vibrancy and contribute to environmental efforts. *Archaeology* advocates protection of below-ground historic resources that offer important stories about local and national history. The responsibility and challenge of protecting longstanding communities is explored in *Housing Affordability*. Finally, *Disaster Preparedness and Recovery* responds to the challenge of preserving the city and recovering after disaster strikes.

Sustainability and Preservation

Widespread preservation and sustainability activism emerged in the United States in the 1960s and 1970s in recognition that valuable resources were being lost or neglected. Since then, preservation has matured and sustainability has evolved to include alternative energy options, global warming, green building rating systems, and a comprehensive awareness of human impacts on the Earth's systems. Perhaps because of its environmental focus, sustainability has not yet become solidly allied with preservation.

However, the concept of sustainability is expanding rapidly. The relationship between historic preservation's intrinsic ethos of waste reduction and materials reuse and the effect on the planet of global climate change is

just now being recognized and explored. This awareness is gradually expanding the traditional horizons of the environmental movement—reduce, reuse, and recycle—to include very different disciplines, practices, and priorities. A field that once focused only on specialized environmental issues now brings together global problems such as climate change with local issues such as land use patterns, the economy, and historic preservation to seek lasting solutions at all levels.

Outreach and community engagement should be at the forefront in sustainability and preservation efforts. Only with the backing of a citizen majority can long-term changes be shaped and implemented.

A Green and Historic City

Sustainability means a number of things for Charleston as a city. It means addressing the impacts of climate change and mitigating environmental damage like air pollution. It should encourage preservation of rural landscapes through wise land use patterns as Charleston continues to grow. Sustainability in the long run means keeping the local economy vital and maintaining a dynamic local culture. And the energy efficiency and storm preparedness of both historic and non-historic buildings must be increased, both for successful historic preservation and for sustainability.

Global climate change has serious implications for historic Lowcountry areas in terms of livability and even existence. While the extent of climate change has not been determined, acknowledged effects include a rising sea level, more frequent and intensive hurricanes, and compounded flooding problems. Predictions of the extent of a rise in sea level range from 0.92 feet to 7.6 feet in the next hundred years, but any rise will endanger historic resources on low-lying ground (*Figure 6.1*).^{1,2} Increased frequency and severity of storms will pose increased threats to the fabric of historic buildings, making the Disaster Preparedness and Recovery section of this Plan increasingly important.



6.1 Sea level rise (left to right): 1 foot rise; 3 foot rise; 6 foot rise; 12-foot rise. Environmental studies can help planners understand the implications of climate change on historic Lowcountry areas (above: Clemson Architecture Center, *Global Climate Change Study*, 2007).

Historic preservation has an intrinsic ethos of waste reduction and materials reuse.

Forward-thinking local policy about urban design, historic resources, land use, and disaster preparedness must address these impacts. Mayor Riley has signed the U.S. Mayors Climate Protection Agreement and challenged the City of Charleston to reduce carbon emissions by 7 percent below 1990 levels by 2012.³ The Charleston Green Committee has been charged with creating the comprehensive emissions reduction plan.

Land use patterns, or how developments are located and designed, impact both sustainability and preservation. Zoning that allows sprawling new development in the outer reaches of West Ashley, James Island, Johns Island, and Daniel Island leads to the construction of houses and roads on formerly undeveloped land. Traffic to and from new development creates air pollution, and the construction and maintenance of the roads and infrastructure that serve these outlying developments takes money away from existing infrastructure. More critically, the amount of rural land available as a cultural and environmental resource is reduced.

Preservation of rural areas means preservation of delicate ecological systems and cultural heritage. Johns Island and other undeveloped parts of Charleston contain forests and agricultural lands that absorb rainwater, enabling groundwater recharge and preventing flooding due to runoff. These natural areas absorb less solar heat than developed areas, preventing heat islands; they also keep surface and air temperatures lower through

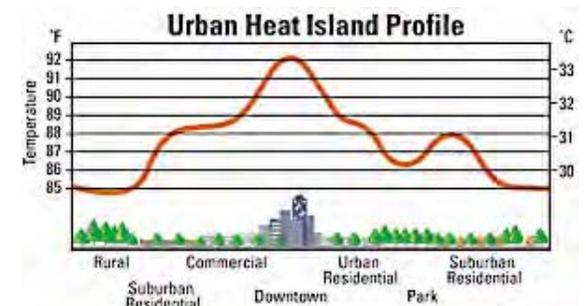
shading and evapotranspiration. When this rural land is developed, all these benefits are lost, along with valuable habitat for wildlife and irreplaceable cultural and natural heritage.

Reinvestment in existing areas of development preserves rural land from development, maintains quality of life, and reduces environmental impacts. Like “smart growth” planning, where compact mixed-use and transit-oriented development reduces the need for car trips, the historic peninsula neighborhoods that developed before cars became common offer easy access to housing, jobs, and transportation. Focused development promotes sustainability for Charleston and its residents: people are able to walk, bicycle, or take public transportation to meet daily needs, and carbon emissions and costly infrastructure needs are reduced. Charleston’s Gathering Places initiative aims to mitigate the negative impacts of scattered development by creating concentrated nuclei of shops and transportation throughout the city.

Economic sustainability, a relatively new player in the sustainability sphere, is supported by historic preservation. Much of the money spent in preservation-related activities is spent locally, including tourist dollars and construction funds.⁴ In Charleston, lodging, sales, and jobs from tourism contributed an estimated \$3.06 million to the city’s economy in 2006, with heritage tourism playing a significant role in drawing visitors.⁵

“Peninsula Urban Impact: The two greatest direct impacts on urban design will be sea level rise and increased storm intensity... As sea level rises so will the water table, which reduces the vertical fall available for drainage and below-grade capacity of storm water retention... The problem of collecting and managing runoff will become more difficult as the distance between land and the water table decreases.”

(Clemson Architecture Center, Global Climate Change Study, 2007)



6.2 Urban and suburban growth creates a “heat island effect,” where urban air and surface temperatures are higher than nearby rural areas (Environmental Protection Agency).



Finally, protecting the historic environment keeps quality of life high by maintaining a sense of shared community history and stewardship. Preservation of historic buildings nurtures continuing financial and social investment in communities. Conversely, demolishing historic buildings conveys the idea that community heritage is shallow enough to be disregarded.

Inherently Sustainable

Preservation tenets are underpinned by the key sustainability concept of “embodied energy”—that is, the total energy that has been used in the building’s lifecycle, from gathering and processing raw material to constructing the building to demolishing and removing it. Preserving historic buildings takes advantage of embodied energy by valuing the energy already expended, instead of setting in motion another energy extraction cycle to construct new buildings. Preservation also diverts materials from landfills by preventing building demolition and reusing historical materials to repair existing structures.

Windows, one of the most important components of historic buildings, provide a good example (*Figure 6.3*). The energy needed to manufacture a new energy-efficient window is more than the energy saved by the new window over its entire lifecycle. Historic windows that have been properly repaired may have nearly the same insulation ability as new weatherized windows.⁶

6.3 *Windows, one of the most important components of historic buildings, can be sustainably reused or adapted for modern living.*

Historic building materials have other intrinsic advantages. Historic buildings may use less energy than newer buildings, due to features—careful siting and orientation, cross-ventilation, operable windows, and insulation—that make buildings more responsive to the local climate.^{7,8} Historic building materials are often more durable and can handle more extreme conditions. For example, most old-growth timber and lime plaster will dry out after flooding, as opposed to newer lumber and gypsum plaster.⁹

The green building movement emphasizes resource conservation and energy efficiency. This is not intrinsically opposed to historic preservation; indeed, the embodied energy of existing buildings likely exceeds by far the energy required to construct a new building, even with energy savings accounted for. However, many of the techniques used to improve energy efficiency—double-paned windows, new mechanical systems, and newly developed technologies—may damage the historic building fabric.

Energy efficiency of both historic and nonhistoric buildings can be increased without damaging the original fabric. Weatherizing, insulation, energy-saving appliances, and strategic landscaping present a few major approaches. Efforts to increase energy efficiency in noninvasive ways should be addressed by citywide policies and public education programs.

Preservation already includes materials reuse. In Charleston, the commitment should be formalized to reuse historic materials that otherwise would be destined for the landfill. Building demolitions annually contribute 65 million tons to landfills in the U.S., while renovations add 60 million tons per year.¹⁰ Besides generating needless waste, such actions may lead to the permanent loss of valuable architectural components.

A salvage program for historic building materials should be organized to accept donations, resell building materials, offer educational and home improvement workshops, and engage community members through volunteering and/or job training.¹¹ A partnership with the Charleston County Solid Waste Landfill can save valuable architectural components from the landfill—and save the county money by reducing the volume of the waste stream.

City Policy

- ◆ Continue efforts to make Charleston more environmentally sustainable, including reduction of greenhouse gas emissions, improvement of public transportation, and the creation of energy efficiency programs

Public Education

- ❖ Publish a Preservation Manual for Charleston that details types of buildings and materials, as well as how to conserve and adapt buildings for modern use¹² **A**
- ◆ Appoint a sustainability coordinator to work with the City, County, nonprofits, the preservation community, and the environmental community
- ❖ Encourage local preservation organizations to staff an educational program, with community education seminars and presentations that reach out to and engage all communities; include programs on weatherizing and insulating historic houses

Materials Reuse

- ❖ Organize a salvage program, such as the one run by HCF
- ❖ Provide consultation sessions and workshops to homeowners and tenants through a nonprofit-run educational program



6.4 Archaeology project at the Nathaniel Russell House

Archaeology

Preservation in Charleston has traditionally focused on the built environment above ground, leaving below-ground resources to sporadic archaeological projects and general public obscurity. As a tangible record of historical environments, archaeological resources deepen the understanding of the history of a city—and, in Charleston’s case, the history of a region, a civil war, and a fledgling nation.

Archaeology gains additional significance in Charleston because of the city’s rapid growth. Archaeological investigations in City-funded developments have been standard in recent years; this practice should be codified. While a few privately owned properties have been documented through archaeological investigations, recent large-scale developments have been constructed with no attention to potential archaeological resources—thus losing valuable information forever. Little is known about the market farms, experimental gardens, and slave settlements near the peninsular city.

The Charleston Museum has had a successful public archaeology program for the last two decades, and the Mayor’s Walled City Task Force advocates for the preservation of historical fortifications in Charleston. On the state level, the Department of Health and Environmental Control’s Office of Ocean and Coastal Resources Management (OCRM) issues ground-disturbance permits for projects over one acre in the coastal counties, with the State Historic Preservation Office (SHPO) serving as

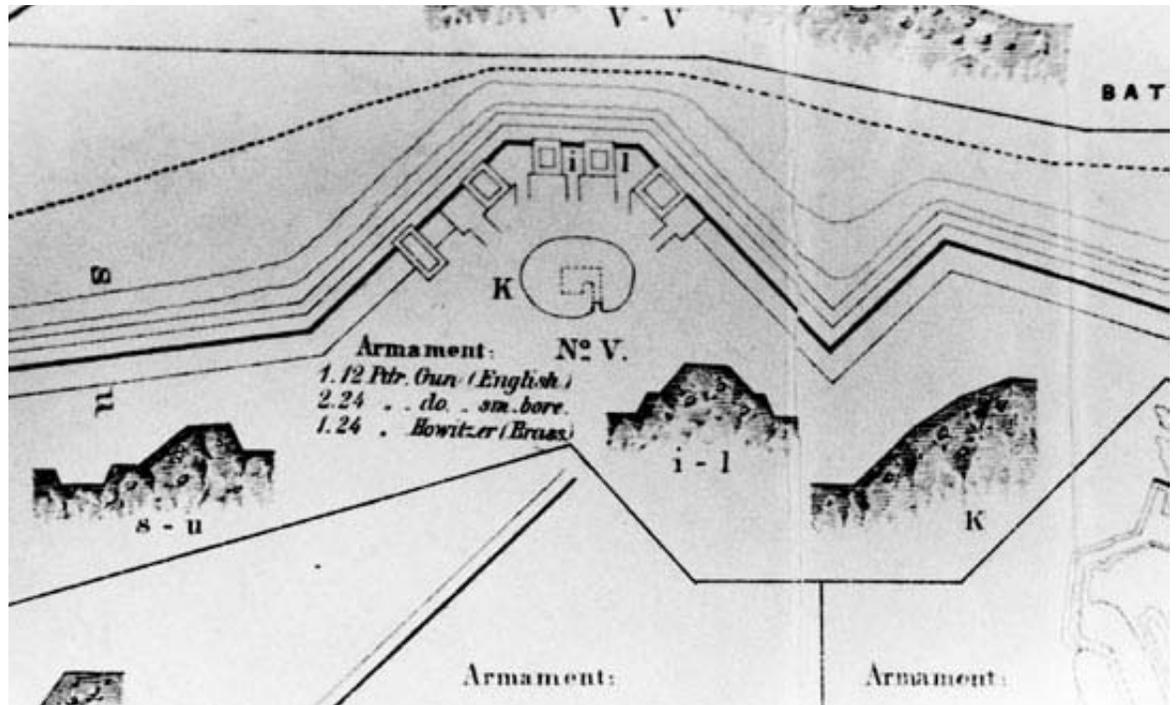
Archaeological resources deepen the understanding of Charleston's history, along with the history of a region, a civil war, and a fledgling nation.

consultant.^{13,14} The City should work with SHPO and the OCRM to identify projects that have the potential to affect significant archaeological resources (Figure 6.4).

With the wealth of documented archaeological resources as support and extensive new development as impetus, this Plan joins the Downtown Plan, the Charleston 2000 Plan, and the Century V City Plan in recommending that Charleston adopt an Archaeology Ordinance. The Ordinance should affirm the City's commitment to protecting its archaeological resources and create an infrastructure for reviewing projects too small to fall under OCRM review that may impact archaeological resources. Lower fees and review levels should be applied to areas judged less likely to have significant archaeological resources by the archaeological site map.

Recommendations

- ◆ Create and adopt an Archaeology Ordinance
- ◆ Develop an interagency Memorandum of Agreement that establishes the City of Charleston as a consulting agency in the OCRM/SHPO review process
- ◆ Refer to existing studies and fund research as necessary to create an archaeological site map to prioritize and focus archaeological review on areas more likely to hold significant archaeological resources, considering potential resources outside the early city; share the map with SHPO and Charleston and Dorchester counties
- ◆ With SHPO and county governments, use the archaeological site map to assess a project's impact on archaeology as part of the state and local permitting processes
- ◆ Charge an archaeology fee for projects that fall inside specified Archaeology Zones
- ◆ Convene an Archaeological Advisory Board to consider appeals, provide staff support, and help balance project priorities
- ◆ Hire enough staff members to review projects too small to fall under Coastal Zone Consistency review, including a City Archaeologist



6.5 Civil War earthworks like Battery No. 5 on James Island (above) are among Charleston's archaeological resources.

Housing Affordability

Only a preservation effort that maintains the vibrancy and diversity of a community as well as its built heritage can truly succeed. Preservation can revitalize historic areas and improve the quality of life for residents of all income levels, but it can also spur rising taxes, higher rents, and displacement of lifelong residents in the long term. Affordable housing falls under the purview of this Plan because issues such as quality of life, property values, and gentrification are inexorably linked to preservation, and should therefore be addressed in conjunction with the larger preservation goals of the city. Indeed, it is time for historic preservation to embrace the preservation of local communities through increased public education, measures to create and retain affordable housing, and efforts to improve communities in partnership with their residents (Figure 6.6).

Housing in much of Charleston is not affordable. In HUD terms, this means that households are paying more than 30 percent of their gross income for housing. The median home value of owner-occupied housing units in Charleston in 2005 was \$215,300—nearly double the state value of \$113,100.¹⁵ The citywide homeownership rate is just 47 percent.¹⁶ A substantial part of the local workforce earns more than the 80 percent of median income needed to qualify for low-income homeowner programs, but too little to afford a median-priced home in Charleston; in 2007, a median-income family of four earned just over \$55,000.^{17,18}



6.6 New housing development on Johns Island

Meanwhile, rising property values threaten to disrupt long-standing communities, high construction costs make affordable housing impossible to build without enormous subsidies, and sprawl reduces investment in the fabric of existing communities. Much is being done to keep housing affordable. A 2006 state property tax reform places a 15 percent cap on the fair-market value of a property for five-year reassessments, unless a transfer of interest occurs. The City's Department of Housing and Community Development includes an Affordable

Housing Incentive Task Force and several initiatives that rehabilitate existing historic buildings for community benefit. Local nonprofits are also active in working toward affordable housing.

Heirs' property issues threaten the makeup of many traditional rural communities.¹⁹ Development pressure on heirs' property can displace family-based communities or longtime residents when land is developed with housing that previous residents cannot afford. It is essential to

Issues such as quality of life, property values, and gentrification are inexorably linked to preservation.

address heirs' property to maintain housing affordability, community stability, land use patterns in rural areas, and preservation of place. (See Growth and Sprawl.)

Maintaining affordable rents helps long-term residents to remain in the neighborhood, while homeownership programs targeted at existing residents support sustainable economic and demographic diversity. Small-scale rehabilitations of derelict historic houses for affordable housing units have not proven economically viable in the past for institutions and nonprofits. Funding should be made available to low-income homeowners for rehabilitations, but strategies should continue to focus on new infill housing developments that fit the context of the neighborhood, as well as location-specific affordable units that allow people to live close to work and reduce commute traffic.

Creating affordable housing should be required for new developments, and finding ways for long-term residents to remain as property values and taxes increase should be a priority. This becomes an issue especially with large development areas. In the Neck's Magnolia development, the City and the developer addressed local residents' concerns that property taxes would force them to leave by creating a Staying Put Fund designated to assist residents in paying increased property taxes. This public-private partnership should stand as a model for future areas of development.

Heirs' Property

Heirs' property is land passed through generations of succession rather than a legal will. One owner's move to sell his or her share of the property, or partition the land, can result in court action and the sale of the entire piece of land. Even without partitioning, the difficulty of allocating property taxes among many heirs can force heirs' property owners to sell the land.



6.7 Retaining existing housing stock is essential.

Charleston has the potential to stand as a model city in which a partnership between historic preservation and community development revitalizes the community fabric while retaining and engaging a diverse resident base. Historic preservation principles and resources can be used to rehabilitate and build a variety of housing, allowing a wide range of income earners and ages to live close to jobs, schools, and services while reducing commuter traffic and improving the city's physical fabric. For example, existing auxiliary units could be used as scattered-site affordable rental housing for people who

work nearby. This has the potential to make downtown living affordable for a range of people, reduce downtown traffic, and lower property taxes for the building owner.

The Century V City Plan recommends creating 3,900 additional units of affordable housing by 2015. This Plan recommends a four-part approach that will create more affordable housing units, retain existing housing stock, improve the underlying process for review and approval of affordable housing projects, and establish a partnership between preservation and community development that will carry Charleston into the future.

Create More Affordable Housing

- ◆ Pass a Local Preservation Reinvestment Act that uses a fee on new or significantly rehabilitated market-rate housing developments to rehabilitate deteriorated historic building stock for affordable housing **L**
- ◆ Hold a design competition for Charleston-style modular affordable housing
- ❖ Utilize auxiliary buildings and garage apartments as scattered-site affordable rental units, with property tax credits granted as incentives
- ◆ Lobby the state to allow real estate transfer fees to be retained by municipalities for affordable housing and open space/land conservation acquisitions **L**
- ◆ Continue existing homeownership and rehabilitation programs, such as the Homeownership Initiative and those programs administered by the Redevelopment and Preservation Commission²⁰
- ❖ Create and build the capacity of community land trusts that own the underlying land on which a house is built; the trust would sell the house and lease the land to ensure long-term affordability
- ◆ Reduce taxes to make holding historic buildings as low-income rental housing financially viable **L**



6.8 Rosemont, in the Neck

- ❖ Require developers to include a minimum of 20 percent below-market-rate units in all multifamily projects of ten units or more (also known as inclusionary zoning) **L**
- ◆ Educate developers about the benefits of combining Low Income Housing Tax Credits and Historic Rehabilitation Tax Credits
- ❖ Articulate circumstances in which the Secretary of the Interior's Standards for the Treatment of Historic Properties might allow more cost-efficient materials to be used in affordable housing rehabilitation projects²¹
- ◆ Continue to make available long-term low-interest loans from the city and partner lending organizations that only require repayment of a portion of the loan; if the house is sold, the remaining balance of the entire loan becomes due²²
- ◆ Encourage larger companies to participate in an Employer-Assisted Housing program similar to that of the City

Retain Historic Housing Stock

- ◆ Establish a revolving loan fund to support the City's ongoing rehabilitation of houses owned by low-income earners, possibly through a fee on new market-rate housing and/or channeling code violation fines
- ◆ Base property taxes for rehabilitated houses on before-renovation values for a number of years per the Bailey Bill (South Carolina Code of Laws **Sections 4-9-195 and 5-21-140**)
- ◆ Provide property tax breaks for low-income homeowners
- ◆ Expand programs to include volunteer community labor in maintaining historic houses for low/moderate-income homeowners (such as Neighbors' Labors)
- ❖ Work with the Center for Heirs' Property Preservation to publicize heirs' property assistance and implement policies conducive to preserving traditional communities
- ◆ Create financial resources for rehabilitation of historic buildings into affordable housing (expand resources for smaller projects) and keep rental housing affordable through low-interest loans²³
- ❖ Publish a Preservation Manual with information about rehabilitation techniques, energy efficiency, and funding sources **A**
- ❖ Partner with schools, contractors, and artisans to do energy-efficient retrofits, training in sensitive rehabilitation and traditional building trades, and window repair²⁴
- ◆ Levy fees when affordable housing units are removed from the market to discourage loss **L**
- ◆ Consider rent control for all rental housing units in Charleston **L**
- ◆ Encourage developers to create funds such as the Staying Put Fund to help area owners offset rising property taxes
- ◆ Involve local construction companies in training high school students to repair and rehabilitate historic properties

Improve Process

- ◆ Centralize resources and coordinate efforts for preservation-based community revitalization
- ◆ Streamline building rehabilitation codes to improve the economics of rehabilitation projects²⁵
- ◆ Create an expedited affordable housing review/permit track
- ◆ Create the position of development review/affordable housing liaison
- ◆ Develop lower-cost, historically sensitive design and materials standards for affordable housing developments and rehabilitations
- ◆ Streamline affordable housing BAR review, possibly by using standardized designs

Disaster Preparedness and Recovery

Connect Preservation and Community Development

- ◆ Hold community workshops to gather input and educate all communities about affordable housing and historic preservation (include benefits of National Register listing)
- ◆ Support heirs' property owners in clearing title to their land, with follow-up attention to qualifying for Community Development Block Grant funds
- ◆ Create continuing community infrastructure such as community development corporations, shared-equity housing, and community land trusts to ensure that housing units remain affordable²⁶

Hurricanes, floods, earthquakes, tornadoes, fires: Charleston does not miss many major disasters. The city's coastal location places it in the path of hurricanes, and its eponymous lowcountry geography makes it prone to flooding. The Cooke fault that wrought devastation in 1886 runs under the city; the Helena Banks fault lies 12 kilometers (5.5 miles) offshore. The great fires of 1740, 1778, 1796, 1838, and 1861 testify to another means of significant damage.

This history, combined with incredible architectural resources, makes it essential that Charleston have a disaster preparedness and recovery component in its Preservation Plan. Post-disaster efforts that incorporate historic preservation allow the community to preserve community character, take advantage of preservation incentives, and recover more quickly than with demolition and new construction.

As Charlestonians learned after Hurricane Hugo, preparation and coordination make an enormous difference in the speed and effectiveness of post-disaster response. The preservation community should have the organization to offer immediate, knowledgeable assistance to areas affected by a disaster. Informational infrastructure such as Geographical Information Systems (GIS) and preservation-oriented survey teams should be developed and ready to be put in place to collect data and establish response priorities. For example, maintaining GIS maps with flood zone and historic resource overlays will help

set priority areas efficiently after a disaster. Ongoing educational programs can help create citizen emergency response teams able to assist with fast, accurate materials salvage and tagging. A single management plan can coordinate these efforts, prevent duplication, help distribute resources wisely, and encourage the many interested parties to build on each others' efforts.

Indeed, the number and variety of Charleston's historic resources make it impossible for just one entity to conduct preservation-focused disaster preparation and recovery efforts. A Preservation Response Network (PRN) that includes representatives from a range of interested and expert parties can serve as a centralized, well-organized coalition to help prepare for and respond to disaster quickly and effectively. The PRN should include representatives from the City, local and national preservation organizations, state and federal emergency agencies, and neighborhood councils. It should create a Heritage Disaster Management Plan to effectively guide coalition response to disasters (see Resources). The PRN should take the lead in developing a Heritage Disaster Management Plan for the City of Charleston and coordinate the preservation community's response to disaster when it does strike.

Charleston's history of natural disasters and incredible architectural resources makes disaster preparedness essential.



6.9 *The damage to historic resources caused by Hurricane Hugo in 1989 illustrates the need for a Heritage Disaster Management Plan.*



6.10 *Hurricane damage at Atlantic & Meeting streets, 1911*



6.11 *Meeting Street after the fire of 1861*

Of course, city, county, and state governments develop extensive disaster management plans, but these focus on planning for emergencies and protecting human life during a disaster. The City of Charleston's Hazard Mitigation Plan does include retrofit and homeowner education programs; similarly, the County's Project Impact works to educate homeowners about making buildings more disaster-resistant.²⁷

The National Historic Preservation Act requires that federal agencies consider the effects of their actions on historic properties eligible for the National Register. In a disaster situation, the national agency is FEMA, and disbursement of FEMA funds for demolition and rebuilding is contingent on Section 106 review by FEMA, the State Historic Preservation Office (SHPO), and local agencies. This part of the Plan, and the accompanying Heritage Disaster Management Plan section in Resources, aim to outline an approach and an infrastructure to expand awareness of disaster mitigation practices and successfully weather future disasters with historic resources valued and intact.

Public Education

Preservation education is the foundation of effective disaster management, preventing needless damage and adding credibility to preservation tenets if and when disaster threatens historic properties. Periodic workshops on weatherizing historic buildings and historically sensitive repairs can raise awareness levels, prevent damage, and make the public response to disaster more knowledgeable and involved. The Preservation Manual recommended by this Plan can also educate building owners about how to prepare for and respond to building damage.

After a disaster, public education can help prevent inappropriate demolitions and promote sensitive rehabilitation of historic buildings. Local building inspectors and structural engineers, whose decisions are generally accepted by FEMA in Section 106 review, should be educated about the value of and potential repairs to historic buildings ahead of time.²⁸ This technical education should be reinforced periodically at public meetings and after a disaster.

Because the people making decisions about historic resources will likely be unable to seek complete information, information must be available to the public before and after a disaster. Information about building inspections, FEMA assistance for shoring and stabilization, rehabilitation benefits, and Section 106 review

should be distributed to property owners by the PRN, the preservation community, or the City, with virtual and physical information clearinghouses to minimize confusion. Providing information will support property owners in making decisions: grants and low-cost loans available to private property owners; building inspectors, engineers, and other professionals who have experience with historic resources; how to access FEMA funding for shoring and stabilization; and other critical information. An online forum where citizens and preservation experts can exchange information might be established before a disaster strikes as a general information tool and, after a disaster, as an information clearinghouse.²⁹

Rebuilding

As rebuilding begins, guidelines for design review and construction must be established for areas with significant damage. Neighborhoods, PRN members, and the preservation community should be fully informed and invited to participate as these guidelines are developed. Procedures and guidelines that respect Charleston's history while looking to its future will make it a stronger, healthier city, not a haphazardly rebuilt collection of buildings.

In most situations when a large area is devastated by disaster, reconstruction—or the re-creation of a building no longer standing—is not appropriate. The Secretary of the Interior's Standards for the Treatment of Historic

Properties are clear on this point. Though reconstruction of major structures like the Old Exchange or City Hall might be appropriate to communicate their importance in Charleston's history, most buildings and neighborhoods should not be reconstructed. In case of wholesale destruction, the area should retain its prior use and scale, with designs that reference the historical elements but do not attempt to duplicate them. An informational component such as a plaque or display should be included in the rebuilt area to commemorate the pre-disaster area or building. When reconstruction is attempted rarely, if at all, historic buildings that do remain will retain a high level of integrity, and a sense of false historicity will be avoided.

Putting in place the recommendations in other sections will lay the best foundation for this section: strong infrastructure and ongoing preservation education should make planning for and implementing a disaster response more possible and effective.

Preparedness

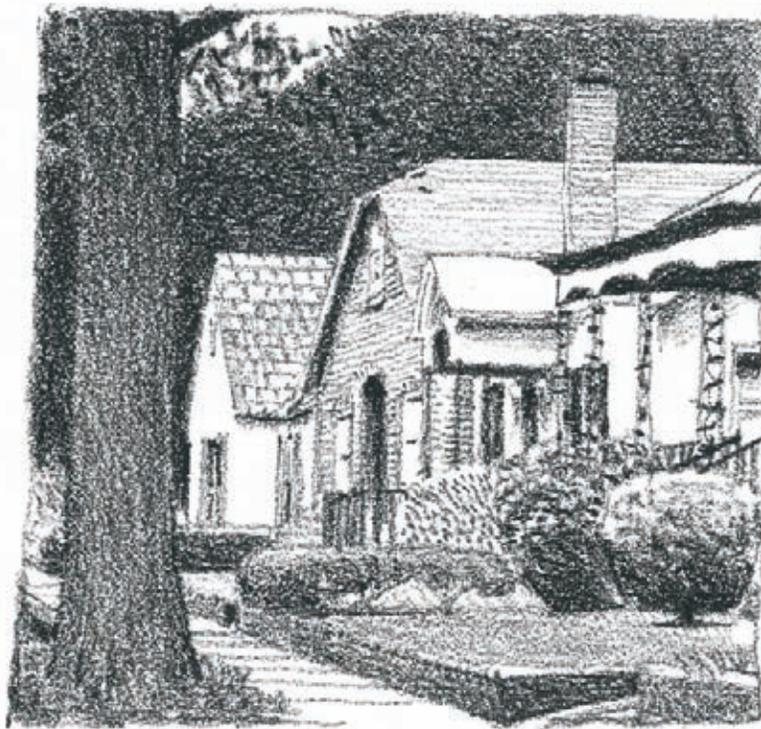
- ◆ Convene a Preservation Response Network to develop and annually update a Heritage Disaster Management Plan **A**
- ◆ Develop model emergency ordinances for post-disaster demolition and repair that protect historic resources against unnecessary loss of historic fabric and speculative demolitions
- ❖ Incorporate existing and future surveys into the City's GIS database, creating a historic resource overlay that includes historic districts, landmarks outside of districts, and conservation districts
- ◆ Maintain GIS map with up-to-date FEMA flood zones and the historic resource overlay
- ◆ Include Preservation Response Network member(s) in Charleston's emergency response command efforts
- ◆ Expedite but do not suspend BAR design review requirements after a disaster
- ◆ Appoint a preservation representative to the county Hazard Mitigation Project Committee

- ❖ Include a schedule and budget for an ongoing resources survey of the entire city
- ◆ Apply for funding for historic building retrofits through the State Hazard Mitigation Grant Program

Public Education

- ◆ Publish basic disaster management/recovery principles for historic buildings as part of the Preservation Manual and in preservation bulletins³⁰ **A**
- ◆ Publicize preventative maintenance and weatherizing measures through the Preservation Manual recommended by this Plan **A**
- ◆ Offer workshops on weatherizing buildings
- ◆ Publish targeted Preparedness/Management/Mitigation brochures³¹ and a Preparedness checklist³² for occupants and owners of buildings, historic and otherwise
- ◆ Publish or redistribute preservation bulletins that cover disaster response for historic buildings

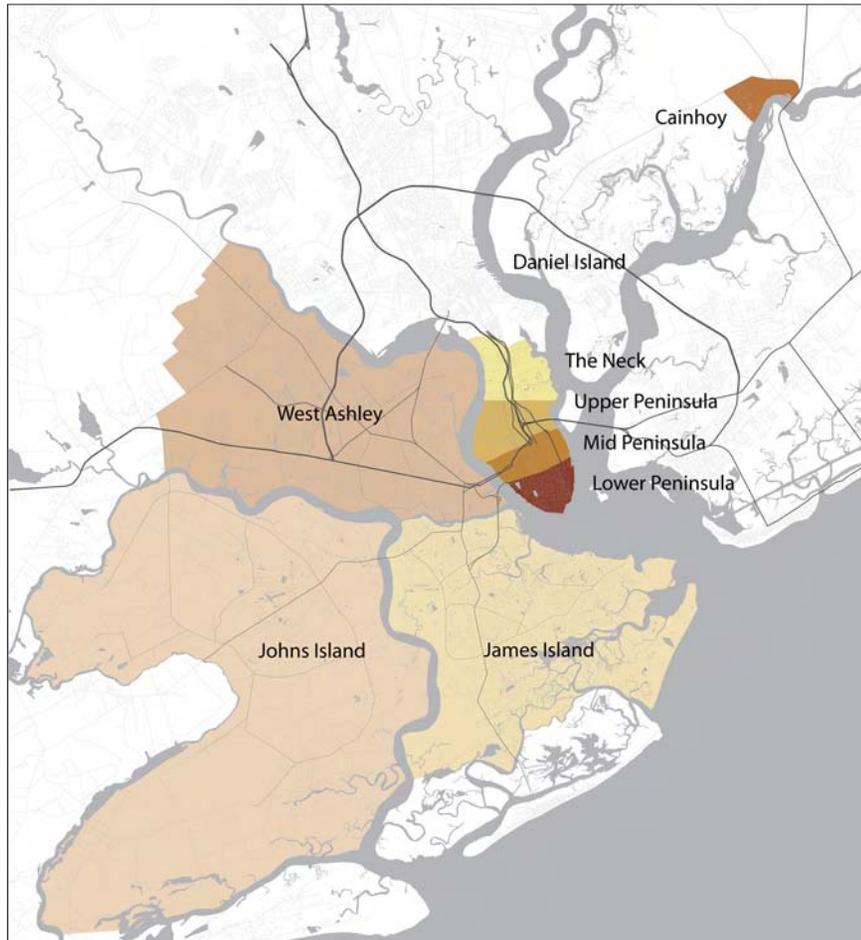
NEIGHBORHOODS



*89-101 Saint Margaret Street
Wagner Terrace*

The quality of life for residents and workers in Charleston is defined by neighborhoods throughout the city. From the single houses of the Lower Peninsula to the Neck's worker housing, from the largely postwar housing developments of West Ashley to the rural landscapes of Johns Island and Cainhoy, neighborhoods are the places to begin to understand Charleston's distinct character.

This part of the Plan focuses on these neighborhoods and their unique histories, issues, and opportunities. It complements earlier overview sections by reinforcing policy suggestions and tailoring neighborhood-focused planning strategies like Area Character Appraisals and conservation districts to specific areas. Critically, it provides a road map for preserving and enhancing each neighborhood's historic character while presenting localized and citywide strategies to handle growth pressures wisely (Figure 7.1).



7.1 Neighborhoods of Charleston



Some themes—housing affordability, open space, and rural landscapes—are repeated in several neighborhood sections, with a different perspective in each. Other topics, like condominiums, are specific to particular areas of the city. These neighborhood overviews are not meant to take the place of general area plans, but rather to focus on the unique historic preservation opportunities and challenges each area presents.



Lower Peninsula



- | | |
|----------------------|------------------------|
| 1 Harleston Village | 4 Upper Concord Street |
| 2 Robert Mills Manor | 5 French Quarter |
| 3 Ansonborough | 6 Charlestowne |

7.2 Lower Peninsula

The Lower Peninsula—the area below Calhoun Street—was laid out in 1679 with narrow, deep lots around a central square (*Figure 7.2*).¹ Early Charles Town stood at the edges of the British Empire, and colonists soon built walls around their settlement to ward off the Spanish, French, Native Americans, and pirates. Fortifications built in 1704 were extended as the town grew to just north of present-day Calhoun Street in 1780. Charleston’s position as Carolina’s major port and trade center meant that land in the city was scarce, and businesses and homes were often established in the same building.

The early city weathered many disasters, both manmade and natural, and fostered a number of historic cultural firsts. Charleston was occupied by the British for two years during the Revolutionary War, saw the beginning shots of the Civil War, surrendered after a 567-day Union siege, and experienced great fires, major hurricanes, tornadoes, and the East Coast’s largest earthquake—and recovered from all. Here, the first opera in America was performed; here, the nation’s first museum and first Chamber of Commerce were organized; here, the members of the first American golf club played rounds.^{2,3} In 1931, the City Council designated the original walled city as a historic district—the first in the United States.

The designation kept post–World War II demolitions in the historic district to a minimum.⁴ Now, the Lower Peninsula’s distinctive residential neighborhoods, nar-

row streets, and low-rise commercial buildings retain a strong sense of history. Part of a battery from the early 1700s has been located at the foot of Broad Street, and other portions of early fortifications have been uncovered by construction.⁵ St. Michael’s Church was an early distinguished church in what would eventually be nicknamed “the Holy City” for its abundance of church spires on the horizon.

The majority of the Lower Peninsula is residential, but its central business district is thriving. While the Lower Peninsula’s tree-lined residential streets, bustling commercial areas, and compelling history draw large numbers of tourists, they also provide the setting for daily life for many Charlestonians. The College of Charleston, founded in 1770, adds a vigorous student population to the area, and the Port of Charleston ranks as the country’s fourth-busiest container port.

In the next six to eight years, population growth on the peninsula is variously estimated at –8.8 percent and 5.3 percent, but the area is far from static.^{6,7} Neighborhoods like Ansonborough, Charlestowne, the French Quarter, and Harleston Village are unique areas with relevant needs for the present and the future. This Plan will speak to how the Lower Peninsula can remain a lively, historic core of Charleston. The 1999 Downtown Plan focuses on the Lower Peninsula in more detail and should be consulted in conjunction with this section.

The Lower Peninsula's distinctive residential neighborhoods, narrow streets, and low-rise commercial buildings retain a strong sense of history.



7.3 *United States Custom House*



7.4 *King Street*



7.5 *Historic Lower Peninsula residences*



7.6 Aerial photograph of the Lower Peninsula, 1934



7.7 As the 1931 Preservation Ordinance recognized, the Lower Peninsula contains a wealth of historic resources (above: Market Hall, 1893).

Historic Resources

It is nearly impossible to call out the most precious historic resources in the Lower Peninsula. The Powder Magazine, City Hall, the Joseph Manigault House, the Exchange and Provost Building, the Nathaniel Russell House, St. Michael's Episcopal Church—the list goes on and on, and poorly designed buildings are rare within the outstanding historic fabric. From quiet residential streets to bustling commercial corridors, the Lower Peninsula presents a view of Charleston as it evolved from its earliest days to the present, with none of the wholesale destruction and few of the careless alterations found in other historic cities (*Figure 7.6*).

This extraordinary wealth of historic resources was recognized in 1931 with the Preservation Ordinance, which created design review south of Broad Street, east of Lenwood Street, and west of East Battery and East Bay streets while setting national precedents about the role of preservation in urban planning. Though the Board of Architectural Review only gained the power to delay demolitions in 1959, a citywide statement had been made as to the value of the seventeenth-, eighteenth-, and nineteenth-century streetscapes in the Lower Peninsula. Preservation efforts should continue to preserve this precious collection of resources.

- ◆ Continue to strictly safeguard Lower Peninsula historic resources and historic streetscapes
- ❖ Use zoning to protect mixed-use buildings and provide incentives to encourage corner store retention and reuse

Housing Affordability

As news of Charleston's high quality of life spreads, the intertwined issues of diversity and housing affordability pose an urgent challenge, especially in the Lower Peninsula. Market-driven increases in real estate prices lead to higher property values. These values, combined with higher property taxes, may entice or force long-term residents to leave the area in a process called gentrification. Low- to moderate-income earners and families may be deterred by home prices as well as a dearth of schools, caused by a diminishing school-age population. In short, the high cost of living threatens a loss of diversity on several fronts.

The Downtown Plan recommends increasing housing supply and affordability; for example, with infill housing in Lower Lockwood and as a requirement in larger multifamily residential projects elsewhere on the peninsula. This Plan supports the recommendation for infill affordable housing developments.

A location-based affordable rental program should also be explored. This program might involve the rental of dwelling units in carriage houses and outbuildings to employees of nearby businesses in exchange for a property tax credit for the difference between affordable rent and market rate, with a reduction of parking requirements.

The workforce that sustains the tourism industry in Charleston—hotel employees, restaurant staff, gift shop workers, and others who work in the 50,000 jobs created directly or indirectly by tourism—should have the opportunity to live near their jobs. Accommodations taxes collected in Charleston County in fiscal year 2004–05 totaled over \$833,000.⁸ This money, which must be used for projects related to tourism, could help fund downtown affordable housing for low-income hospitality workers.

Student renters present another challenge to affordability. While students add vitality and diversity to neighborhoods, students living in groups may occupy houses that would otherwise be available and affordable to longer-term residents. This issue is best tackled from the supply side by supporting the College of Charleston in building additional student residences on campus.

- ◆ Further explore location-based affordability programs
- ◆ Support the College of Charleston in constructing additional on-campus student housing
- ❖ Include affordable units in the housing component for the Union Pier redevelopment

Changes in Ownership Patterns

Traditional commercial spaces like corner stores have been converted to high-end housing in some neighborhoods. A vision—and practical steps to achieve it—is needed for these neighborhoods. The process of developing Area Character Appraisals (ACAs) and zoning updates or form-based coding can help articulate the desired form of and uses in these areas.⁹

Absentee ownership is another cause of inactivity in residential areas and detracts from neighborhoods' vitality. Besides cutting the available housing supply for full-time residents, the active resident base is decreased, local services such as post offices and schools receive less use, and the houses stand unattended for much of the year. This is a growing concern in the historic district, where

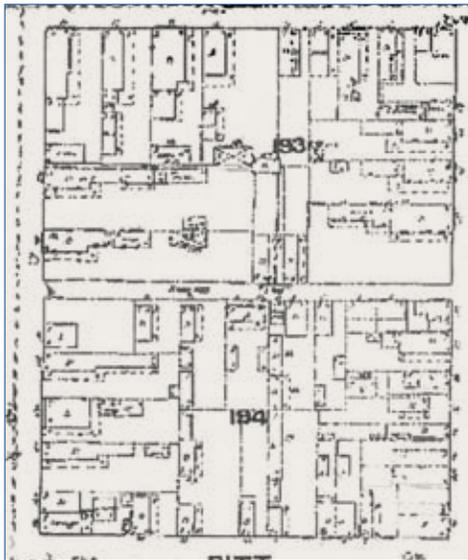
Charleston's growing popularity has created a demand for second homes. Timeshares and residential clubs pose similar problems, with lack of consistent building maintenance and a rotating schedule of vacationers who may lack emotional or continuing financial investment in the community.

The City Council adopted the recommendations of a 2006 committee to treat timeshares and residential clubs as commercial hotels and prohibit their location in residential areas. However, the City cannot prevent owners from choosing part-time residency.

Density

Division of historic residences into condominiums raises two issues: preservation of important interiors and appropriate density in neighborhoods. Property rights shift preservation of interiors to a matter of incentives, as noted in the Interiors section. Requiring documentation of important interiors before conversion will maintain a record of historical resources and enable re-creation of the interior if the building is ever reunified as a single-family home.

The City regulates density, parking, and lot coverage for condominiums under the same zoning laws as other housing types. Under these regulations, only a few op-



7.8 Sanborn Fire Insurance maps show the historic building density of Harleston Village, which is an important feature of the neighborhood.



7.9 Harleston Village's historic density should help determine appropriate building and zoning codes.

portunities remain to convert buildings into multiple units: some zoning districts allow only single-family homes on lots, and other areas have reached maximum density already. For example, of 916 properties in Harleston Village, only 96 properties have the capacity (under the current Zoning Ordinance) to hold additional dwelling units, and 63 properties have the potential for an additional structure (Figures 7.8-7.9).

Widespread concern about condominiums as harbingers of increased density speaks to the need for increased public understanding of and input into density regulations. Form-based codes incorporate public workshops into their formation, providing a public forum for expressing preferences and concerns about density. The codes themselves should offer a clear guide to neighborhood density. Historic building density should play a strong part in determining appropriate codes, especially in neighborhoods where large lots allow out-of-scale buildings or densities under current zoning regulations. (See Land Use and Regulation.)

- ❖ Consider a form-based approach to zoning to provide an easily understood process for determining density in neighborhoods
- ❖ Require Historic American Building Survey (HABS) Level II extensive documentation of interiors in historic district and landmark buildings that will be drastically altered **L**

Open Space

Parks, gardens, and squares are crucial components of historic fabric as expressed in city plans and traditional gathering places. From small “mini” parks to playgrounds and fields to waterfront parks to public squares, the Lower Peninsula has an abundance of parks and other open space woven into the neighborhoods (Figure 7.10).

The Parks and Recreation Master Plan recommends developing a large gathering area in the Lower Peninsula to host special events, especially with the Ansonborough Field/Concord Park space reduced to 5 acres. Potentially, other open spaces could be connected and streets incorporated to provide linked venues for festivals.

A 2002 County Open Space Analysis calculates that 630 acres of regional parkland is needed on the peninsula by 2015.¹⁰ However, the high cost of land and the lack of large tracts lead the report to conclude that the regional park needs of the peninsular population should be met by facilities on West Ashley and James Island or in the Neck.

The Downtown Plan, the Century V City Plan, and the Parks and Recreation Master Plan should be referenced for park development recommendations beyond the scope of this Plan.



7.10 Parks, gardens, and squares are crucial components of historic fabric in the Lower Peninsula (above: Waterfront Park).

Heritage Tourism

Though the benefits of tourism are widely recognized, finding the right balance between the needs of residents and those of tourists is a continuing challenge. A spate of hotel construction has created worries about traffic, as well as predictions that the demand for tourist facilities may be overestimated. Linking the Accommodations Tax to affordable housing for tourism industry employees is one way to directly connect tourist revenue with some of the people who may need it most. To date, Charleston has been successful in balancing resident and tourist needs. It must continue its efforts and pioneer concepts like the Accommodations Tax link, using its prosperity and popularity to serve both residents and tourists.

- ❖ Petition Accommodations Tax Advisory Committee to the Tax revenue to support housing for employees of the tourism industry **L**



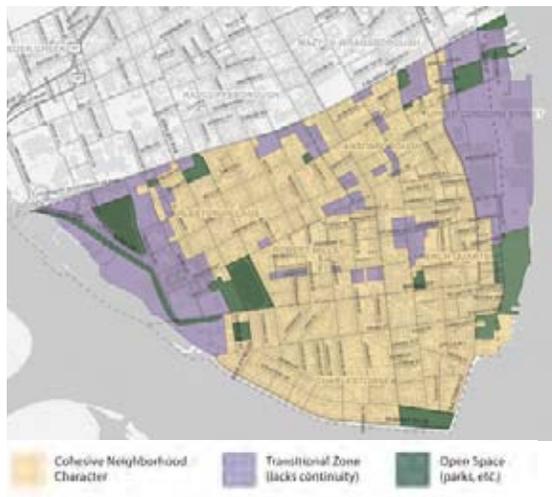
7.11 New construction along the Ashley River



7.13 Saks Fifth Avenue on King Street



7.12 New condominiums on Concord Street



7.14 Lower Peninsula Character Map

New Construction

New buildings in historic neighborhoods must work to achieve a design, height, and density congruous with existing residences and low-rise commercial buildings. Especially in the Lower Peninsula, new construction and rehabilitation projects can have a major impact on the dense historic fabric. In a best-case scenario, new buildings increase neighborhood vitality by infilling vacant lots. Conversely, an out-of-context construction project may loom over its historic neighbors, diminish the area's character, create traffic and parking problems, and detract from the overall feeling of the neighborhood. An explicit statement of valued elements and styles in Area Character Appraisals (ACAs) will assist the BAR in determining whether new construction projects are contextually appropriate; similarly, character maps will help show whether the location is well suited to the scale and density of the project.

Towards the goal of long-term planning, character maps delineate areas that are visually cohesive from spaces that could be redeveloped to more actively contribute to an area as green space, housing, or commercial development. The character map reinforces the Downtown Plan recommendations and characterizes areas as cohesive, transitional, or having potential for redevelopment (Figure 7.14).

New construction and rehabilitation projects can have a major impact on the dense historic fabric.

The Union Pier and Concord Park redevelopment projects have the potential to serve as models for well-designed urban development at a scale impossible on the rest of the Lower Peninsula. These projects should enliven the surrounding areas through a mix of open space, housing, and commercial space. They present a singular opportunity to develop a new type of quality urban environment that is uniquely Charleston.

Conduct ACAs to articulate the character and defining characteristics of Lower Peninsula neighborhoods
 Publish a Preservation Manual for Charleston that details types of buildings and materials, as well as how to conserve and adapt buildings for modern use
 Practice strategic growth management to direct large developments to areas better suited for large, dense projects

Infrastructure

For both residents and tourists, the Lower Peninsula's size means that walking is a viable way to sightsee and run some errands. Small neighborhood businesses such as grocers and coffee shops would increase pedestrian activity and fit in with the area's traditional mixed-use character. Increased and improved public access to the riverfront would create more pedestrian and recreation opportunities.

The King Street Streetscape improvement project focused on King as a main commercial corridor.¹¹ Initiated in 1994, the project involved major changes to the street: burying utilities and installing new street pavement, curbs and sidewalks, tree wells and palmetto trees, and light poles.

Flooding has been an issue in many areas and is being addressed by the Master Drainage and Floodplain Management Plan.

- ◆ Extend the river walk around the peninsula
- ◆ Improve public access to the Ashley River at the City Marina and the west marshes
- ◆ Install underground wiring throughout the Lower Peninsula
- ❖ Continue to implement stormwater capital improvements; increase investment in drainage efforts and update the Master Drainage and Floodplain Management Plan as needed

Mid-Peninsula



- | | |
|----------------------------------|-----------------------|
| 1 Westside | 4 East Side |
| 2 Gadsden Green | 5 Wraggborough Homes |
| 3 Cannonborough / Elliottborough | 6 Mazyck-Wraggborough |
| | 7 Radcliffeborough |

7.15 Mid-Peninsula

The Mid-Peninsula, the area bounded by Calhoun Street on the south and Fishburne Street and the Crosstown Expressway on the north, combines Charleston's distinctive historic architecture with a varied socioeconomic and demographic background (Figure 7.15).¹² Cannonborough and Elliottborough were settled by Irish and German immigrants around 1809, and the East Side developed as a neighborhood for free African Americans and immigrants who were drawn by the industries built near the railroad tracks. More foreign immigrants arrived in Charleston in the early to mid-nineteenth century, and many of them settled in the expanding area north of Calhoun Street, where industry was near and the construction of less-expensive wooden buildings was allowed. The area was annexed to the city in 1849, including Mazyckborough and Wraggborough, which began developing around 1800, and Radcliffeborough, which was thriving by the 1820s.

Here, comparatively more opportunities for infill exist, potential preservation projects abound, and housing costs remain more affordable than below Calhoun Street. Directing new development in this area while maintaining its historic value, diversity, and affordability should be a policy priority, as Charleston's steadily increasing popularity forecasts certain change for the Mid-Peninsula in the near future.

Marion Square stands at the border of the Mid-Peninsula and the Lower Peninsula. Created in 1882 as a grand parade ground for The Citadel, it is sited as an activity hub east of the College of Charleston and just north

of intense commercial activity on King and Meeting streets.¹³ Debate over a new hotel on the north side of the square should be leveraged to develop a plan for the area surrounding Marion Square, given its prominence and the number of potential redevelopment sites around its perimeter.

The nature of the King-Meeting corridor and the Mid-Peninsula itself will be determined by a number of substantial mixed-use projects and institutional growth.¹⁴ New development and infrastructure should be carefully scaled with quality design to make the King-Meeting corridor a seam to hold neighborhoods together, not a barrier. The presence of the Medical University of South Carolina (MUSC) complex, the College of Charleston, and the growing Charleston School of Law raises the stakes for careful planning and resource management in the Mid-Peninsula, as the schools' growth plans will drastically affect the surrounding areas.



7.16 Upper King Street

Maintaining the Mid-Peninsula's historic value, diversity, and affordability should be a priority.



7.17 Corner store at Elizabeth and Chapel streets



7.18 Rose Lane in Cannonborough/Elliottborough

A major city gateway remains to be defined. Although Upper King Street has begun a dramatic revitalization, numerous vacant buildings and lots remain, with even more vacant properties on Meeting Street. The historic railway right-of-way is a key corridor well suited for a light-rail line in the future and a pedestrian/bicycle greenway in the interim.

Historic Resources

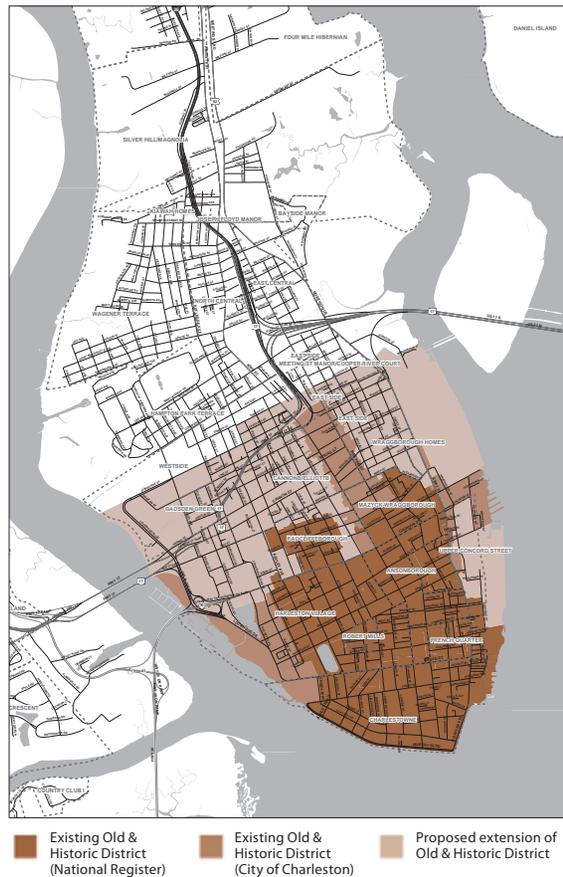
The Mid-Peninsula's historic wooden buildings comprise a cohesive historic area, albeit one that has seen less investment than the Lower Peninsula. The residential neighborhoods and scattered corner stores merit continuing protection of historic land use and area character. In the interests of maintaining historic character, the low skyline profile should be maintained with few exceptions, and buildings incompatible with the historic environment should be considered for redevelopment more sensitive to their context.

Corner stores contribute to a distinctive building type prominently situated on corners throughout the Mid-Peninsula, as well as the Lower and Upper Peninsula areas. The historical use of corner properties for commerce adds importance to these properties that already enliven the local economy and provide a vital diversity that allows a better quality of life for residents. Zoning should prevent corner store conversions to residences, as has occurred in the Lower Peninsula (Figure 7.19).

Extending the National Register Historic District to encompass all of the Mid-Peninsula would allow federal and state tax credits to be used for reuse and rehabilitation projects and extend the FEMA variances allowed for National Register properties. (See Design Review.)



7.19 Retail stores have long been a distinctive part of the Mid-Peninsula's character (above: Read & Dumas Store at the corner of Spring and King streets, n.d.).



7.20 Proposed changes to historic resource protection in the Mid-Peninsula

- ❖ Apply to expand the Charleston National Register Historic District to the 1985 Geier-Brown-Renfrow Survey boundaries (*Figure 7.20*)
- ◆ Conduct community outreach and education about National Register listing and historic preservation
- ◆ Use zoning to protect mixed-use buildings and provide incentives to encourage corner store retention and reuse
- ◆ Direct bonus fees to a fund to cover review fees and/or rehabilitation grants for owner-occupied low- to moderate-income housing
- ❖ Direct the growth of MUSC's campus and associated facilities to the west and northwest, away from historic neighborhoods

Housing Affordability

Here especially, there is a need to preserve community as well as buildings. Because historic preservation has the potential to change demographic and socioeconomic character through rising property values, preservation also should have a responsibility to ensure that historic demographics are safeguarded and that the community develops along with building restoration. With rising housing prices and property taxes in the nearby Lower Peninsula, major demographic shifts threaten long-standing communities. In some areas—Radcliffeborough, Elliottborough, Cannonborough, Mazyck-Wraggborough, and others—large changes have

already occurred in the population. The focus in the Mid-Peninsula should be on preserving existing and creating more affordable housing, as well as providing incentives for historic preservation.¹⁵

Oversight should be established to safeguard historic resources in the area, with financial resources made available to aid low-income homeowners and renters in maintaining historic properties and giving tax relief. Stabilizing the community—creating additional affordable housing, homeownership opportunities, and jobs—is a necessary precursor to physical improvement that benefits the whole community. Much of the Mid-Peninsula is part of the HUD-designated Renewal Community and Neighborhood Revitalization Strategy Area, making it eligible for federal incentives for housing and businesses.

Many community development efforts exist, including some preservation-focused work. The City's Redevelopment and Preservation Commission (RPC) makes HUD grants to owners for renovations of properties in low-income areas, in conjunction with the Consolidated [Housing] Plan strategy. RPC work in the Mid-Peninsula currently focuses on the East Side and Westside neighborhoods. The Homeownership Initiative aims to create affordable homeownership opportunities and stimulate revitalization in three Mid-Peninsula neighborhoods: Cannonborough, Elliottborough, and the East Side. Out of 152 projected units to be created

through the Initiative, 72 are moderate or substantial rehabilitations of existing houses.¹⁶

- ◆ Create more affordable housing and retain historic housing stock through new construction and rehabilitation (see Housing Affordability)

Redevelopment Opportunities

The site of the old Cooper River Bridge right-of-way was recognized by the 1999 Downtown Plan for its redevelopment potential, and the Charleston Civic Design Center was initiated in October 2002 with a neighbor-



7.21 When the new Cooper River Bridge was completed in 2005, the approach to the old bridge was identified as a prime development site.

hood redevelopment urban design study for the former bridge's site. Materials from the Civic Design Center contain more in-depth discussion of the scar area and its potential (*Figures 7.21-7.22*).

The Spring and Cannon Corridor Plan (1998) divides the area around the Crosstown Expressway into two districts: the Gateway District and the historic neighborhood district, with the pre-infill Ashley River banks as the dividing line. Historic neighborhoods lie to the east, while newer, less-cohesive development built on infill land is to the west. Grounded in the preservation of the



7.22 The Charleston Civic Design Center has spearheaded the redevelopment of the former Cooper River Bridge site, proposing a variety of mixed-use schemes.

historic neighborhood district, the plan advocates for revitalization based on the history, cultural characteristics, and ecology of the neighborhoods and larger city. For the Gateway District, the plan envisions new development that recognizes the history of the area, respects historical development patterns in smaller blocks, and creates a gracious entry into historical neighborhoods.

- ◆ Develop plans for infill and redevelopment in concert with the Cooper River Bridge Neighborhood Redevelopment Plan
- ◆ In large redevelopment areas, create purposeful transitions between historic areas and new development
- ◆ Encourage new developments to honor historical development patterns using smaller block sizes
- ◆ Recommend that redevelopment areas consider providing localized sites for commercial uses, if none exist, in order to continue a diversity of uses
- ◆ Require developers to state explicitly how a new building or substantial modifications fit in with existing buildings and follow other recommendations in the Spring and Cannon Corridor Plan



7.23 The majority of open space in the Mid-Peninsula is found in Marion Square (above), Harmon Field Park, and Brittlebank Park.

Open Space

Whereas small parks in the Lower Peninsula are scattered throughout neighborhoods, the majority of open space in the Mid-Peninsula is found in Marion Square, Harmon Field Park, and Brittlebank Park. Additional small neighborhood parks are needed throughout the Mid-Peninsula (Figure 7.23).

The Ashley River's role in shaping Charleston's growth and development should be recognized with public access along the entire waterfront. Interpretive displays and historical information can raise public awareness of the river's contribution to local history. Local wetlands should also be recognized as natural resources and protected from development.

In the short term, improvements should be made to activate existing water access. Brittlebank Park, for example, is very difficult to access in any way other than by car from below the Crosstown Expressway.

- ❖ Create additional opportunities for public waterfront access

Zoning

Zoning should reflect either existing or desired development, with clear delineation between the two. It should also establish boundaries, or buffer zones, between use areas. Transition zones around residential development

in the Mid-Peninsula are especially important since large redevelopment projects are on the table.

- ◆ Reevaluate zoning to reflect current and desired uses, considering the benefits of a diversity of uses
- ◆ Implement downzoning as recommended in the Spring and Cannon Corridor Plan
- ◆ Enforce residential zoning in areas adjacent to commercial corridors

New Construction

Though the Mid-Peninsula's historic architecture and neighborhoods are comparable to those of the Lower Peninsula, it holds more opportunities for redevelopment, as shown on the character map. The priorities with new development and redevelopment should be focused on urban design principles: reinforcing the historic fabric through context-sensitive new construction and creating a sense of place where none exists.

Context-sensitive design is essential in the Mid-Peninsula. The low skyline profile should be maintained, and buildings out of context with the Mid-Peninsula's historic character should be considered for redevelopment that better supports its identity as a collection of lively, diverse, affordable neighborhoods. New developments should reinforce Area Character Appraisals (ACAs) in the scale, massing, rhythm, and quality of materials of the buildings. The Spring and Cannon Corridor Plan offers rudimentary Urban Design Guidelines tailored to

Context-sensitive design is essential in the Mid-Peninsula.

the area. Large-scale developments should be provided with suggestions on how to transition into smaller-scale historic fabric and further encouraged by zoning/form-based coding.

Character maps aid in strategic citywide planning by showing stable areas, transitional areas, and areas that could better contribute as redeveloped green space, housing, or commercial development. The character map depicted here reinforces the Downtown Plan's characterization of areas in the Mid-Peninsula as stable, transition, or redevelopment; on a larger scale, the character map can help to direct growth to appropriate parts of the city (Figure 7.25).

The Cooper River Bridge Neighborhood Redevelopment Plan and the Spring and Cannon Corridor Plan provide targeted examples of urban design schemes for reinforcing the historic fabric and creating a sense of place congruous with neighboring areas and Charleston as a whole. The Cooper River Bridge Neighborhood Redevelopment Plan involved public workshops and feedback sessions. The final design aims to knit the neighborhood back together across the bridge's scar through new streets, small blocks, and land uses similar to historic ones: relatively small-scale housing and commercial use, with the addition of public green space. The Spring and Cannon Corridor Plan recommends redeveloping the Gateway District into a more coherent entrance to Charleston from the west, while acknowledging and preserving the adjacent historic district. MUSC growth



7.24 New construction should reinforce the scale, massing, and rhythm of existing buildings.



7.26 Spring Street serves as a gateway to the Mid-Peninsula (above: Spring Street, circa 1950).



7.25 Mid-Peninsula Character Map

in this area, or the expansion of associated industries, should help connect the Mid-Peninsula with the Upper Peninsula through appropriately scaled buildings and a reestablished street network.

Appropriate uses vary with location. The extensive housing opportunities and commercial infill recommended in the Cooper River Bridge neighborhood redevelopment plan make sense for that area. Likewise, the institutional infill outlined in the Spring and Cannon Corridor Plan is in keeping with the character of the area. Crucially, the historic neighborhoods must be clearly defined and preserved, and there must be an effort to integrate well-designed, context-sensitive new buildings.

- ◆ Conduct ACAs to articulate the character and defining characteristics of Mid-Peninsula neighborhoods
- ◆ Encourage developers to hold design competitions for large new developments
- ◆ Use zoning to establish clear boundaries for historic residential areas and ensure sensitive transition from larger new development to small-scale neighborhoods
- ◆ Follow the recommendations of the Spring and Cannon Corridor Plan and the Cooper River Bridge Neighborhood Redevelopment Plan

Infrastructure

The traffic generated by redevelopment projects should be reduced through associated provisions for alternative forms of transportation. Access to transit, pedestrian facilities, and bicycle routes should be considered as part of each project, with transit/pedestrian/bike links to surrounding areas to maximize connectivity. The impact of new developments should be evaluated through a citywide traffic flow model.

The Crosstown Expressway is a dominant Mid-Peninsula feature, dividing the peninsula and splitting historically linked neighborhoods. Two plans adopted by the City

Council offer mitigations for the road's negative effects. On the eastern side of the peninsula, the Cooper River Bridge Neighborhood Redevelopment Plan recommends reconnecting north-south streets and developing a street network with smaller blocks. To the west, the Spring and Cannon Corridor Plan advocates converting the Crosstown Expressway into an avenue with a park in the middle, enacting traffic-calming measures, and diverting traffic from residential neighborhoods. Pedestrian and bicycle connections are necessary.

MUSC's plans for additional facilities will add to the campus population, in turn increasing traffic flow and parking demands on the Crosstown Expressway



7.27 MUSC (above, 2007) is a major Mid-Peninsula institution. Transportation and development on and around the campus should be carefully planned to protect historic resources.

and surrounding streets (*Figure 7.27*). A transportation demand management (TDM) program should be implemented as soon as possible and certainly prior to major developments at MUSC. Commuter traffic could also be reduced through a workforce housing program and mass transit/carpool/satellite parking systems.

The Department of Economic Development began the King Street Streetscape improvement project with Market to Calhoun in 1994.¹⁷ From 2005 to 2007, the project focused on King Street from Calhoun to Carolina, burying utilities and installing new street pavement, curbs and sidewalks, tree wells and palmetto trees, and light poles. New bluestone slate sidewalks were installed from Calhoun Street to Spring Street. The streetscape improvements emphasize King Street as an important commercial corridor and highlight its historic character for residents and visitors alike.

- ❖ Initiate streetscape improvements, akin to the King Street corridor, with a focus on major corridors such as Ashley and Rutledge avenues and Coming Street
- ◆ Develop a traffic flow model and require developers to evaluate large new developments using the model

- ◆ Beautify the Crosstown Expressway as an avenue, with landscaping features, sidewalks, and crosswalks
- ❖ Improve pedestrian and bicycle routes throughout the Mid-Peninsula with sidewalks, crosswalks, bike lanes, and separate bike/pedestrian routes when possible
- ◆ Convert Ashley Avenue, Rutledge Avenue, Spring Street, and Cannon Street to two-way traffic, pending transportation analysis
- ◆ Encourage MUSC to anticipate, manage, and reduce traffic associated with its activities and expansion
- ◆ Implement the infrastructure recommendations of the Spring and Cannon Corridor Plan and the Cooper River Bridge Neighborhood Redevelopment Plan
- ❖ Continue to implement stormwater capital improvements; increase investment in drainage efforts and update the Master Drainage and Floodplain Management Plan as needed

Economy

The Mid-Peninsula should be viewed as it is and as it could be: a collection of vital neighborhoods with enormous potential for small businesses, corner stores, restaurants, music venues, art spaces, and nightclubs. From Calhoun Street to the Crosstown Expressway, King Street is an area in transition, catering to both students and the residential population. The lower rents and distinctive culture of the Mid-Peninsula can foster a diverse array of commercial and cultural uses to serve residents of the neighborhood and the larger city. City policy should support local businesses that reflect local culture and encourage diversity of residents and uses.

The HUD-designated Renewal Community and Neighborhood Revitalization Strategy Area provides tax incentives for businesses.¹⁸ Renewal Community neighborhoods in the Mid-Peninsula are the East Side, Wraggborough Homes, Mazyck-Wraggborough, Gadsden Green, Cannonborough and Elliottborough, and Radcliffeborough. The Renewal Community's Commercial Revitalization Deduction allows an accelerated deduction on new and rehabilitated buildings, reducing the tax burden.¹⁹

The Cooper River Bridge Neighborhood Redevelopment Plan addresses both commercial and residential growth, locating commercial infill along Meeting and Morrison,



7.28 *New development on the old Cooper River Bridge site should maintain a mixture of uses and promote community development.*

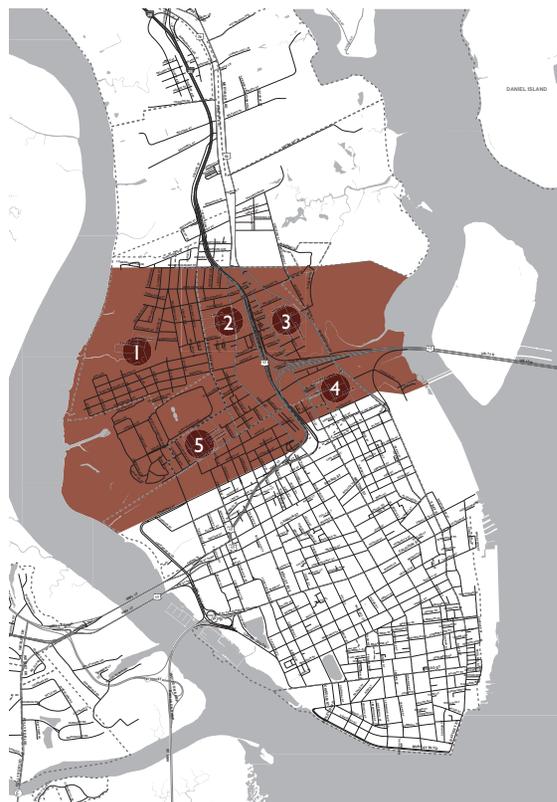
with multifamily/duplex housing on Grace and Cooper reinforcing the existing residential fabric. Attention to residential life and increased traffic from the new Arthur Ravenel Jr. Bridge should balance community development with incentives for small businesses that serve residents (*Figure 7.28*).

Development near the bridge site—and in the Mid-Peninsula as a whole—should maintain the current and historic diversity of uses. Therein lies the area’s potential: not as a tourist destination or residential enclave, but as a space that promotes entrepreneurship, provides housing for people at all income levels, and facilitates interaction between different types of people in the course of daily life. The Cooper River Bridge Neighborhood Redevelopment Plan, Renewal Community incentives, road improvements, and new developments should be considered as part of a comprehensive effort to keep the Mid-Peninsula unique and thriving.

- ❖ With the City’s Local Development Corporation (LDC), publicize Renewal Community business tax incentives to prospective entrepreneurs

The Upper Peninsula's value exists in the diversity of people, cultures, and uses, in addition to its historic neighborhoods.

Upper Peninsula



- | | |
|-------------------|---|
| 1 Wagener Terrace | 4 Meeting Street Manor / Cooper River Court |
| 2 North Central | |
| 3 East Central | 5 Hampton Park Terrace |

7.29 Upper Peninsula

Laid out between Fishburne Street and the Crosstown Expressway to the south and Mt. Pleasant Street to the north, the Upper Peninsula is mostly residential (Figure 7.29). Large-scale development was catalyzed after the Civil War by city refugees who decided to stay in the northern suburbs and freedmen who arrived in Charleston in search of port and railroad jobs. The Upper Peninsula's inexpensive lots and streetcar service made it a home for both white and black Charlestonians and, later, newly arrived immigrants.

The Upper Peninsula is characterized by the main routes to downtown and the new Cooper River Bridge: Morrison Drive/East Bay Street, King Street, Meeting Street, and Rutledge Avenue. These arteries generally divide the area into its distinctive neighborhoods and contain vital community services. Large historic churches appear frequently on Rutledge Avenue, and corner stores, restaurants, grocery stores, and auto service shops are scattered along north-south arteries. Vacant or underutilized lots along Morrison Drive, Upper Lockwood Drive, and Upper Meeting Street present opportunities for redevelopment.

Neighborhoods developed with racial and economic distinctions visible in the houses today. Hampton Park Terrace, which required a minimum house value, holds Craftsman houses built between 1914 and 1930. It was listed as a National Register Historic District in 1997. Wagener Terrace's first residents were middle-class whites; it is occupied by one- to two-story single-family



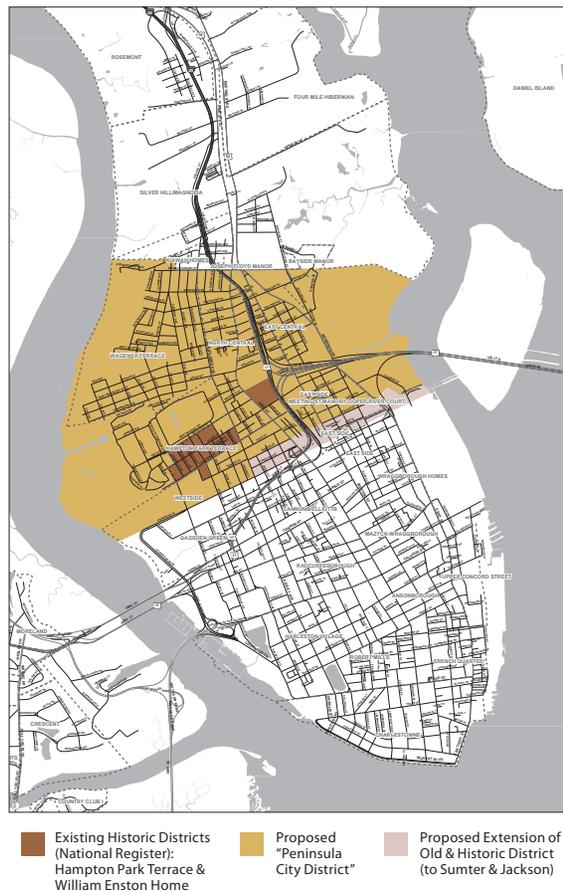
7.30 Upper Ashley Avenue



7.31 Hampton Park



7.32 Wagener Terrace



7.33 Proposed changes to historic resource protection in the Upper Peninsula

brick and frame houses and generous street trees. The Maverick Street and Rutledge Avenue Improvements neighborhoods, which compose in part North Central, were built in the late 1910s.²⁰ Both neighborhoods became predominantly African American, with a mixture of single- and multifamily Craftsman bungalows.

One of the peninsula's biggest parks, Hampton Park, sits north of Hampton Park Terrace. Hampton Park has served as the site of a race course, a confederate prison, and the South Carolina Interstate and West Indian Exposition (in 1901–02).²¹ The park was built in 1903 and held a zoo from the 1930s until 1975.

The Citadel is another major feature of the Upper Peninsula. Established in 1842 as the South Carolina Military Academy, The Citadel moved to its current location from Marion Square in the early 1920s. The campus covers 300 acres, with most buildings situated around a large parade ground.

Preservation in the Upper Peninsula should be balanced with community development to achieve a mix of residential, commercial, and civic functions. The area's value exists in the diversity of people, cultures, and uses, in addition to its historic neighborhoods and buildings. This diversity should be retained and encouraged through zoning and business incentives.

Historic Resources

Measures should be put in place to preserve the Upper Peninsula's distinguishing historic neighborhoods and landscape features. The neighborhoods reflect a national trend in residential development wherein large tracts were subdivided, sold, and built out in the architecture of the time—much like Ansonborough 170 years earlier. Here, the prevailing architectural style of bungalows and simple brick houses was new to Charleston, though it reflected nationally popular architecture. The residential developments retain their original cohesion, complemented by mature trees that also merit protection.

BAR review in the Upper Peninsula is an important, timely issue. The area's early twentieth-century development paralleled national movements and brought a popular architectural style to Charleston. However, neglect and poor rehabilitations of historic buildings threaten the individual properties and erode the physical fabric of the neighborhoods, possibly causing irreparable deterioration of the area's character.

BAR oversight will help ensure high-quality design commensurate with existing neighborhoods. With a view to the large tracts available for redevelopment, additional review of new construction will help preserve area character. The CCDRB currently oversees some properties along major commercial corridors, but not all. BAR review of the entire Upper Peninsula will add consistent, comprehensive review. Review may be added in phases,

either geographically (e.g., beginning with Hampton Park Terrace and extending to other areas later) or in terms of process, with review of rehabilitations first, followed by review of new construction.

Extending BAR review to all the Upper Peninsula will add another level of protection, with oversight of rehabilitations and design of new construction. It is especially important for the public to be educated about what is involved in BAR or CDDR jurisdiction, how processes work, and what rehabilitation standards might entail, as recommended in the Design Review section. The 2004 Historic Architectural Resources Survey of the Upper Peninsula should be consulted for recommendations on potential conservation districts and as part of Area Character Appraisals and form-based codes (Figure 7.33).

The Citadel's collection of historic resources will have to be balanced with the institutional growth plan. However, a concerted effort should be made to integrate historic resource management into the state-owned school's long-term plan. (See Institutional Stewardship.)

- ❖ Apply to extend the National Register Historic District to the Sofia Wilson Tract (designated eligible in 2004)
- ❖ Create the Peninsula City District from the Cross-town Expressway to Mt. Pleasant Street, with BAR demolition review of properties over 50 years old

- ❖ Extend BAR oversight of new construction, alterations, and demolitions to the Hampton Park Terrace National Register Historic District
- ◆ Designate Wagener Terrace and North Central as conservation districts
- ❖ Assess the health of mature trees that define and enhance historic neighborhoods and scenic roads; develop a maintenance and replacement program for them
- ◆ Conduct a public education campaign regarding the value of oversight of historic resources, BAR processes, and rehabilitation standards
- ◆ Educate Hampton Park Terrace residents about federal and state rehabilitation tax credits, easements, and FEMA variances involved with National Register listing
- ❖ Use zoning to protect mixed-use buildings and provide incentives to encourage corner store retention and reuse

Housing Affordability

Affordable housing must be a part of preservation strategies to ensure that community improvements benefit long-term residents. The Department of Housing and Community Development currently operates the Homeownership Initiative in Westside and the H/F/I Streets neighborhood. The Homeownership Initiative creates



7.34 *The South Carolina & West Indian Exposition (above, circa 1901) was held in Hampton Park.*

new and rehabilitated housing units for sale to low- and moderate-income families at affordable prices. Federal Community Development Block Grant (CDBG) and HOME-funded programs create additional affordable housing units, with CDBG funds used in Renewal Community neighborhoods and HOME funds in the H/F/I Streets neighborhood.

Community land trusts maintain long-term ownership of land and sell houses on the land, with covenants to ensure long-term affordability. These community land trusts have great potential as stewards of historic houses and neighborhood character.

- ❖ Create and build the capacity of community land trusts that own the underlying land but sell the houses with an affordability restriction

Open Space

The Upper Peninsula's largest park, Hampton Park, covers 65 acres in the Hampton Park Terrace neighborhood (Figure 7.34). The 15-acre Brittlebank Park, which runs along the Ashley River, is a popular passive recreation space. Smaller neighborhood parks and The Citadel grounds add more open space. The Parks and Recreation Master Plan recommends creating a neighborhood park in the Ashe Street area and considering the redevelopment potential of Harmon Field Park and nearby facilities as a revitalized community park.



7.35 Upper Peninsula Character Map

The City owns a linear park in a corridor under I-26. Developing the site as a pedestrian/bicycle greenway would connect Upper Peninsula neighborhoods to each other and the Mid-Peninsula. Strategic links from neighborhood streets to the greenway would add open space and recreational facilities accessible to many neighborhoods while creating more east-west connections across the interstate.

- ❖ Create additional opportunities for public waterfront access
- ◆ Create more parks in underserved neighborhoods such as the East Central neighborhood and the Cooper River Bridge area
- ◆ Redevelop Brittlebank Park to reinforce the system of linked waterfront green spaces being developed for bike/pedestrian use
- ◆ Maintain Hampton Park as a passive park where landscape predominates

New Construction

To date, The Citadel has been the exception to land use in the Upper Peninsula's largely residential neighborhoods. However, the redevelopment potential of the King Street, Meeting Street, and Morrison Drive corridors is high. Traditional neighborhoods will soon have new neighbors in mixed-use projects like the Ginn and Newmarket developments. These projects' different scale and density must be sensitively developed,

especially at the edges bordering residential neighborhoods. These public edges must have setbacks, rhythm, and massing compatible with the surrounding fabric. Extending traditional street patterns into the new developments and using street trees and other streetscaping measures will help create unobtrusive stitches between areas.

A significant number of empty or neglected parcels represent an opportunity to improve connections in the peninsula along these major north-south streets. Commercial development along Huger Street near the new Cooper River Bridge would provide an east-west axis for the Upper Peninsula and create an area of dense commercial activity. Major north-south corridors can benefit from medium-density development with relatively higher buildings, per the Downtown Plan.

New developments present an opportunity for creativity and quality new design. Design language for a New Charleston style is needed for new development, as evidenced by the number of new local buildings that lack any reference to Charleston. A design competition for buildings in the new developments could spark new ideas for contextual development.

Extending BAR jurisdiction will help regulate the quality of new construction in the Upper Peninsula, as well as provide some oversight on how new buildings and additions relate to the historic fabric. Area Character Appraisals (ACAs) will establish context and thereby help

determine the appropriate scale and form of new construction, supporting BAR decisions. Created through comprehensive area surveys and an inclusive public process, ACAs will articulate the architectural elements, building height, density, and use that comprise the historic character of Upper Peninsula neighborhoods. Building on the public process and results of ACAs, a form-based code should be developed to regulate new construction more definitively (*Figure 7.35*).

- ◆ Conduct ACAs to articulate the character and defining characteristics of Upper Peninsula neighborhoods; require new construction to be sensitive to the appraisals
- ◆ Define a scale and character for new developments that does not overwhelm existing development

Infrastructure

The lack of bicycle and pedestrian facilities on Upper Lockwood Drive and Hagood Avenue makes the area between The Citadel and MUSC a dangerous, unfriendly place for nondrivers. The area should be replatted into smaller blocks befitting an urban environment.

Flooding in many neighborhoods poses a short- and long-term problem. Most immediately, flooded streets can damage pavement and other infrastructure and pose risks to historic buildings. In the long term, regular flooding sends a message that the area is not worth pub-

lic investment, which discourages private improvements. Stormwater issues should continue to be a priority in the Master Drainage and Floodplain Management Plan.

- ❖ Improve pedestrian/bicycle routes throughout the Upper Peninsula with sidewalks, crosswalks, bike lanes, and separate bike/pedestrian routes when possible
- ❖ Continue to implement stormwater capital improvements; increase investment in drainage efforts and update the Master Drainage and Floodplain Management Plan as needed

Economy

Zoning should encourage a diversity of uses in neighborhoods. Infill, neighborhood business centers, and corner stores reinforce the Upper Peninsula's historic diversity of uses and serve as integral parts of the community fabric. Corner stores, scattered throughout the Upper Peninsula, especially contribute to neighborhood economic development and should be retained.

Publicizing incentives for local businesses could encourage entrepreneurs and strengthen neighborhood commercial activity. For example, businesses in the HUD-designated Renewal Community neighborhoods (East Central, North Central, Meeting Street Manor, Cooper River Court, Westside, and H/F/I Streets) can receive tax incentives.²² Mini farmers' markets would add liveliness

to the streetscape and provide localized access to fresh food. The underpass on King Street south of Carolina Street would accommodate one such mini market.

- ◆ Educate people about historically mixed-use neighborhoods typical of urban areas to counteract the residential-only mentality
- ◆ Encourage redevelopment of Morrison Drive and Upper Meeting Street in the new bridge area, consulting the Cooper River Bridge Neighborhood Redevelopment Plan
- ◆ Encourage the development of Huger Street as a new commercial corridor
- ◆ Develop a reuse plan for the old Trolley Barn and Mattress Factory buildings on Meeting Street
- ◆ Redevelop the King's Plaza area into a more urban, mixed-use development
- ❖ With the City's Local Development Corporation (LDC), publicize Renewal Community business tax incentives to prospective entrepreneurs
- ◆ Encourage mini farmers' markets in appropriate locations

The Neck



7.36 The Neck

Situated between Mt. Pleasant Street and the North Charleston city limits, the Neck holds marshes and industrial complexes, with a few small workers' housing communities and major cemeteries on higher ground (Figure 7.36). Historically, phosphate works, fertilizer plants, and the Standard Oil Company facility stood along the King-Meeting corridor; during World War II, the Neck held war workers' housing as well. The Neck was annexed to Charleston in the 1970s, though its industries helped shape the city well before its incorporation.

The Magnolia development, discussed in greater detail below, contains a plan to shift industrial uses to the east side of the Neck, by the Cooper River. The planned Magnolia development sits on land where eighteen industrial companies were formerly located. It involves extensive environmental cleanup, a hurdle for redevelopment efforts in much of the Neck.

Of special historical note are Magnolia Cemetery, other cemeteries, and the compact residential areas. Housing in Rosemont, Silver Hill, and Hibernian Heights consists of small houses on medium lots. These small communities are isolated from each other and commercial development by I-26 and industrial lots. The 2003 Charleston Neck Plan's recommendation to create a more complete street network—such as that of the southern areas of the peninsula—would tie the residential areas into a network



7.37 Corner store in Rosemont



7.38 Magnolia Cemetery

How can The Neck's industrial history be transformed in a way that generates much-needed housing and jobs and strengthens the community?

of mixed-use developments. Maintaining historic residential character is also addressed in the Neck Plan: half of the Neck's housing units were built before 1960, and 18 percent before 1939.²³

The Neck Plan prioritizes preserving and enhancing these neighborhoods in the Neck and relocating industrial uses to the east side of the Neck. At the same time, it recommends improving infrastructure and creating jobs in office parks and/or mixed-use spaces. This Plan supports those recommendations, particularly expanded public river access.

Historic Resources

The Neck's industry interspersed with residential areas presents a challenge for defining and retaining important historic character. How can its industrial history—a key part of Charleston's development—be transformed in a way that generates much-needed housing and jobs and strengthens the community?

Adaptive reuse projects should preserve historic industrial buildings when possible, speaking to the Neck's history while stimulating new economic and physical

development and continuing the Neck's historical function as an employment center. The Neck Plan recommends redevelopment of many heavy industrial areas, with a focus on mixed-use developments (*Figure 7.40*).

Much of the Neck consists of brownfields, sites with real or perceived contamination from previous uses. In 2004 the City of Charleston received a brownfields assessment grant from the EPA to inventory and assess sites in the Renewal Community potentially contaminated by petroleum, conduct community outreach and health monitoring, and plan cleanup at two sites.²⁴



7.39 Marshes with view of Cooper River Bridge



7.40 Adaptive reuse should be prioritized in areas where historic industrial buildings exist.

Historic resources in the Neck currently have no protection, with the exception of Magnolia Cemetery, a National Register property under BAR jurisdiction, and CCDRB demolition review of older properties along major commercial corridors.

The Neck's residential neighborhoods are comprised of 2,500- to 5,000-square-foot lots with small frame houses. Preserving the character of the existing residential neighborhoods is a top priority of the Neck Plan. This gains added importance in light of the planned Magnolia development, which will add over 4,000 homes and millions of square feet of additional buildings. Magnolia may spur infill in established residential areas, which means that zoning in those areas should be changed to reinforce existing character rather than redefine it.

- ◆ Conduct an architectural survey of the Neck area to identify architectural resources, and designate those properties as National Register resources or protected resources under BAR protection
- ◆ Revise zoning to reflect existing neighborhoods (see Neck Plan Zoning Strategy)
- ◆ Educate brownfields developers on historic preservation incentives for historic industrial buildings
- ◆ Create a buffer of protected open space around Magnolia Cemetery and other historic cemeteries; protect the viewsheds from Magnolia Cemetery to the Cooper River

Housing Affordability

Housing in the Neck deserves attention, especially with the Magnolia development planned and others likely following. Of its 1,500 occupied housing units, 62 percent are rental. Forty percent of the Neck's 3,728 residents live below the poverty line.²⁵

Creating affordable housing should be required for new developments, and finding ways for long-term residents to remain as property values and taxes increase should be a priority. This becomes an issue especially with large development areas such as Magnolia. The City, in conjunction with the Magnolia developers, addressed local residents' concerns that property taxes would force them to leave by creating the Staying Put Fund, a public-private partnership designated to assist residents in paying increased property taxes. Similar funds should be considered for future developments in the Neck that are sited near existing neighborhoods, with tax assistance for rental properties tied to maintaining affordable rents.

The Redevelopment and Preservation Commission (RPC) makes HUD grants to property owners for building renovations in low-income areas, in conjunction with the Consolidated [Housing] Plan strategy. RPC work in the Neck currently focuses on the Silver Hill neighborhood.

- ◆ Pass inclusionary zoning to require new developments to include housing units for very low-, low-, and moderate-income earners

Open Space

The Neck contains about 3 acres of undeveloped parkland, including Rosemont Field and a small lot in Silver Hill. As its top priority on the peninsula, the Parks and Recreation Master Plan (2003) recommends developing a community park in the Neck, possibly with assistance from brownfields-related grants. The Magnolia development will add 24 acres of public parks, including public access to the Ashley River.²⁶

- ❖ Create additional opportunities for public waterfront access
- ◆ Rezone marsh areas to Conservation as local protection in addition to federal and state laws
- ◆ Develop a community park in the Neck

New Construction

In existing residential areas, Area Character Appraisals (ACAs) should be conducted and zoning changed to ensure that new dwellings are in line with established character. Where historic industrial buildings do exist, adaptive reuse should be prioritized. However, much new development will occur in areas that do not have a distinctive historic character. New architecture and urban design that reference the Neck’s history can retain a sense of the industrial landscape—and create a distinct new design vocabulary for the area (*Figure 7.41*).



7.41 Neck Character Map

The Neck is well suited to serve as a “receiving area” for Transfer Development Rights (TDRs). TDRs help remove development pressures from more density-sensitive, historically scaled environments by enabling the airspace over historic buildings in a designated “sending area” to be sold as a height credit that developers can add to new buildings in the receiving area. While the existing density and height of residential areas should be preserved, TDR projects could be built along major corridors and at nodes of new development.

The proposed Magnolia development sits on 216 acres in the Neck, between Rosemont and Wagener Terrace. Backed by the Greater Charleston Empowerment Corporation, which administers the Renewal Community Program, Magnolia is projected to add up to 4,400 homes and 3 million square feet of office, retail, and hotel space. Though touted as a mini city, Magnolia should be a logical extension of the peninsula in terms of connecting infrastructure and—to some degree—scale (*Figure 7.42*).

This development, sited on contaminated industrial land slated for environmental cleanup, could herald future growth on underutilized land within the city limits. Dense development in the Neck may ease pressures on the built-out Lower Peninsula and the Mid-Peninsula, as well as rural areas such as Johns Island. Affordable housing units should be made available to low- and very low-income earners to help create communities that



7.42 Proposed Magnolia development

reflect Charleston's diversity and the regional need for affordable housing.

- ❖ Practice strategic growth management to direct large developments to areas better suited for large, dense projects
- ◆ Conduct ACAs that (a) examine house and lot size and prevailing architectural style in residential areas and (b) survey industrial areas for historical significance and building reuse potential
- ◆ Create buffers, boundaries, and intentional transitions between new and existing development
- ◆ Encourage new architecture in large developments to reference the Neck's industrial history

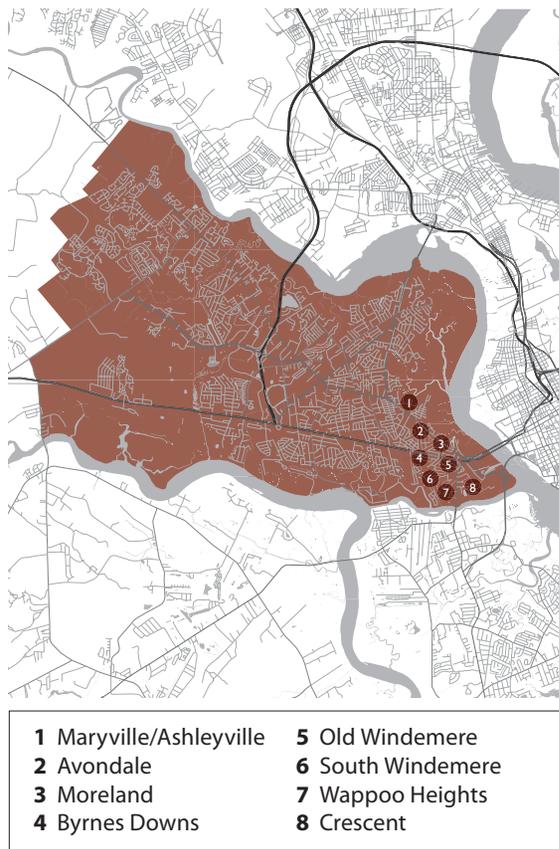
Infrastructure

The Neck's existing neighborhoods should be connected to a more extensive road system. The street network associated with the Magnolia development (and potentially others in the future) can easily connect to existing roads; however, Silver Hill and Rosemont should retain their identities as discrete, recognizable neighborhoods. This may entail only connecting the street network at a few places, creating neighborhood buffers and boundaries with parks or greenways, and using intentional transitions such as signs and landscape elements to provide a gateway between new and existing neighborhoods.

- ◆ Build roads connecting Silver Hill and Rosemont neighborhoods to the new Magnolia street network, in partnership with Magnolia Development
- ❖ Improve pedestrian and bicycle routes throughout the Neck with sidewalks, crosswalks, bike lanes, and separate bike/pedestrian routes when possible
- ◆ Establish light-rail service from the Neck running south and north

West Ashley contains some of the earliest and most interesting early twentieth-century and post–World War II residential subdivisions.

West Ashley



7.43 West Ashley

West Ashley, also called St. Andrew's Parish, comprises some of the earliest off-peninsula neighborhoods annexed to the City of Charleston in the 1960s. Its boundaries include the Ashley River to the north and east, and Wappoo Creek and the Stono River to the south. The western boundary is not defined by any significant natural features or transportation routes and blends into adjoining Charleston County (Figure 7.43).

The area contains some of the earliest and most interesting early twentieth-century and post–World War II residential subdivisions: the Crescent, Wappoo Heights, Old Windemere, Windemere, South Windemere, Byrnes Downs, Moreland, and Avondale. Maryville, a historic freedmen's settlement, is also located in West Ashley.

As a follow-up to the Century V City Plan, the City has begun to define "gathering places" that can serve as commercial centers, nexuses for community events, and public transportation nodes. This Plan supports decentralized planning as shown by gathering places and community districts; indeed, it recommends creating Area Character Appraisals (ACAs) to identify and protect unique neighborhood characteristics. Yet both gathering places and other development plans must respect existing rural character.

Suburban development occupies most of West Ashley, but some rural areas still exist. Development patterns generally follow City vs. County jurisdiction, with City tracts being more heavily developed. Development has

followed the expansion of the city limits along Highway 61/Ashley River Road; suburban West Ashley now extends into the historic plantation district along the Ashley River.

New developments and roads risk reinforcing the currently generic approach to Charleston. Instead of nearing the historic city center through rural plantation lands, residents and visitors now travel through sprawling development best described as "Anywhere, U.S.A." Charleston—and the people who live, work, and sightsee in it—deserve entry corridors that have been consciously planned and landscaped.



7.44 Old Windemere



7.45 Maryville



7.46 Avondale

Because not all of West Ashley lies inside Charleston city limits, a prevailing theme of this section is the necessity for joint planning efforts between the City and County of Charleston. The governments cooperated on the Charleston County Comprehensive Plan and the Urban Growth Boundary, but coordination has not been consistent. Assessment and decision making prove less effective as a result. A Comprehensive Plan for West Ashley should be completed in conjunction with the County to plan for future development and preservation.

In 2007, West Ashley was home to approximately 54,000 people, or 46 percent of Charleston's total estimated population. In 2003, a ten-year population increase of 36 percent was projected for West Ashley.²⁷ This significant growth makes careful planning especially important.

Historic Resources

Historic resources in the area include the Farmfield Plantation House, Old St. Andrews Church, Drayton Hall, the Charles Towne Landing State Historic Site, and a large collection of Civil War earthworks, especially along Church Creek. Highway 61/Ashley River Road, winding through West Ashley and the historic plantation area, is listed on the National Register as a historic road (*Figures 7.47-7.48*).

The Ashley River Historic District, also on the National Register, encompasses fifty-three contributing properties along a 13-mile stretch of the Ashley River. Within

the district, the BAR reviews changes to Drayton Hall, but no comprehensive review exists as in the city center historic districts. Because this historic district straddles the Charleston-Dorchester county line, as well as the incorporated City of Charleston, review of historic resources must be a collaborative effort.

Most resources are encompassed in the houses, winding roads, and street trees of the residential neighborhoods.²⁸ Though not typically recognized as historic, many of the older West Ashley neighborhoods illustrate Charleston's growth in the early to mid-twentieth century. Development west of the Ashley River after World War I and World War II represents unique historic periods of idealism and growth. Development patterns testify to the rise of the automobile and pro-growth policies after World War II. These representations of relatively recent history (pre-1960s) should be recognized and preserved as part of an increased effort to recognize the ongoing history of the entire city of Charleston—not just the history of the Lower Peninsula (*Figure 7.49*).

Maryville developed in the 1880s as a freedmen's community on former plantation lands, and Ashleyville developed in the late 1880s. The neighborhoods hold small single-story wood-frame houses on small lots. Many of the oldest homes in the area have been altered, and most commercial buildings of Maryville have been closed. The neighborhoods' rich history is further discussed in the Historic Context Statement.

Wappoo Heights, developed in 1924, was connected to Charleston in 1926 by the Veterans' Memorial Bridge. Early homes in the neighborhood were provided with electricity.²⁹ The pace of development quickened in the 1930s, establishing Wappoo Heights and other early and developing neighborhoods as suburbs of the peninsular city.

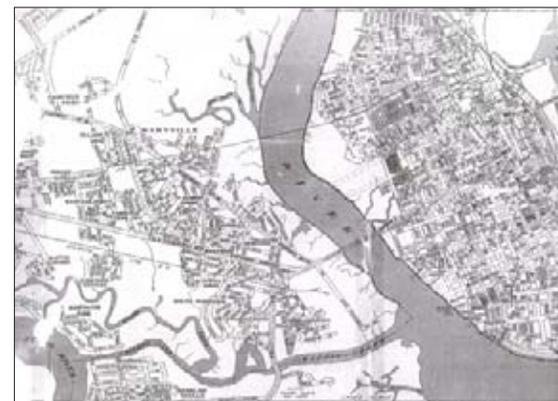
The Crescent (1926) shared in the 1930s development boom. It was laid out with wide, deep lots along the Ashley River. Substantial brick homes overlook the river. In 2001, homeowners in the Crescent successfully initiated the installation of underground wiring, which preserves the neighborhood's shady character by removing the need for trimming or removal of trees growing too close to power lines.

Windermere (1926) too became a suburb of Charleston in the 1930s. Many of its brick homes were built in the 1940s following the return of soldiers from World War II. It contains the South Windermere Shopping Center, the oldest shopping center in South Carolina.

Byrnes Downs, built as war workers' housing by the private Victory Housing Corporation, was completed a month before the war's end in 1945. Byrnes Downs lots averaged 60 by 125 feet and held compact "cottage-style" brick homes with one-and-a-half stories.³⁰ The neighborhood boasted paved sidewalks and streets, storm drains, sewers, and city water.³¹ It attracted middle-class buyers who could afford the \$6,500 average asking price. The



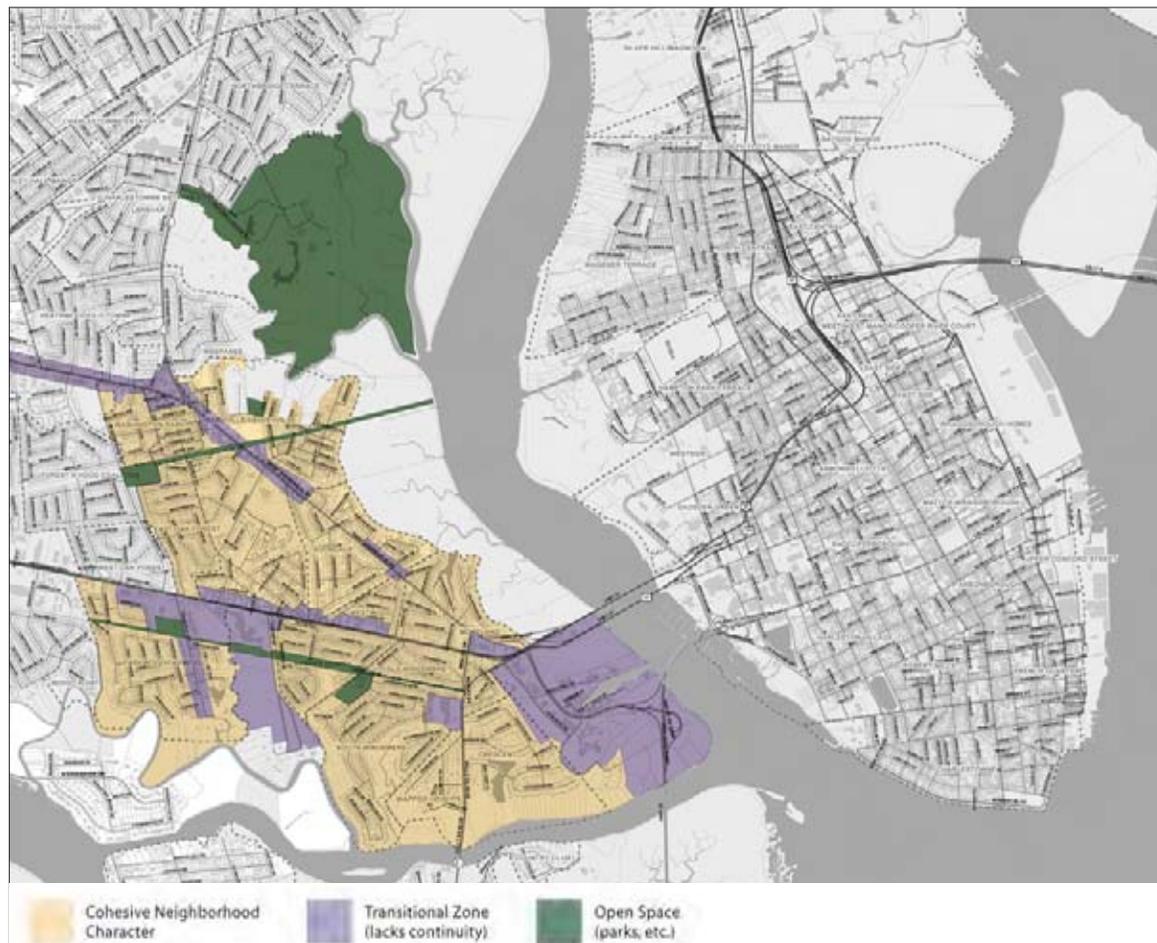
7.47 *Three Mile House in St. Andrew's Parish, circa 1912*



7.49 *West Ashley subdivision map, 1959*



7.48 *Drayton Hall, circa 1910*

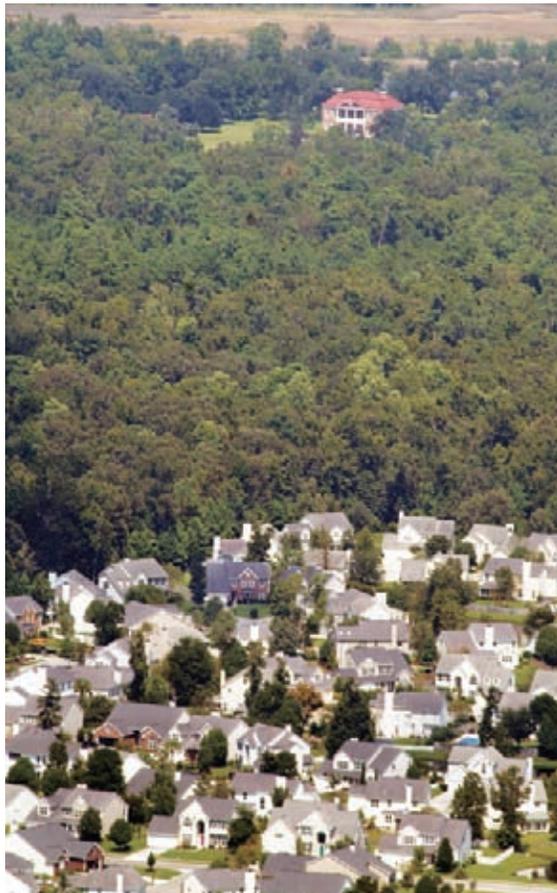


7.51 West Ashley Character Map

giving the CCDRB review and jurisdiction over specified new conservation districts in West Ashley (*Figure 7.50*). (See Design Review.)

Area-specific design principles should be established based on Area Character Appraisals. ACAs will help preserve an area's unique character by articulating the prevailing architectural style; height, scale, and mass; and building use; and providing a basis for evaluating proposed designs for new development. The character map provides initial character area boundaries and redevelopment opportunities (*Figure 7.51*).

- ◆ Designate Wappoo Heights, the Crescent, Old Windemere, South Windemere, Byrnes Downs, Moreland, Avondale, Maryville, and Ashleyville as conservation districts
- ❖ Extend BAR oversight of new construction, alterations, and demolitions to the portion of the Ashley River National Register Historic District within the City of Charleston
- ❖ Publish a Preservation Manual for Charleston that details types of buildings and materials, as well as how to conserve and adapt buildings for modern use **A**
- ◆ Protect historic commercial areas like the Avondale commercial district through zoning



7.52 As development encroaches on historic plantations such as Drayton Hall (above), a means for protecting the rural landscape must be devised.

Rural Landscapes

The plantations that fueled Charleston’s agricultural economy should be recognized as an important record of city history. As development encroaches on the historic plantation district of West Ashley, a means for protecting the historic rural landscape must be devised. Conservation easements are a good tool to preserve rural land and should be especially promoted in the historic plantation area along the Highway 61/Ashley River Road corridor (Figure 7.52).

Maintaining the Urban Growth Boundary is crucial. Roads should not be extended beyond the Growth Boundary: building roads signals a willingness to develop rural land. Zoning should require smaller lots or clustered development in new developments to use land wisely. (See Growth and Sprawl.)

The proposed Glenn McConnell Parkway, in the planning stages for ten years, is meant to relieve traffic on nearby Highway 61. If residential developments continue to be built here, a sustainable solution must include serious investment in public transportation along with new roads.

- ◆ Adopt zoning that requires smaller lots and dense “Town and Country” development
- ❖ Consciously plan for the scale, form, and landscape of roadways, with special attention to entry corridors from outlying areas into the historic center of Charleston
- ❖ Publicize the benefits of conservation easements in conjunction with the Lowcountry Open Land Trust and other conservation easement holders

Open Space

One mini park, eight neighborhood parks, several special-purpose parks, the West Ashley Greenway, and the 260-acre West Ashley Park are available to residents in the older areas of West Ashley near the peninsula. The Charles Towne Landing State Historic Site adds 664 acres of green space on the banks of the Ashley River. Few smaller parks exist in the newer areas.

The Parks and Recreation Master Plan proposes adding six neighborhood parks, four community parks, and two civic parks (238 acres in total) in West Ashley by 2013, while a 2002 County Open Space Analysis prioritized the acquisition of 1,555 acres of regional parkland to serve West Ashley and peninsula residents. The city facilities would be directed toward the western and central parts

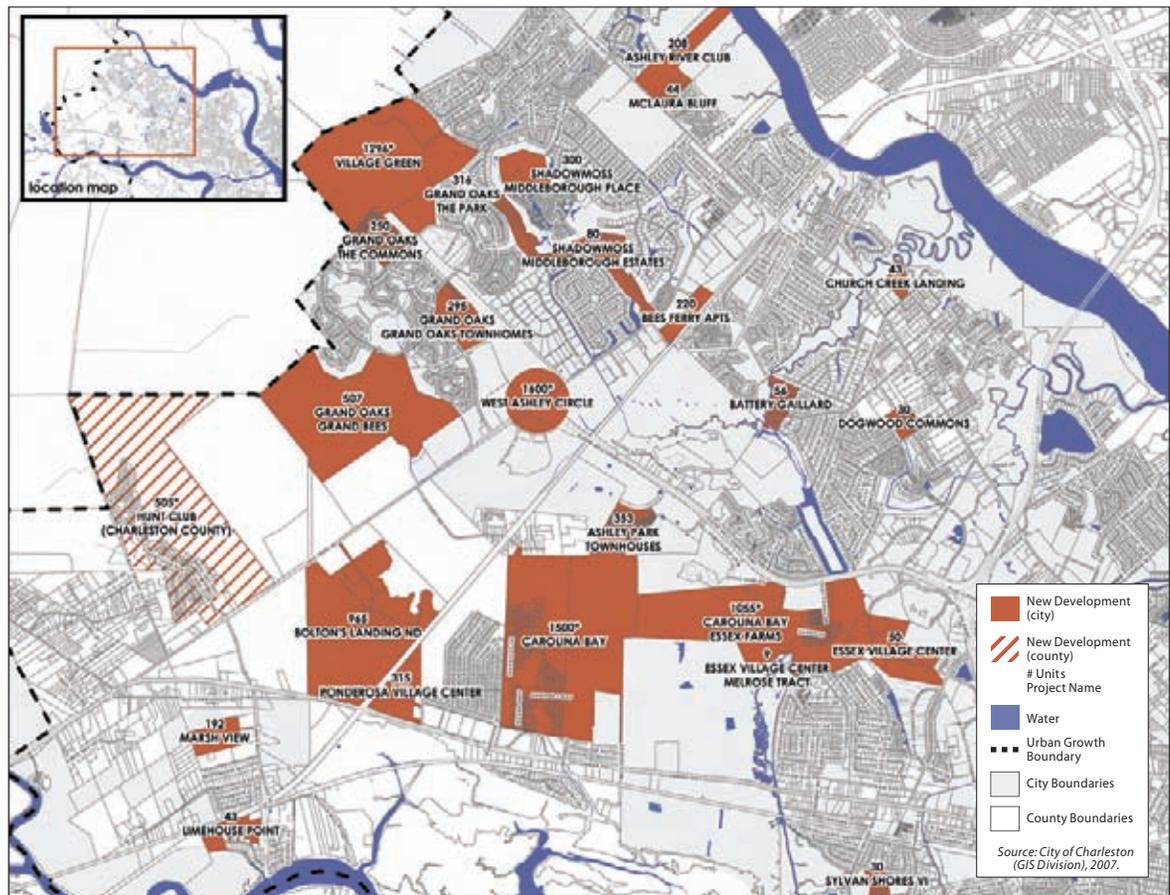
of West Ashley. The Century V City Plan recommends expansion of the West Ashley Greenway and development of additional greenways, bikeways, and parks.

- ❖ Create additional opportunities for public waterfront access
- ◆ Implement Century V City Plan recommendations for open space

New Construction

West Ashley deserves a Comprehensive Plan that creates common ground for coordinated City and County planning, sets forth design principles, and reinforces zoning. Such a plan would allow more careful review of new construction projects with regard to context. Area Character Appraisals (ACAs) should be developed first or simultaneously to guide planning efforts and establish design guidelines.

- ◆ Develop a Comprehensive Plan for West Ashley in conjunction with Charleston County, to guide future development and preservation
- ◆ Conduct ACAs to articulate the character and defining characteristics of West Ashley neighborhoods; require new construction to be sensitive to the ACAs



7.53 Proposed new development in West Ashley (City of Charleston GIS, 2007).

Infrastructure

The lack of sidewalks and crosswalks throughout West Ashley is an increasing threat to pedestrian safety as the volume and speed of traffic has increased. Bicycle facilities should be expanded and connected, such as by adding a bicycle lane to the North Bridge and the Ashley River Bridge with a connection to the West Ashley Greenway.

Residential streets could benefit from traffic-calming measures. Traffic from new development should be accommodated on existing thoroughfares and diverted from residential streets.

- ◆ Direct traffic away from existing residential neighborhoods through signs and traffic-calming measures
- ❖ Improve pedestrian and bicycle routes throughout West Ashley with sidewalks, crosswalks, bike lanes, and separate bike/pedestrian routes when possible
- ◆ Implement recommendations of the Ashley Bridge District Plan, especially with regard to public improvements
- ◆ Make the Ashley River waterfront accessible to pedestrians and cyclists
- ◆ Improve the West Ashley Greenway through bike/pedestrian road crossings and regular upgrades

James Island holds a variety of historic resources.

James Island



7.54 James Island

James Island remained primarily rural farmland well into the twentieth century. The rise of automobiles, followed by the construction of the Veterans' Memorial Bridge and the Wappoo Creek Bridge, made living in James Island a viable and attractive alternative to the city. Though wartime development drove the spread of residential neighborhoods, remaining open spaces and farmlands provide a historical agricultural counterpart to James Island's present identity as a suburban area.

However, preservation of open space and other planning efforts are complicated by the patchwork of governments that oversee James Island. The Town of James Island contains properties adjacent to and interwoven with land in the City of Charleston and includes over half of island residents (*Figure 7.54*).³³ (The Town of James Island has been legally challenged and unincorporated in the past; its future is currently uncertain.) Charleston County operates extensive recreation facilities and provides other services.

James Island is home to a diverse population and collection of historic resources. African American communities traditionally have lived around Camp Road, Sol Legare Road, and Grimball Road. Twelve individual properties on James Island are protected under the City's Landmark Overlay, nine of which have been listed in the National Register of Historic Places. Properties on the Landmark Overlay include six Civil War-era earthworks, McLeod Plantation, and five historic houses. The future of McLeod Plantation should receive special attention.



7.55 Riverland Drive



7.56 McLeod Plantation

Current estimates place the population at 17,810 people, or 15 percent of Charleston's total population.^{34,35} In 2003, it was estimated that James Island's population would grow 16.4 percent in the next ten years.³⁶ Whether growth on James Island occurs inside or outside city limits, the City of Charleston will be affected. Measures to direct growth wisely, contain sprawl, preserve traditional communities, and create mixed-use "gathering places" (as planned by the City) should be implemented aggressively, in partnership with Charleston County and the Town of James Island.

Historic Resources

James Island holds a variety of historic resources, including Civil War earthworks, older suburbs, historic roads, Fort Johnson, and McLeod Plantation. While most of the island's resources are covered here, McLeod Plantation is addressed in the following section. Neither Fort Johnson nor the Secessionville National Register Historic District, which sit in unincorporated Charleston County, is addressed here.

The traditional African American area in southwest James Island covers both City and unincorporated land, including Civil War battle sites. The area thrived in the 1950s and 1960s when a nearby oyster factory provided work for area residents, but families have occupied property since 1880 and before.³⁷ This distinctive cultural landscape should be preserved through measures such as rural preservation and heirs' property assistance.

The Civil War earthworks are an important part of the island's past. Buffers of open space should be established to help maintain the rural character of these sites. The South Carolina Battleground Preservation Trust holds preservation easements for five earthworks, and the BAR has review over six earthworks.³⁸ Conservation easements should be utilized to preserve the majority of the earthworks, with one or two public parks that provide public education and carefully managed public access.³⁹

As James Island's earliest suburb, Riverland Terrace merits recognition and protection. It was laid out in 1928 but was largely undeveloped until the late 1930s.⁴⁰ In the wartime and postwar years between 1940 and 1950, Riverland Terrace grew quickly, along with the rest of James Island. It contains a variety of housing types, mostly single-family houses set back from the road. The neighborhood is characterized in part by large oak trees that contribute to the island's rural character. Most of



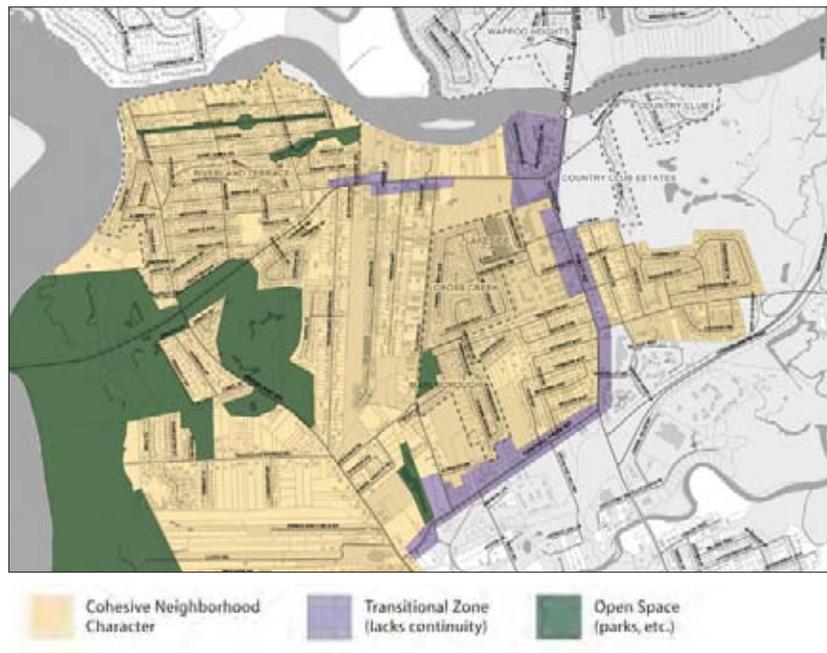
7.57 Riverland Terrace

these trees stand in yards, not in the public right-of-way, increasing the importance of public education as to care and maintenance. Creating a conservation district here would add a layer of protection for the area.

Area Character Appraisals (ACAs) address neighborhoods' unique historic contexts by evaluating the elements of a neighborhood that contribute to the physical form and feeling, or the character. These appraisals act as a planning tool to determine what exists in the interest of effectively directing the form and scale of future development (Figure 7.58). (See Area Character Appraisals.)

As traffic increases accompany new developments, historic roads should be recognized and protected. Riverland Drive, a remnant of the King's Highway constructed in 1717, is a South Carolina Department of Transportation (SCDOT) Scenic Highway.⁴¹ Part of Fort Johnson Road between Highway 171 and Camp Road has also been designated a Scenic Highway by SCDOT. Wappoo Drive, lined with oaks planted before 1900, originally led to Wappoo Hall.⁴² Wappoo Drive was designated a scenic drive in 1967 by Charleston County Council.

- ◆ Conduct ACAs to articulate the defining characteristics of James Island neighborhoods, including landscape
- ◆ Designate Riverland Terrace as a conservation district



7.58 James Island Character Map

- ❖ Work with the Center for Heirs' Property Preservation to publicize heirs' property assistance and implement policies conducive to preserving traditional communities
- ❖ Assess the health of mature trees that define and enhance James Island's historic neighborhoods and scenic roads; develop a maintenance and replacement program for them
- ◆ Protect scenic roads and byways
- ◆ Protect Civil War-era earthworks with conservation easements, buffers, and other open space protection measures



7.59 McLeod Plantation is one of the most important landmarks on James Island (above: McLeod Plantation slave quarters).

McLeod Plantation

McLeod Plantation may be the most significant single landmark on James Island. The property covers 39 acres and contains a main house and several notably intact slave outbuildings (Figure 7.59). Sited across Folly Road from a suburban shopping center, the plantation's lawns and trees offer a dramatic comparison between historic and current land use patterns on James Island.

The McLeod buildings and grounds are owned by the American College of the Building Arts (ACBA), which intends to use them as a campus and educational facility. Adaptive reuse is fitting: the plantation will become a national center for education in the building arts, where a new generation of artisan builders and master craftspeople will be trained. The history lessons offered by the plantation—both its buildings and their social context—are inseparable from the college's mission, and access and education will be extended to the broader public within this context.

McLeod will operate as a privately owned property with public access and public education components—essentially an open college campus. As a valuable example of a relatively intact Lowcountry plantation, McLeod presents a rich opportunity for a joint venture with preservation organizations, the Charleston Museum, the Spoleto Festival, and the

City. The partnership might include maintenance and event-programming assistance, docent and curatorial training, and public education components, though the resources of recommended partners might give rise to other aspects.

This vision complements and strengthens ACBA's educational mission. An on-site educational center, public arts events, and outbuilding-type academic facilities constructed away from the main house will enable the plantation to be adaptively reused in a relevant, financially viable way. Any change in ACBA's plans will be evaluated by Heritage Charleston Foundation under an easement, and the BAR will review future alterations and new construction.

- ◆ Support the American College of the Building Arts in preserving McLeod Plantation and providing an education center open to the public
- ❖ Support the development of a master plan for McLeod Plantation
- ❖ Support the development of a public access plan for McLeod Plantation, including the waterfront, so that ACBA will be able to incorporate public education and access into its mission as it develops and grows
- ❖ Support the development of an interpretive plan for McLeod Plantation's buildings, utilizing its historic context to promote awareness of quality building methods



7.60 Preservation of rural landscapes and open spaces should be a priority for James Island.

- ◆ Encourage ACBA to keep the fields open for production of crops relevant within the historic context of the plantation
- ◆ Establish a maximum (in square feet) for built space on McLeod Plantation
- ◆ Require the design of new buildings to be rural in siting and massing
- ◆ Consider a joint venture with ACBA and historic preservation nonprofits to maintain open access to the plantation grounds and offer activities and public tours of the property and main house, when not in use by ACBA

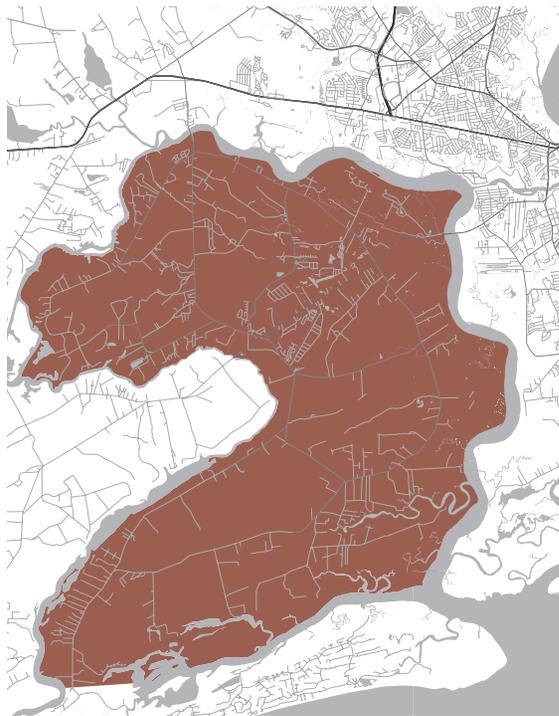
Rural Landscapes

Residents strongly advocated preserving farmland as open space. Historic preservation should encompass the farmland and open spaces on James and Johns Islands, as well as waterfront access for residents (*Figure 7.60*). Charleston County greenbelt funds could be a tool for permanently protecting green space.

- ❖ Partner with open space organizations and county governments to preserve open space
- ❖ Publicize the benefits of conservation easements in conjunction with the Lowcountry Open Land Trust and other conservation easement holders
- ◆ Improve waterfront access with boat landings and parks
- ❖ Preserve viewsheds along the waterfront

Building subdivisions or dense town centers on the rural landscapes of Johns Island is not inevitable.

Johns Island



7.62 Johns Island

Only a moderate-sized section of Johns Island lies within the city limits of Charleston. Located along Maybank Highway, with a smaller enclave around Charleston Executive Airport on the Stono River, Johns Island is at present still largely rural, although strip development dominates much of Maybank Highway. Remnants of the island's agricultural past are evident in its patterns of land subdivision, oak avenues, truck farms, and packing plants (Figure 7.62).

Johns Island was home to 3,953 Charleston residents in 2007—only 3 percent of the estimated total population, but a much larger portion of the City's land area.⁴⁵ The population is not static: in the ten years between 2003 and 2013, Johns Island's population was projected to grow 41 percent, mostly as a result of annexing land and residents.⁴⁶ In 2006, only 18 percent of the island lay under City jurisdiction.

The Urban Growth Boundary, adopted by Charleston County and the City of Charleston, carves out 230 acres of Johns Island as a targeted growth area along Maybank Highway. The Johns Island Growth Management Committee is composed of Johns Island residents, business owners, and city and county planners. Since 2005, it has been examining Johns Island's cultural and natural heritage and considering options to accommodate development.



7.63 Fenwick Hall



7.64 Rural development on Johns Island



7.65 Johns Island waterfront

A 2007 community planning workshop and report recommended a “Town and Country” approach to development within the Urban Growth Boundary, with density decreasing with distance from three concentrated town centers. Relatively high-density commercial development would be sited at each town center, with dense residential units nearby and density declining with distance from the town center. Advocates say that this plan would help preserve rural open space by concentrating development in designated nodes.

Smart growth offers a compelling, necessary vision for new development. By promoting infill in developed areas, it saves the costs of new infrastructure and services; by concentrating new development in dense areas, it minimizes the amount of green space that is built over. Planning to handle growth should happen, especially in a quickly growing area like Charleston. However, the assumption that growth must occur in all undeveloped areas is mistaken.

Building subdivisions or dense town centers on the rural landscapes of Johns Island is not inevitable. From a preservation perspective, such developments are highly undesirable even if concentrated. If it must occur, Charleston’s growth would better be directed to infill projects in the Neck or elsewhere, where a quasi-urban environment already exists. Indeed, growth everywhere may not be in the city’s best long-term interests. Building substantial new developments on cultural and historic open land

obliterates a central part of the area’s history, both in changing land use, viewsheds, and increasing traffic on scenic rural corridors. (See Growth and Sprawl.)

The proposed I-526/Mark Clark Expressway extension across Johns Island is another example of development that would be inappropriate for a rural island. Johns Island’s population is forecast to increase 70 percent without the extension, with an additional 20 to 40 percent increase with the extension.⁴⁷ The expressway would facilitate commuting from and access to Johns Island and Kiawah and Seabrook islands and add more traffic to rural and farm roads. On Johns Island, easier access would likely multiply the demand for homes and raise land values that currently are among the lowest in Charleston. Additional development would destroy trees and agricultural land, with ecological implications: increased runoff, decreased groundwater recharge, and an increase in heat islands on paved surfaces. Most importantly from a preservation perspective, the extension signals a willingness to facilitate development on very rural land.

City and County planning efforts should be coordinated on land use and zoning policies—as with the Johns Island Growth Management Committee—to advance smart, sustainable regional planning. The Johns Island Urban Growth Boundary should be strictly enforced and perhaps redrawn or rezoned to protect additional rural land.

Historic Resources

Johns Island plans should include preservation components that recognize historic resources such as Fenwick Hall, nineteenth- and early twentieth-century churches, the Angel Oak, Civil War earthworks such as Fort Trenholm, and historic cemeteries. Fenwick Hall and Fort Trenholm, listed on the National Register of Historic Places, fall under BAR jurisdiction. Angel Oak was listed as a South Carolina Heritage Tree by the South Carolina Urban and Community Forestry Council.

Cemeteries and gravesites in the rural Lowcountry are at special risk from development. Local governments have responsibility for enforcing state laws that make it illegal to destroy or remove cemeteries and isolated graves. Abandoned cemeteries may be moved if certain procedures are followed, but a recent Charleston County case recognized that African American graveyards traditionally have different maintenance standards, suggesting that apparently abandoned cemeteries may still be classified as active.⁴⁸

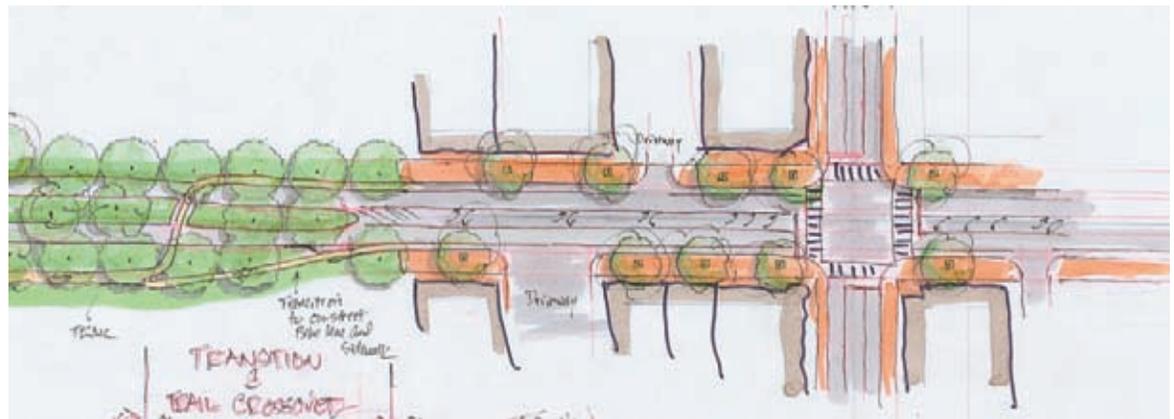
- ◆ Provide assistance to privately owned historic properties for maintenance, rehabilitation, and open space preservation
- ❖ Educate the public about rural archaeology
- ◆ Record all cemeteries and gravesites in historic survey efforts

- ◆ Include a cemetery and gravesite overlay in the archaeology map and the City's Geographical Information Systems (GIS) database
- ◆ Enforce state and local regulations regarding cemeteries

Rural Landscapes

Though less iconic than the single houses and bustling commercial areas of the Lower Peninsula, the rural land on Johns Island is woven into Charleston's historic fabric as tightly as its agricultural history. As a cultural landscape, the island encompasses both cultural and natural resources and aids in understanding historic events, activities, people, or groups of people. As cultural landscapes are especially important in establishing and protecting regional identity, preserving rural character in the face of development pressures is a central, salient concern of Johns Island residents, as well as many Charleston residents.⁴⁹

The proposed I-526/Mark Clark Expressway extension across the edge of Johns Island would have serious negative implications for this important cultural landscape. By facilitating access to, from, and across Johns Island, property values and rents would rise, potentially pricing out longtime residents. Demand for land could lead to the sale and partitioning of heirs' property—land bought by African Americans and passed through generations of succession rather than through a legal will—and the development of large areas of very rural land.



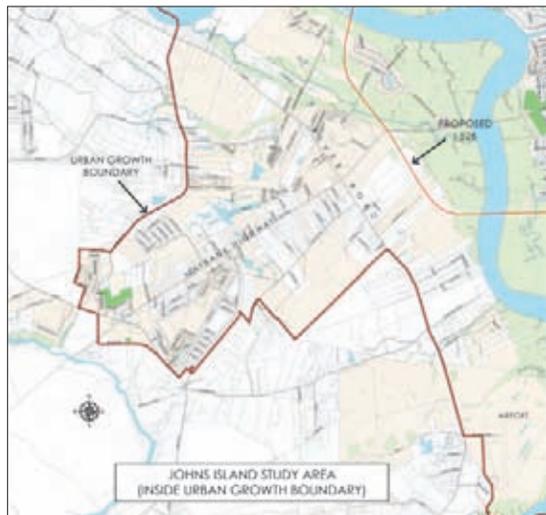
7.66 The Johns Island Community Plan (2007) includes proposed improvements to the Maybank Highway (above).

Heirs' property is closely tied to preserving rural development patterns. Because many people own one piece of land and ownership is usually not clearly documented, one heir's desire for a sale may force court action and the sale of the entire parcel. Subsequently, rural land may be developed with denser housing that is unaffordable to the previous longtime residents and incompatible with rural character. Johns Island has a relatively high percentage of commonly held heirs' properties that will increasingly be threatened as property values rise and one or more owners want to sell the land.⁵⁰ (See Growth and Sprawl.)

Organizations such as the Lowcountry Open Land Trust and the Nature Conservancy work to educate landowners about conservation easements, which provide tax

breaks in exchange for restrictions, often on development. Further tax relief for farmers, foresters, and fishing businesses is available by assessing the value of the property based on the current use, not on the "use value" of potential uses.

- ◆ Enforce the Urban Growth Boundary and rezone all land outside the growth boundary to appropriately low densities (Figure 7.67)
- ❖ Partner with open space organizations and county governments to preserve open space



7.67 Johns Island's Urban Growth Boundary should be enforced to preserve low densities in rural areas.

- ❖ Evaluate the land use and transportation issues that the I-526 extension is intended to address, and engage in a thorough analysis of alternative projects that could also solve the problems and avoid sprawl
- ❖ Campaign for state legislation to explicitly enable Transfer Development Rights (TDRs) to be transferred from designated historic properties or rural areas to other areas of the city targeted for dense development

- ❖ Publicize the benefits of conservation easements in conjunction with the Lowcountry Open Land Trust and other conservation easement holders
- ❖ Work with the Center for Heirs' Property Preservation to publicize heirs' property assistance and implement policies conducive to preserving traditional communities
- ❖ Preserve viewsheds along the waterfront
- ◆ Work with Charleston County's Greenbelt Advisory Board to implement the Comprehensive Greenbelt Plan for Charleston, particularly for Johns Island

New Construction

As with the Magnolia development in the Neck, the proposed high-density new developments on Johns Island should acknowledge Charleston vernacular architecture in design elements. Dense urban fabric should not attempt to replicate Sea Island homes, but design standards should relate to form and site design and should require more than the simple stylistic approaches.

- ◆ Conduct ACAs to articulate the character and defining characteristics of Johns Island areas and neighborhoods; require new development to be sensitive to the appraisals
- ◆ In dense new developments, enforce transitions from dense urban fabric to rural open land

- ◆ Require vernacular, context-specific architecture in new urban developments
- ◆ Use zoning to ensure that development along the Maybank Corridor maintains Charleston's urban-rural balance (*Figure 7.68*)
- ◆ Respect rural character in new construction setbacks, especially outside the Urban Growth Boundary

Infrastructure

Most roads on Johns Island were built for farm traffic. Closely lined with oak trees, these narrow corridors offer stunning views of rural landscapes. However, automobiles and traffic speed significantly alter the corridors through erosion or by demanding better paving and widening to meet modern standards. Road widening necessitates removal of large trees, taking away a defining landscape feature (*Figure 7.69*).

The proposed I-526 extension across Johns Island, while projected to ease traffic on some rural roads, would significantly increase traffic on others and increase the overall traffic load to the island. This potential scenario and the island's continuing growth make regular monitoring of traffic essential. Plans should be developed for alternative ways to accommodate increased traffic that minimize landscape damage. These plans should, of course, be implemented only after careful consideration of their impacts (*Figure 7.70*).



7.68 Smart-growth diagrams presented in the Johns Island Community Plan (2007) advocate a planned transition from rural to urban development.

The development plan proposed by the 2007 Johns Island report includes a variety of uses in a relatively small, walkable area.⁵¹ This compact approach to land use planning reduces the need for cars, but an increased volume of automobiles will surely result from more island residents.

- ◆ Discourage heavy traffic from scenic corridors
- ◆ Maintain smaller roads
- ◆ Monitor traffic volume, especially on the highway corridor to Kiawah and Seabrook islands
- ◆ Work with the County to designate and protect buffers along scenic corridors such as River Road and Bohicket Road
- ❖ In partnership with the County, assess the health of mature trees that define and enhance Johns Island's scenic roads; develop a maintenance and replacement program for them
- ◆ Lobby the state to provide local property tax incentives for developers who provide view corridors in new developments (c.f. the Charleston 2000 Plan) L
- ◆ Lobby the South Carolina Department of Transportation to develop standards for scenic roads L



7.69 Rural roads lined with large oak trees are threatened by traffic and urban development.



7.70 A tree canopy road survey was completed as part of the Johns Island Community Plan (2007).

Cainhoy



7.71 Cainhoy

Cainhoy Village developed in the late 1600s and early 1700s as a transportation center between plantations and the city of Charleston (*Figure 7.71*).⁵² Agriculture and lumber became mainstays of the local economy, joined by brick making.

The village was originally sited 1.5 miles downriver on Cainhoy Village Road, but the better-preserved collection of buildings lies along Fogarty Lane. Most of the historic buildings in Cainhoy Village are 1- or 1.5-story wood-frame residences in a vernacular style.

The construction of the Mark Clark Expressway in 1992 dramatically shortened the trip to the Cainhoy peninsula and encouraged significant residential development. Today, the combined Daniel Island and Cainhoy communities count 6,415 residents. The area is expected to grow 137 percent between 2007 and 2012, to 8,931 people.⁵³ This rapid growth—mostly in Daniel Island—necessarily alters the landscape with residences and infrastructure, as well as commercial and recreational facilities.

Planning for Cainhoy must be regional. In 2005 the Berkeley-Charleston-Dorchester Council of Governments (BCD COG) convened representatives from the City of Charleston and Berkeley County, as well as other interested agencies and organizations, in a focus group for coordination of Cainhoy peninsula land use. The resulting report was received positively by residents but was never implemented by the City of Charleston or Berkeley County.



7.72 Mary Lesesne House



7.73 Cainhoy Village store



7.74 Ward House

Historic Cainhoy Village holds buildings dating from 1750 to 1949.

Historic Resources

The historic Cainhoy Village holds buildings dating from 1750 to 1949, with the majority built after 1850.⁵⁴ Houses, a post office, a shipyard, and stores still stand; a rectory, blacksmith shop, clinic, and two houses have been torn down. In 1982 the Cainhoy Historic District, containing nine major buildings, was placed on the National Register. A brief history and survey in 2002 recommended creation of a local Cainhoy Village Historic District, but the recommendation was not enacted.

According to the 2002 historic district proposal, three sites and eleven structures merit inclusion in a local Cainhoy Village Historic District. One of these structures (in the County) has since been demolished. St. Thomas and St. Denis Church, constructed in 1819 and the site of an infamous 1876 race riot, sits 2.5 miles northwest of Cainhoy Village. The church is under BAR jurisdiction as a National Register landmark on the City's Landmark Overlay.

The area was likely settled for hundreds of years before the French Huguenots and Scottish Presbyterians arrived in the late seventeenth century. Prehistoric and Native American sites have been discovered and investigated. Compiling the known information and conducting further archaeological investigations would yield a greater understanding of local history.



7.75 Lewis Fogarty House, n.d.

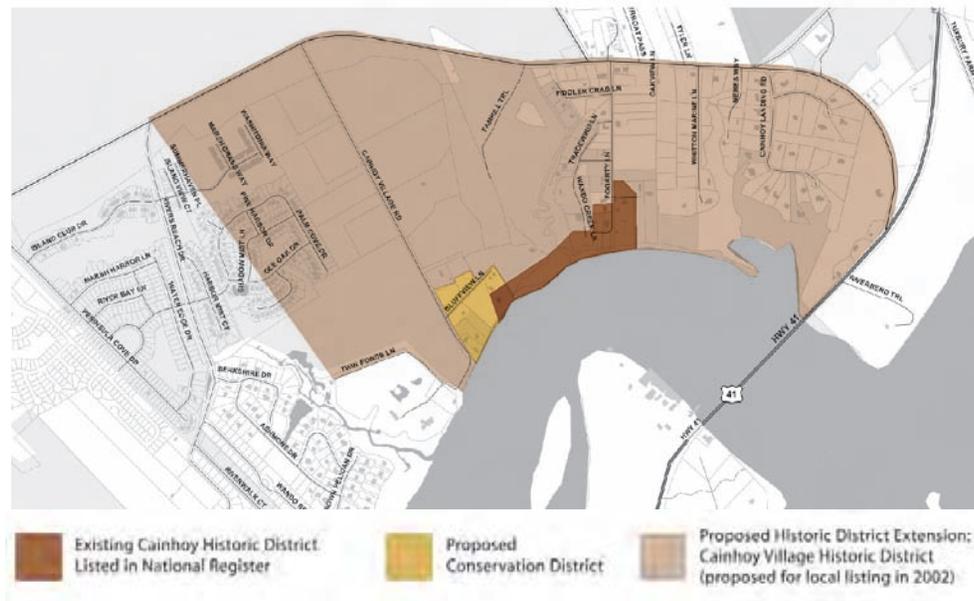
Encroaching development brings a pressing need to gain review powers over this extremely historic settlement and its potential archaeological resources. Though significant structures in Cainhoy Village were listed on the National Register of Historic Places in 1982, BAR has no oversight of the area, with the exception of St. Thomas and St. Denis Church. Time is a critical factor: several historic buildings, including the Jeffords-Avinger House, have been demolished, and others have been crowded by insensitive new construction that diminishes or hides them. The area should be put under BAR jurisdiction while it still retains some of its rural character.

In the long term, interpretive signs at the approaches to concentrations of historic buildings might be appropriate (e.g., on Fogarty Lane and Cainhoy Village Road). The signs would contain basic area maps, a brief history of the area, and an explanation of its significance. Scattered historical markers could commemorate important local locations and events, such as the Cainhoy ferry landings and the 1876 race riot at St. Thomas and St. Denis Church.

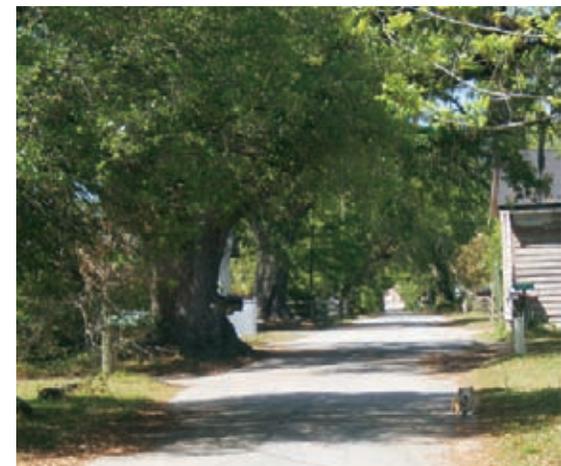
- ❖ Extend BAR oversight of new construction, alterations, and demolitions to the Cainho National Register Historic District (*Figure 7.76*)
- ◆ Designate the Cainho character area as a conservation district and extend BAR oversight to it
- ◆ Conduct archaeological surveys of the area surrounding Cainho Village
- ◆ Erect markers memorializing historical locations and events
- ◆ Continue efforts to annex parcels containing historic buildings
- ◆ Maintain narrower roads and lanes, with the potential for permeable road surfaces and paths

Rural Landscapes

An estimated 85 percent of properties on the Cainho peninsula are owned as heirs' property, or property held in African American families for generations without clear title.⁵⁵ A piece of heirs' property is often owned by many relatives, any one of whom can force court action and a sale. The instability of heirs' property ownership makes the land and its residents vulnerable to exploitation and development. Both short- and long-term, it threatens the existence of entire communities in enclaves of affordable housing and large areas of undeveloped rural land. (See Housing Affordability and Growth and Sprawl.)



7.76 Proposed changes to historic resource protection in Cainho



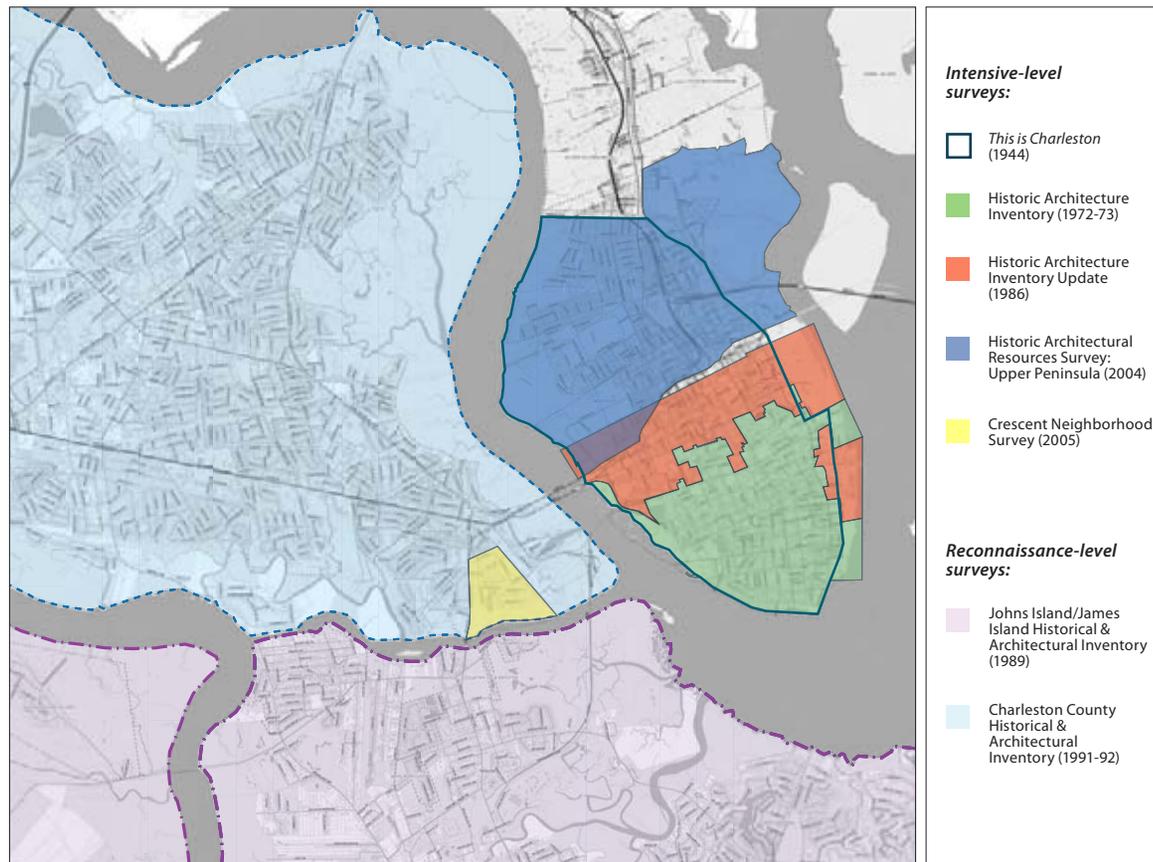
7.77 Rural landscapes are an essential feature of Cainho's character.

HISTORIC RESOURCE SURVEYS



*Slave Quarters
McLeod Plantation James Island*

Historic resource surveys form the foundation of historic preservation and preservation planning. By identifying and gathering information on historic resources, surveys help residents and planners to understand historically significant local resources, including individual buildings and contributors to historic districts. This knowledge allows historic resources to be considered in planning and development decisions.



8.1 Existing historic resource surveys

Survey work generally consists of two levels of documentation: reconnaissance and intensive. Both survey types include fieldwork and research into community history and architecture. Reconnaissance-level surveys, or “windshield surveys,” are a cursory look at resources that provide descriptive information about buildings, structures, or sites based on architecture and period of construction. Intensive-level surveys involve detailed research, thorough inspection, and documentation of historic properties within the survey boundaries.

Reconnaissance-level historic resource surveys typically include survey forms completed in the field, architectural descriptions, photos, and a brief evaluation of the resource’s significance, survey ratings, an evaluation of integrity (defined as the resource’s ability to convey its significance). Intensive-level historic resource surveys include the same documentation as a reconnaissance-level survey, in addition to more detailed fieldwork, research, historic context statement, and evaluation.

Evaluations of the significance of historic resources (both individual buildings and historic districts) are made by determining the resource’s historic context and determining if the property is a significant contributor to that context at a local, state, or national level. These evaluations are based largely on criteria for listing on the National Register of Historic Places. In general, resources are significant for their association with one of three criteria: events signifying broad patterns in history;

persons significant to local, state, or national history; or architecture which embodies the distinctive characteristics of a type, period, or method of construction or that represents the work of an important architect or builder. Surveys commonly assign ratings as shorthand for the evaluations made as part of the project.

The City of Charleston has undertaken many architectural surveys in an effort to document the city's many historical resources. Additionally, Section 106 of the National Historic Preservation Act requires projects using federal funding to identify and address impacts to historic resources. Surveys are often a component of the pre-project analysis. This information is not always shared with local governments. The Department of Archives & History should maintain a record of all Section 106-related reports, surveys, etc., and should share this information with City and County governments (Figure 8.1).

This is Charleston Survey

Helen Gardner McCormack and Samuel Gaillard Stoney, Carolina Art Association, 1944

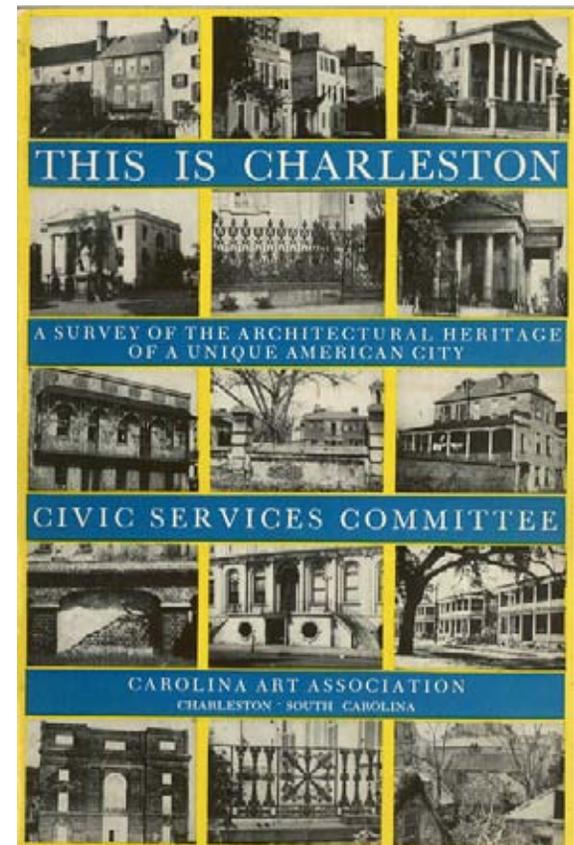
Survey Boundaries: Contemporary City of Charleston boundaries

Extent: Approximately 1,380 survey forms completed.

Focus: This survey expanded the focus beyond the Old and Historic District; approximately 60 percent of survey cards were prepared for properties outside the historic district.

Products: Upon the recommendation of Frederick Law Olmsted Jr., the Carolina Art Association undertook a survey of Charleston during 1941 with funding from the Carnegie Corporation. Survey forms were filled out for 1,380 individual properties. The survey forms were very simple, consisting of a space for photographs, location, condition of the neighborhood, building type, occupancy, "source of interest," period of construction, and quality of the resource. In 1944, the Carolina Art Association published the survey in *This is Charleston: A Survey of the Architectural Heritage of a Unique American City* undertaken by the Charleston Civic Services Committee, with text by Samuel Gaillard Stoney.

No rating system was used.



8.2 This is Charleston (1944) was the first major effort to survey Charleston's historic resources.

and foundation materials, bibliographic information, a rating, and a photograph. Many of the survey forms include a continuation sheet.

The survey forms are made up of short architectural descriptions. No rating system was used.

James Island and Johns Island Historical and Architectural Survey

Preservation Consultants, Inc., 1989

Survey Boundaries: Survey boundaries of James Island include the Stono River to the west; Elliott Cut and Wappoo Creek to the north; Ashley River and Charleston Harbor to the northeast; Parrot Point Creek, Clark Sound, and Secessionville Creek to the east and southeast; and Folly River and King Flats Creek to the south.

Survey boundaries of Johns Island were the Stono River to the east, north, and northwest; Church Creek and Bohicket Creek to the west; Haulover Creek to the southwest; and Kiawah River to the south.

Extent: The survey included 35.7 square miles on James Island and 49.8 square miles on Johns Island. 330 sites were surveyed, including 201 sites on James Island and 129 sites on Johns Island.

Focus: The survey focused on pre-World War II resources. The majority of sites are residences.

Products: The James Island and Johns Island Survey includes a context statement with direct citations of each of the sites that are significant for their relationship to each portion of the historic context.

Hurricane Hugo Damage Survey

Historic Charleston Foundation, 1989

Survey Boundaries: Old and Historic District and areas outside the peninsula throughout Charleston County, including McClellanville, Sullivans Island, Mount Pleasant, and other outlying areas.

Extent: Approximately 2700 survey forms were completed.

Focus: The survey focused on historic resources damaged in Hurricane Hugo. Surveys were coordinated by Historic Charleston Foundation staff members under the leadership of Jonathan H. Poston. Survey teams consisted of local volunteers, students from Mary Washington College, and professionals from the National Park Service and other preservation organizations. The work was commissioned by the Preservation Disaster Fund established by the Historic Charleston Foundation, the Preservation Society, and the Charleston Museum.

Products: The Hurricane Hugo Damage Survey includes damage assessment forms, survey databases describing the structural features and physical description of buildings and the damage incurred by Hurricane Hugo, prop-

erty data sheets, maps, technical advisory bulletins, and photographs. All survey material and other documentation comprise a comprehensive collection at Historic Charleston Foundation's Margareta Childs Archives.

Historical and Architectural Survey, Charleston County, South Carolina

Preservation Consultants, Inc., August 1992

Survey Boundaries: County of Charleston boundaries, excluding the following previously surveyed areas: James Island, Johns Island, Sullivan's Island, a 13-square mile area of unincorporated Charleston County adjacent to the town of Mount Pleasant, the Mount Pleasant Historic District, and much of the City of Charleston. The cities of North Charleston, Folly Beach, and Isle of Palms, as well as the Francis Marion National Forest, were excluded from the survey.

Extent: 772 surveyed sites on 640 square miles

Focus: The survey focused on pre-World War II resources. The majority of sites have a period of significance dating from 1918 to 1940.

Products: The 1992 Charleston County Survey includes a context statement with direct citations of each of the sites that are significant for their relationship to each portion of the historic context.

The survey also includes South Carolina State Survey Site Forms, which date from 1989. These forms include the majority of the information required on the updated South Carolina Statewide Survey of Historic Properties forms.

Cainhoy Village Survey

Sarah Payton, City of Charleston, 2001

Survey Boundaries: Portions of Berkeley County and the City of Charleston. Survey boundaries of the Cainhoy Village Survey were Twin Ponds Lane to the west, the lots lining the north side of Clements Ferry Road to the north, Highway 41 to the east, and the Wando River to the south.

Extent: 18 buildings in Cainhoy Village

Focus: The survey area has a mix of resources, with approximately 50 percent dating from 1900-1949. Most resources are single-family residences.

Products: The 2001 Cainhoy Village Survey includes a context statement and “Survey Results for Cainhoy Village,” which serves as an analysis of the surveyed buildings.

The survey also includes Cainhoy Historic Resources Survey Forms, which appear to have been created by the City of Charleston specifically for this survey. This form was an adaptation of the South Carolina Statewide

Survey of Historic Properties and the Georgia Historic Resources forms; it includes the information required on the South Carolina Statewide Survey of Historic Properties forms.

Upper Peninsula Survey

Brockington and Associates, Inc., 2004

Survey Boundaries: The survey includes all of the City of Charleston on the Charleston peninsula north of U.S. Route 17 (Crosstown Expressway). The northern boundary is Mt. Pleasant Street west of Morrison Drive and the northern border of Magnolia Cemetery east of Morrison Drive.

Extent: 4,042 resources recorded on approximately 2,060 acres

Focus: The survey focused on the following neighborhoods: Charleston’s West Side, North-Central, Hampton Park Terrace, and Wagener Terrace. All buildings surveyed were constructed before 1955, and the majority of resources date from the early twentieth century.

Products: The Upper Peninsula Survey includes South Carolina Office of Historic Preservation Statewide Survey of Historic Properties forms. Additionally, the survey assigned each of the resources a Charleston Architectural Rating, ranging from 1 to 4, with Category 1 being the most significant architecturally. As a result of this survey, the Sofia Wilson Tract was designated eligible for listing on the National Register . <map>

The Crescent

City of Charleston, 2005

Survey Boundaries: Crescent area, including Belvue, Yeamans, Jamestown, Johnson, Broughton, and Guerard roads; Fenwick Drive; and Cochran Court.

Extent: 92 sites surveyed

Focus: The survey focused on the Crescent neighborhood. Most resources date from 1930 to the mid-twentieth century.

Products: The Crescent survey includes South Carolina Office of Historic Preservation Survey of Historic Properties forms.

Overview of pilot survey

The pilot survey conducted as part of this Preservation Plan was used to determine the need for updating existing surveys. The pilot survey was conducted by graduate students at the College of Charleston/Clemson University Historic Preservation program with supervision by instructors Ashley Robbins and Jonathan Poston, as well as Page & Turnbull. Brian Pokrant at the City of Charleston assisted with the production of GIS maps.

While a large portion of Charleston has been previously surveyed, a significant number of these surveys were completed many years ago. Meanwhile, additional resources have reached the fifty-year threshold to be considered

historic, and many of the surveys no longer meet the accepted standards for historic resource survey and evaluation. The pilot survey was used to determine the type and approximate number of additional resources that may be determined historic if previously surveyed areas were re-surveyed using currently accepted standards.

The survey area covered Lenwood Boulevard between Murray Boulevard to Tradd Street. This area was selected because this street was surveyed in 1974 and could be used to compare the resources recognized by previous survey methods and current survey methods. The students completed fieldwork, took digital photographs of the buildings, and conducted archival research. This information was recorded on South Carolina Statewide Survey of Historic Properties forms.

The buildings were assigned ratings according to the Charleston Architectural Ratings system developed in 1973. The rating system, with categories ranging from 1 (Exceptional) to 4 (Contributory), was updated to include two qualifying symbols: an asterisk (*) signaling that the building should be further researched and a minus sign (-) indicating that adverse changes had undermined the building's historic fabric and rehabilitation would be required for the building to regain its full numerical rating. A brief context statement for the area was also completed.

It is notable that, though Lenwood Boulevard lies in the Peninsula's South of Broad area, many of the resources were not included in past survey efforts since they were not yet fifty years old at the time of earlier surveys. The Lenwood Boulevard survey included numerous historic resources dating from the 1920s and 1930s that were rated 2: Excellent and 3: Significant. This pilot survey presents compelling evidence that the City of Charleston should implement an ongoing survey program: though the area was previously surveyed, many of the buildings now considered historic resources were not recognized earlier.

Recommendations

While much of Charleston has been surveyed, many of the surveys do not meet current historic resource survey standards. In order to achieve an understanding of the complex variety of resources that make up the city's historic character, the following actions are recommended:

- ◆ Maintain survey data as a dynamic document, updating to reflect ongoing work and new research
- ❖ Incorporate existing and future surveys into the City's GIS database, creating a historic resource overlay that includes historic districts, landmarks outside of districts, and eventually Conservation Districts

- ◆ Adopt a standard rating system that will be applied to all existing and future surveys. Ratings should reflect the resource's significance relative to the neighborhood context, making it possible to compare disparate resources
- ❖ Include historic interiors in the survey rating system
- ◆ In all existing and future surveys, include a context statement for each survey area, South Carolina Statewide Survey of Historic Properties forms, survey ratings, and digital photographs
- ◆ Include a cultural landscape component to determine which site features are integral to the character of the survey area in all existing and future surveys
- ◆ Request that Section 106 reports at the state Department of Archives & History be shared with local governments, and vice versa
- ❖ Include schedule and budget for an ongoing survey of the entire city

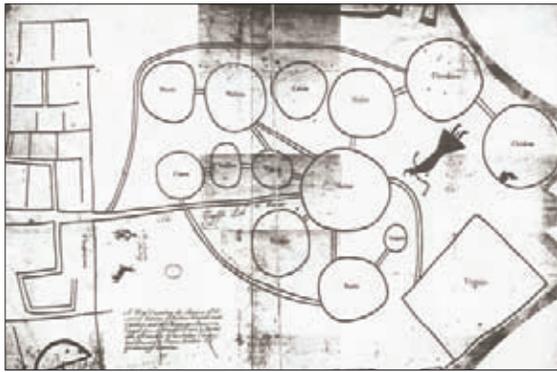
HISTORIC CONTEXT STATEMENT



A historic context statement is a narrative identifying broad patterns of history that have influenced a community's social and physical development. This narrative becomes a foundation for evaluating and planning for historic resources, especially property types that represent important patterns of development. Generally, a context statement includes the history of an area, an examination of the area's physical development, and identification of important property types and architectural styles found within the community.

A context statement continually evolves to include new aspects of history and historical development that may not have been originally addressed.

The city's geography and climate has influenced not only the patterns of development, but also the city's architectural character.



9.1 Deerskin map, early 1720s

Geographical Location and Climate

Charleston is located just south of the center of South Carolina's coastline, at the junction of the Ashley and Cooper Rivers. The original portion of the city is located on a low-lying peninsula with areas of landfill that encircle the edges of the peninsula. Over time, the city has grown through annexation, and now incorporates the area north of the Peninsula called the Neck, St. Andrews Parish/West Ashley bounded by the Ashley River and Wappoo Creek, James and John's Islands, and Cainhoy. Over time, Charleston's development has been influenced by the area's geography and climate. The oldest areas of the Peninsula were developed on high ground which was less apt to flood. Some areas, even those south of Broad Street which are traditionally considered the city's most historic, were developed later when marshes were infilled. One such area is bounded roughly by King Street, Murray Boulevard, and Tradd Street. Despite its seemingly premier location this area was marshland not infilled until the 1910s and only developed in the 1920s and 1930s. In addition to the low lying nature of the city, Charleston is located near the Woodstock and Ashley River fault lines, which caused an estimated magnitude 7.3 earthquake in 1886. Many buildings were destroyed or damaged during the 1886 earthquake, changing the physical character of Charleston. Similarly, throughout time fires and hurricanes have damaged areas of Charleston, impacting the area's character.

The city's geography and climate has influenced not only the patterns of development, but also the city's architectural character. The peninsula's low-lying geography means the city is prone to flooding from heavy rains, exceptionally high tides, and storm surges. In response to the area's climate the city's buildings were constructed with raised first floors, allowing them to withstand flooding. Charleston's climate, which includes mild winters, hot, humid summers, and significant rainfall year-round, has also impacted the architecture of Charleston. Typical Charleston building types, such as the single house reacted to the area's climate. Single houses were designed as single-pile buildings with tiered porches or piazzas. These buildings have sheltered doors and windows which provide the ventilation and shade necessary for Charleston's hot summer months. Finally, Charleston is prone to hurricanes as evidenced by Hurricane Hugo in 1989, the most destructive hurricane in city history. Therefore contemporary buildings in Charleston are constructed to withstand flooding and winds reaching 130 mile per hour gusts or higher. Charleston's unique geography and climate have influenced the appearance of the city, affecting both which areas have been developed and what building types have become prominent.

Prehistory/Native American Era: -1514

Native American peoples lived in what is now the South Carolina Lowcountry for more than twelve thousand years. The groups that lived here at the time of European contact belonged to the Mississippian culture, dominant throughout the southeastern corner of what is now the United States. The ethno-historical record suggests that the proto-historic groups that lived in the South Carolina Lowcountry, the Seewee and the Santee, engaged in seasonal horticultural production year-round, but that neither group had permanent villages. Scholars have identified nineteen distinctive groups that inhabited the South Carolina coast between the mouths of the Santee and Savannah rivers by the middle of the sixteenth century. The groups that inhabited what is now Charleston and the surrounding Lowcountry included the Coosaw, Kiawah, Etiwan, and Seewee.¹ The Coosaw inhabited the area north and west of Charleston along the Ashley River; the Kiawah resided near Albemarle Point and the lower reaches of the Ashley River; the Etiwan were mainly located on Daniel Island and the headwaters of the Cooper River; and the Seewee lived northeast of the Cooper and Wando rivers (*Figure 9.1*).²

The lifestyle of the Lowcountry Native Americans centered on hunting deer, bear, rabbit, and turkey; and fishing for many types of fish and turtles in the rich marshlands and tidal rivers. By the time of European contact, local Indians had developed sedentary lives centered on established villages. Men would hunt and fish and women would cultivate maize, squash, and beans in the surrounding fields. Villages would trade with other peoples up and down the coast and travel to the interior via footpaths that navigated the marshlands and forests. South Carolina's native population declined markedly after initial European contact, both as a result of disease and warfare.³

Native Americans lived in simple frame structures made of saplings and branches with wattle and mud infill or woven mats. In semi-tropical climates like South Carolina's Lowcountry, Native American dwellings known as chickees were built atop platforms so that cooling breezes could circulate beneath them.⁴ There are no known buildings left from the Native American period in Charleston, although it is likely that archaeological remnants of post holes, middens, fire pits and other structures may exist intact, especially on James and Johns Islands.

European Exploration and Settlement: 1514-1730

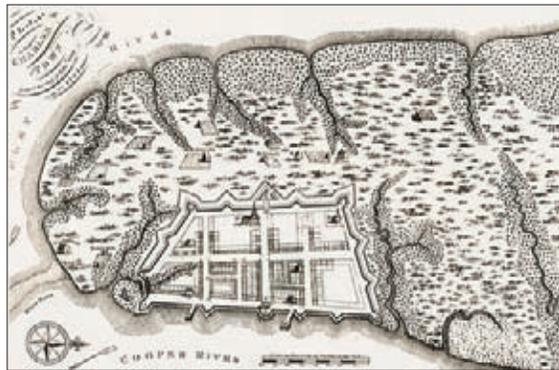
Spanish Settlement

Spanish exploration on the South Carolina coast began as early as 1514 as seaborne explorers made their way northward along the coastline from Florida. In 1520, a Spanish landing party came ashore near Port Royal in what is now Beaufort County. The Spanish named the area Santa Elena. Six years later, Spanish forces under the command of Miguel de Gualdape attempted to establish a permanent Spanish settlement in the Winyah Bay area, near what is now Georgetown. Meanwhile, the French attempted to establish a settlement at Parris Island. Led by Jean Ribault, the settlement was called Charlesfort.⁵ The Spanish, alarmed at this French incursion, attacked Charlesfort and established a fortified settlement on the ruins of the French colony in 1566. Naming the settlement Santa Elena, the Spanish made it the centerpiece of their colonization efforts in what is now South Carolina for nearly two decades. Even after Santa Elena was abandoned in 1587, Spanish friars based in St. Augustine continued to staff small religious missions in the Sea Islands through the late seventeenth century.⁶

Due to a variety of factors, including high mortality rates, low numbers of women, and the colony's reputation as a dangerous and unhealthy place, the population of Charles Town grew slowly.



9.2 Grand Modell



9.3 Edward Crisp map, 1704

English Settlement

Spanish claim to the Carolinas remained tenuous throughout the seventeenth century. In 1663, King Charles II of England granted what are now the Carolinas to a group of powerful individuals who had supported the king's return to the throne in 1660. The eight Lords Proprietors included Sir John Colleton, Sir William Berkeley, Sir Anthony Ashley Cooper, and five others. Intending to create a lucrative commercial colony, the men hoped to profit from the sale of lands and products cultivated in Carolina (named after King Charles II). The Lords Proprietors encouraged settlers from England and the overcrowded colony of Barbados to migrate to Carolina. The first colony was established at Albemarle Point, on the west bank of the Ashley River, in 1670. Simultaneously, the point of the peninsula, known as Oyster Point, was designated as a permanent town. Both locations were called Charles Town, also named after King Charles II.⁷ Within a decade, the Province government moved downriver to the higher and more easily defensible Oyster Point. The settlement was located on the Cooper River between Vanderhorst's and Daniel's Creeks. Based on the plans of colonies dating to Roman times, the community was laid out on a grid according to the "Grand Modell," a plan that included a grid of streets surrounding a central public square (Figure 9.2).⁸

Charles Town was the southernmost British city in North America and was therefore more vulnerable to attack by Spanish forces based in Florida. To protect the city, the Lords Proprietors ordered the construction of a continuous bastioned wall around the city. These fortifications appear on the Edward Crisp map of 1704 (Figure 9.3). City authorities maintained the walls against the very real threat of French, Indian, and Spanish attacks. The walls appear in their original configuration on the Herbert map of 1721 and the Bishop Roberts map of 1739. The city walls were constructed of a variety of materials, including brick and Bermuda stone masonry at the eastern waterfront, and earthworks and moats reinforced with logs at the north, west, and south. The imposing walls apparently worked, deflecting attacks from French and Spanish forces in 1706 and deterring future attacks.⁹ Because of development pressures to expand the town, the north, west, and south walls were dismantled by the 1730s. The more substantial harbor side fortifications, however, remained intact until the 1780s. The earliest surviving structure in Charleston, the Old Powder Magazine at 21 Cumberland Street (built 1712), was a part of the fortification network (Figure 9.4).¹⁰ Aside from this building, nothing else remains above ground of the fortifications. Excavations have revealed sections of the wall, such as the foundation of the Granville Bastion in 1925 and the Half-Moon Battery, excavated in 1965 and on view to the public in the basement of the Old Exchange building.

Charles Town grew with additional waves of immigrants from Barbados, England, and other parts of the British-speaking world. The first non-English-speaking European group to arrive in Charles Town was a band of Huguenots, French Protestants exiled from their home country in the late seventeenth century. They arrived in Charles Town aboard the *Richmond* in 1680.¹¹

Due to a variety of factors, including high mortality rates, low numbers of women, and the colony's reputation as a dangerous and unhealthy place, the population of Charles Town grew slowly. By 1700, there were only around 5,000 European and African inhabitants in the entire Lowcountry region. The importation of African slaves accelerated however, mostly due to the influence of settlers from Barbados, who had depended on captive labor to cultivate the sugar plantations of their erstwhile island home. By 1708, a majority black population was recorded for the first time in what is now South Carolina.¹² The new social order was not without its critics and the fast-growing slave population made some whites uneasy, especially after the Stono Slave Rebellion of 1739. The rebellion began on Johns Island when a group of slaves attempted to escape to Spanish Florida. After the slaves killed several whites and pillaged plantations, planters gathered a force to quash the rebellion.¹³



9.4 *Old Powder Magazine (built 1712), circa 1898*

Economic Development

The economy at first relied on the deerskin trade with the Indians, as well as the production of naval stores like lumber, pitch and turpentine; and export goods to feed and clothe the Caribbean colonies. By the end of the seventeenth century, settlers began to experiment with raising rice in the low-lying marshes surrounding Charles Town. As the threat of Spanish attacks receded, settlers began to establish plantations and smaller farms along navigable waterways well outside of Charleston. Fresh water sources and abandoned Indian fields were powerful lures to English settlement. By 1711, the same year that the settlement of Beaufort was founded, rural dwellings were located along Wappoo Creek, and the Wadmalaw and Stono Rivers on the mainland, and on Johns and James Islands.¹⁴

The creation of a thriving export trade came at a price. Rice cultivation and cattle ranching took up large tracts of land and ruined Native American farms and hunting and fishing grounds. Angered by continued encroachment on their lands, the Yamasee attacked English settlements throughout the Lowcountry in 1715. Although successful in several battles, the Yamasee were not able to expel the English, and by 1728 they had been defeated and the rest of their lands opened to English settlement.¹⁵

Growth of the Colony: 1730-1780

After the conclusion of the Yamasee War, the colonists spread further into the hinterlands surrounding the settlements of Charles Town, Beaufort, and Georgetown. South Carolina had become a separate colony in 1712 after North Carolina was set off from the rest of the colony. Seven years later, South Carolina colonists dissatisfied with proprietary rule petitioned British authorities to become a crown colony.¹⁶ A decade later, in 1729, Parliament acceded to the colonists' petition, bought out the interests of the Lords Proprietors, and sent a royal governor named Robert Johnson to Charles Town in 1730.

Development of Cash Crops

After experimenting with several cash crops, plantation owners settled on rice cultivation, partially due to the expertise of African slaves, some of whom had come from rice-growing regions of West Africa. By 1715, the area around Charles Town produced more than 8,000 barrels of rice annually reaching 40,000 barrels by the 1730s.¹⁷ Indigo, a plant-based blue dye used in the production of British Navy uniforms also became a lucrative cash crop by the 1740s. By the middle of the eighteenth century, rice and indigo had become South Carolina's principal exports and remained so throughout the rest of the colonial period.

South Carolina's rice and indigo were labor intensive crops that demanded captive labor to be profitable. South Carolina's slave-based economy required the importation of thousands of African slaves, pushing the black population of the colony even higher. By 1730, the colony had grown to 30,000 non-Indian residents, more than half of whom were African slaves and their native-born progeny.¹⁸

As security in the outlying areas improved, colonists began building plantation houses throughout the Lowcountry, including several within the city limits of present-day Charleston. Examples include Drayton Hall, built along the Ashley River Road between 1738 and ca. 1742, and Heyward House, or Lawton Bluff, a simple frame house located on Fort Sumter Drive on James Island (ca. 1740). An example of a surviving high-style Georgian plantation house in Charleston is Fenwick Hall. Located on River Road on Johns Island, Fenwick Hall is a two-story brick house constructed ca. 1730 for planter John Fenwick. It remains standing today on a portion of its historic grounds (*Figure 9.5*).¹⁹ Other important plantations, located outside the city limits, include such famous examples as Magnolia Plantation and Middleton Place.

By 1770, Charleston was the fourth largest port in the colonies, behind only Boston, New York, and Philadelphia.

Plantation Society

Many of the wealthier planters had houses in both the country and in Charleston, resulting in the development of the “town and country” residential pattern. Typically planters and their families remained in residence in Charleston from January to March for the social season, and again during the summer to elude malaria and other swamp-borne illnesses. Many of the planters were well-educated individuals who were familiar with architecture and some designed their own residences utilizing the latest pattern books from London.²⁰ The town and country phenomenon is illustrated by the prominent Bull family of St. Andrew’s and Prince William Parishes and Charleston. As early as 1704, Lieutenant-Governor William Bull built a two-story brick house at Ashley Hall Plantation, on the Ashley River Road in St. Andrew’s Parish (now demolished). This house was designed in the old-fashioned Jacobean style with steep roof planes and a projecting stair pavilion. In 1720, he built a prominent three-story Georgian brick house at 35 Meeting Street. Other planter families that came to own impressive country seats and urban residences included the Pinckneys, the Middletons, the Laurens, and the Heywards. One of the best-known of the urban residences is the Miles Brewton House, at 27 King Street, built in 1769. Brewton, a prominent planter and slave merchant, built arguably the finest brick Palladian house in North America as his city house in Charleston (*Figure 9.6*).

Growth of Charles Town

Charleston’s port was integral to the growth of the area as both a commercial and cultural center. In its roles as the primary port for the colony’s exports and the social and economic capital of the expanding back country settlements, Charles Town remained unchallenged in the Carolinas. By 1770, Charleston was the fourth largest port in the colonies, behind only Boston, New York, and Philadelphia. Connected to the hinterlands by rivers, canals, and roads, Charleston remained the principal hub of commerce in the region until the rise of Savannah during the antebellum period.

Increased prosperity and security from attack allowed the settlement to expand northward beyond the old city walls. By 1739, the city had expanded north to what is now the vicinity of Beaufain and Hasell streets, as shown on Bishop Roberts and W.H. Toms’s 1739 map (*Figure 9.7*). Ansonborough, Charleston’s first suburb, was established in 1747 and by the 1760s this neighborhood had evolved into an established middle-class district of significant dwellings. In 1769, Boundary Street (now Calhoun Street) became the official northern boundary of Charlestown, as the city’s name began to be spelled after 1765.²¹ Rural land located north of Boundary Street was collectively known as “the Neck.” This area, which currently contains Wraggborough and Mazyckborough, the Borough of Hampstead, Cannonborough, and Elliotborough remained mostly undeveloped throughout



9.5 Fenwick Hall, (built circa 1730), n.d.



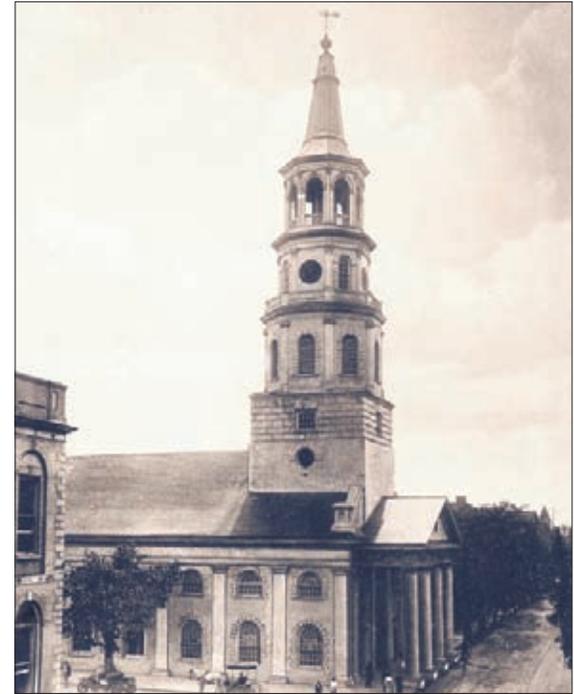
9.6 Miles Brewton House (built 1769), circa 1950s



9.7 Bishop Roberts & W.H. Tom’s ichnography of Charles-Town at High water, 1739.



9.9 Dock Street Theater, circa 1950s



9.8 St. Michael's Church (built 1752-62), 1912



9.10 Heyward-Washington House (built 1772), n.d.

the eighteenth century.²² South of Boundary Street, Harleston Village gradually grew up, although much of the Ashley River front remained undeveloped marshland and millponds into the twentieth century.

Cultural and Religious Institutions

Important social, religious, and cultural institutions appeared during the colonial period, creating much of the architectural, cultural, and social framework that continues to the present day. Some examples include St. Philip's Church (the original church on this site was built in 1722) at 146 Church Street (1835), and St. Michael's Church at 80 Meeting Street (1752-62). St. Michael's Church is the oldest religious building remaining on the peninsula (*Figure 9.8*). Both churches were built by branches of Charlestown's influential Anglican community and both took their design cues from the widely published design of St. Martins-in-the-Fields in London.²³

Other early congregations that constructed notable religious buildings include the Scottish Presbyterians, who in 1734 built a church on Meeting Street just south of Tradd Street, and the Congregationalists who erected a church on the site of the present-day Circular Church, at 150 Meeting Street. Sephardic Jews from the Iberian Peninsula formed a congregation called Kahal Kadosh Beth Elohim (KKBE) and worshipped in a wooden house on Union Street (now State Street) in 1749. Other congregations, including the Quakers, Lutherans, and Baptists

also built churches throughout the city.²⁴ Unitarian and Catholic churches appeared later as new populations took up residence in the city.

In addition to religious institutions, Charleston's growing population was served by social and cultural institutions. The South Carolina Gazette began publication in Charlestown in 1732, making it the first newspaper south of Virginia. Four years later saw the foundation of the Charles Town (Dock Street) Theater (*Figure 9.9*). By 1753, the colony's administrative center, located at the public square at Broad and Meeting Streets, which in the seventeenth century contained a court house and the first St. Philip's, was solidified with the construction of the Statehouse and St. Michael's Church.²⁵ The St. Cecilia Society was founded in 1766, and functioned for fifty years as North America's premier musical organization, bringing contemporary European concert music to Charleston.

Charleston Architecture

The pre-Revolutionary era witnessed the birth of indigenous architecture in Charlestown. Prints of Charleston made in the early eighteenth century depict a compact fortified city of urban-scaled houses of a decided post-mediaeval English flavor. Most had steeply pitched roofs and curved gable ornamentation characteristic of the transitional English Jacobean style. Although the Lords Proprietors had encouraged building in brick for fire resistance, much of the older construction appears to have been wood frame.²⁶

Charleston was quick to mimic popular English architectural styles, and styles such as Georgian architecture came early to Charleston. Early examples of this style include the Lining House at 116 Broad (ca. 1715), and the William Rhett House at 54 Hasell Street (ca. 1714). Another later example of the style is the Heyward-Washington House at 87 Church Street (1772) (*Figure 9.10*). The English Georgian prototype was turned ninety degrees, similar to a row house, so that its short elevation faced the street. Often oriented south to take advantage of winter sun, the typical "Charleston single house," as it became known, acquired a tiered porch or "piazza" as early as 1700. The piazza sheltered doors to the rooms, allowing ventilation and providing shade from the hot summer. In order to make the best use of space, the Charleston Single House was typically sited on a corner of the lot, allowing space for a garden between it and the next house and creating an attractive alternating pattern of house and garden. The Charleston single house was typically built of brick or wood; stone was far less common. However, stone was used for stairs and details and buildings were frequently clad with scored stucco in order to give the appearance of stone. Most were at least three stories in height to accommodate more livable space within the same footprint. The single-pile arrangement allowed for breezes to penetrate the innermost recesses of the house.²⁷ This housing type is the most characteristic building form developed in Charleston. Examples of this type include the Robert Brewton House at 71 Church Street (ca. 1730), the Cooper-Bee House at 94 Church Street (1760), and the Cleland-Wells House at 58 Tradd Street (1760) (*Figure 9.11*).

Revolutionary War

In the wake of the French and Indian War, the British Parliament began to heavily tax its North American colonies. The colonists famously resisted “taxation without representation” and increasingly irksome restrictions on trade. The Sugar and Stamp Acts of 1764-1765 aggravated tensions, especially in port cities like Charlestown. South Carolina openly defied British authority by adopting its own constitution and establishing an independent government under the leadership of John Rutledge in March 1776. Barely a week before the Declaration of Independence was signed, the British attacked Charlestown, on June 28, 1776. A band of South Carolinians under William Moultrie repulsed the English expeditionary force at Fort Sullivan, later Fort Moultrie. Six days later, on July 4, 1776, four prominent Charlestown citizens: Thomas Heyward Jr., Thomas Lynch Jr., Arthur Middleton, and Edward Rutledge, signed the Declaration of Independence making South Carolina’s break from British rule official.²⁸

In December 1778, British forces captured Savannah. Within six months troops under the command of British General Augustine Prevost had marched up the coast, burning plantations on the way, to lay siege to Charlestown. Ultimately unsuccessful, Prevost withdrew to Johns Island before returning to Savannah. Another British invasion occurred in February 1780, when Sir Henry Clinton landed troops at Seabrook Island. Clinton

occupied Johns Island on February 17, making Fenwick Hall his headquarters. On February 22, British troops moved into James Island, building defensive earthworks and occupying plantations. The following month, British troops crossed the Wappoo Cut and headed north through St. Andrew’s Parish before laying siege to Charlestown from the landward side. The poorly guarded defenses quickly succumbed to British attacks led by Major James Moncrief, chief engineer for the British Army. On April 8, 1780, the British Navy under Admiral Arbuthnot entered Charlestown Harbor and trained its guns on the city. On May 12, Charlestown surrendered in the face of overwhelming firepower.²⁹ The fall of Charlestown was achieved without significant damage to the city, because the British wished to use the port as their headquarters. It was one of their greatest prizes of the war.³⁰

Charlestown remained under British control for the duration of the war. British forces, along with three thousand Loyalists and five thousand slaves, evacuated the city in December 1782 following the joint American and French victory at Yorktown earlier that year.³¹

Recovery and Expansion: 1780-1820

The British occupation of Charlestown had damaged the region’s economy. The plantations that had once grown rich from selling rice and indigo to Britain and her Caribbean colonies lost most of their market, especially indigo. Formerly cultivated land reverted to forest and plantation houses decayed in the moist subtropical climate. Charlestown incorporated in 1783 and the spelling of the city’s name was changed to Charleston. Dependent on the economic health of the surrounding plantations, Charleston’s economy continued to perform poorly until the Sea Island cotton boom of the 1790s and the outbreak of war between England and France in 1793, which allowed Charleston’s merchants to sell goods to both sides.³²

Acknowledging the growing influence of the Upcountry, in 1786, the South Carolina Assembly voted in favor of relocating the capital from Charleston to Columbia. The old Statehouse, built in 1753 at the corner of Meeting and Broad streets, was partially destroyed by a suspicious fire in 1788. In 1792 it was rebuilt, using the foundations and walls that survived the fire, for use as the Charleston County Courthouse (*Figure 9.12*).³³

Sea Island Cotton

The outlying areas of the Lowcountry only began to recover in the mid-1790s with the revival of the domestic rice market and the introduction of so-called “Sea Island

cotton.” The growth of the textile industry in England and New England provided a seemingly inexhaustible market for Southern cotton. Soon famous throughout the world, Sea Island cotton commanded a much higher price by virtue of its long fibers. The only place where this variety of cotton could be viably grown was the Lowcountry and consequently farmland on Johns and James Islands – in close proximity to the port of Charleston – became the most valuable in the state.³⁴

Slave Trade

By 1801, South Carolina’s Sea Islands were producing twenty percent of the U.S. cotton crop, fueling the recovery of Charleston. This combined with the post-Revolutionary shift to tidal-field rice culture to create a huge demand for labor. The demand for labor led to a brief revival of the slave trade in Charleston, the only U.S. port to participate in the international slave trade between 1803 and 1807. It is thought that during these four years at least 40,000 African slaves were imported to the United States through the port of Charleston, where most were sold at auction.³⁵ The new agricultural prosperity was reflected in the city’s institutions and buildings. Charleston’s new Public Market which was constructed in 1807 on land between East Bay Street and the Cooper River.³⁶ With Charleston serving as the social and commercial capital of the planters’ world, the “town and country” residence pattern continued.

Population Growth

Throughout the recovery period, Charleston continued to grow, but at a slower pace than northern port cities like Boston, Philadelphia, and New York. According to the 1790 U.S. Census, the population of the Charleston District (which included the surrounding Lowcountry region) was 66,985, seventy-seven percent of whom were black. Of this total figure, around 15,000 lived within the city of Charleston. To accommodate and benefit from the steadily growing population, landowners including prominent families such as the Wraggs, Manigaults, and Elliotts, who had owned property for generations, subdivided new residential districts. In 1785, as development proceeded up the Neck, Meeting Street was extended north of Boundary Street, and the name King Street was loaned to the newly developed section of Broad Path (previously the main highway into Charleston). The new route aided circulation from the old city to the Neck. A year later, Alexander Mazyck laid out Mazyckborough within an area defined by the Cooper River to the east, Chapel Street to the north, Elizabeth Street to the west, and Boundary Street to the south. Ten years later, the heirs of John Wragg subdivided their lands and created the suburb of Wraggborough. Bounded to the east by Mazyckborough and the Cooper River, Boundary Street to the south, Meeting Street to the west and Mary Street on the north, Wraggborough was developed along similar lines to older eighteenth-century suburbs such as Ansonborough and Harleston Village.³⁷



9.11 Cleland-Wells House (built 1760), n.d.



9.12 Old Statehouse, circa 1900

Disasters

Just when Charleston was beginning to prosper again, the city was more than once heavily damaged by both natural and manmade events. In 1796, a huge fire spread west from the Cooper River waterfront to Meeting Street, heavily damaging the area between Broad and Cumberland streets. On August 10, 1811, a ‘cyclone’ came ashore in Charleston, heavily damaging the old city. According to Charleston newspapers, the storm blew across the city from Fort Mechanic (on today’s East Bay Street, just below Atlantic Street) toward the northwest. From the fort, it “crossed to Lynch’s Lane, where it unroofed several houses; then proceeded across Church Street to Meeting Street, where several houses were unroofed, particularly the large new brick house of Nathaniel Russell.”³⁸

Antebellum Period: 1820-1860

As cotton cultivation swept across the South, Charleston became the leading Southern port, enriched by growing cotton exports to England. Exports fueled the expansion of Charleston’s port during the antebellum period, including the construction of dozens of piers, wharves, and warehouses along the Cooper River. During the beginning of the antebellum period, Charleston popularly became known as the “Queen City of the South,” with a population of 24,780 (10,653 whites, 1,475 free blacks, and 12,652 slaves), about the same size as New Orleans – its nearest rival – and nearly twice that of Richmond.

African-American Charleston

In addition to slaves on rural cotton and rice plantations, there were thousands of African-Americans living in Charleston, both urban slaves and free blacks. Urban slaves either fell into the category of those owned by individuals or those held by corporations, including railroad and rice mill companies. Urban slaves lived behind their owners’ houses, or in accommodations they found for themselves. Many were hired out or allowed to hire themselves out. They mingled, easily or not, with the free black community, and there were marriages between free people and slaves. Bernard Powers writes in *Black Charlestonians*: “Urban slavery, like its rural counterpart, was first and foremost a system of labor organization...Charleston had a much broader occupational structure than its rural hinterland. [Most were domestics or unskilled laborers],

but in the year 1848, Charleston slaves were involved in at least 38 different occupations.” Slaves employed in industrial occupations included the majority of workers employed by the Gibbes & Williams Steam Saw Mill, Bennett’s Mill, and Chisolm’s Mill. By 1860, the West Point Rice Mills had 160 slaves working as engineers, carpenters, blacksmiths, coopers. Between 1845-1865 the South Carolina Railroad Company bought 111 slaves to maintain tracks, rolling stock and machinery.³⁹

Although forbidden from doing so, some slaves learned to read, openly or surreptitiously, while attending Sunday schools. Both slaves and free blacks could attend churches with whites, although they had to sit in a separate area.⁴⁰ In the antebellum era, some black churches were established for blacks by whites. It was only after the Civil War that independent black churches developed in Charleston. Some African-Americans attempted to organize their own churches based on mainstream Protestant denominations. In 1818, 4,367 black Methodists (over three-quarters of the city’s black Methodists) seceded from the Methodist Church and joined the African Methodist Episcopal church.⁴¹ Only four years later, this church was destroyed by city authorities. Despite the inability to establish their own churches, churches became a leading force behind the empowerment of the African-American community, both enslaved and free, and administered important milestones in the lives of their parishioners, including birth, marriage, and burial rituals.⁴² Benevolent organizations provided other benefits and camaraderie. The Minor’s Moral Society, formed in 1803, educated

orphans and other indigent colored children. The Christian Benevolent Society, organized in 1839, assisted indigent free blacks, particularly during sickness. The Brown Fellowship Society, begun in 1790, was limited to elite free men. Some of these organizations built cemeteries in the Neck area that remain today.⁴³

Many of Charleston's free blacks lived north of Boundary Street, just beyond the northerly limit of the city. By 1850 there were 3,441 free blacks in Charleston – about 40 percent of all free blacks in South Carolina. Many slaves lived in the Neck area as well, working for employers who were not their masters. By 1861, about fifteen percent of Charleston's slaves lived apart from their masters. Although they were supposed to turn over all or part of their salary to their masters, there was reportedly room for negotiations in this type of relationship, allowing for a greater sense of freedom and independence.⁴⁴ By the 1830s, the number of black residents north of the city line had grown considerably, outnumbering white residents in the area and causing concern among white Charlestonians. In particular, the slaves' disregard of the curfew alarmed city officials enough that the City annexed the Neck northward from Boundary Street to Mount Pleasant Street in 1849.⁴⁵

Although white Charlestonians certainly held the position of power, fear of slave revolts and sabotage terrified many whites, feeding on the pre-existing racial tensions in Charleston. The Denmark Vesey slave insurrection plot of 1822 galvanized white Charlestonians, many



9.13 Old Citadel, n.d.

of whom feared suffering the same fate as the white population of the former French colony of San Domingo in 1791-2.⁴⁶ After the Denmark Vesey plot, the City established a guardhouse on the site of the Tobacco Inspection complex on what is now Marion Square. The guardhouse was designed by Major James Gadsden in Rational Neoclassical style, with arches springing from giant Doric columns in the quadrangle. In 1842, the South Carolina

General Assembly created the Citadel. The building was remodeled in a castellated Romanesque Revival style in the 1850s by Edward Brickell White. At this time, a third floor and wings were added onto the building. Until 1886, the parade ground in front of the building was known as Citadel Square, that year the square was expanded and renamed Marion Square. Circa 1910, a fourth floor was added onto the building (Figure 9.13).⁴⁷



Transportation

Transportation of cotton from the Sea Islands and the Upcountry to Charleston occurred primarily by water during the early antebellum period. The opening of the Santee Canal in 1801 briefly allowed upcountry cotton growers to ship their cotton to Charleston by water. However, the canal was hampered by a sustained drought and was never a major transportation artery. Furthermore, by the 1840s, Charleston lost its preeminence in the cotton trade to Savannah. As the cotton belt moved further west Charleston became increasingly isolated from the areas of production. In an attempt to divert inland cotton shipments back to Charleston, the South Carolina Railroad constructed a rail line between Charleston and Hamburg, South Carolina – a town on the Savannah River near today’s North Augusta, South Carolina – in 1833. The tracks entered Charleston along a right-of-way between King and Meeting streets, terminating at a depot at Line Street. Shipping and drayage interests prevented the railroad from directly communicating with the waterfront, and planters themselves feared the effects of such an industrial presence in their recreational city. All three factions had a hand in limiting the railroad’s usefulness, and it remained unprofitable.⁴⁸ Remnants of the South Carolina Railroad complex survive at 375 Meeting Street (*Figure 9.14*).

9.14 South Carolina Railroad Complex, 375 Meeting Street, n.d.

Serving as barometers of the community's intellectual health, several schools, libraries, and universities were founded during the antebellum period.

Industry

Charleston's industrial output, never very large, declined during the later antebellum period. Although overall output of steam engines, locomotives, and steam ship machinery ranked third in the South, textile mills and most other manufacturing outfits failed to take root in Charleston. Some scholars have attributed the failure of manufacturing in Charleston to a lack of interest in commercial activity among the city's elite, although this explanation does not seem satisfactory. Rather, it was most likely the result of the city's growing isolation from the cotton belt, lack of efficient interstate transportation, and undercapitalization. Charleston's first cotton factory was established in the Hampstead area. Its cornerstone was laid on October 2, 1847 and the first loom set to work making homespun in April 1848.⁴⁹ According to an article in the October 4, 1847 edition of the Charleston Courier: "Hopes were bright. But the factory lost money. The first company sold out to a second group, and in 1852, the second company sold out to another not much better than the first. The city bought the main buildings... to remodel the place into an Alms House."⁵⁰

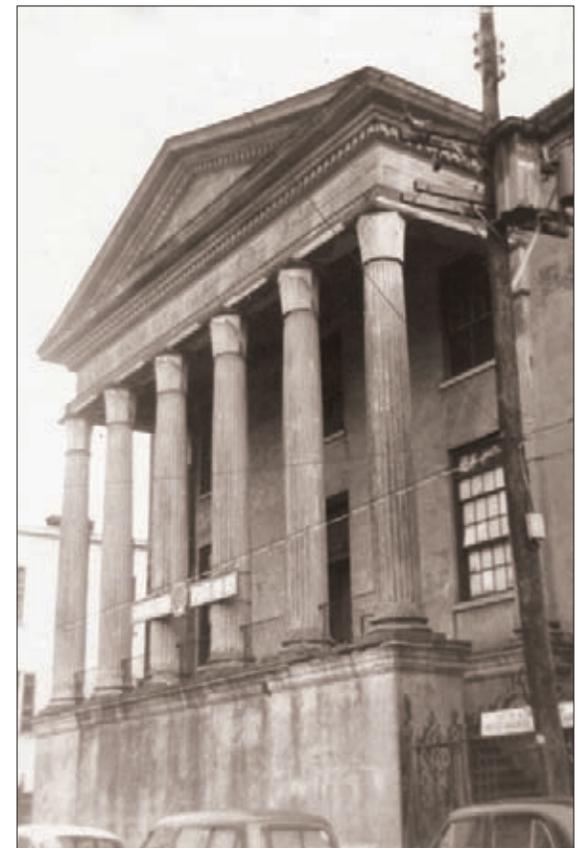
Entertainment

Despite the decline in useful industry and trade, Charleston was still a wealthy city. Social clubs, theaters, racetracks, and all types of card rooms and taverns opened to occupy the city's leisure class. Horse rac-

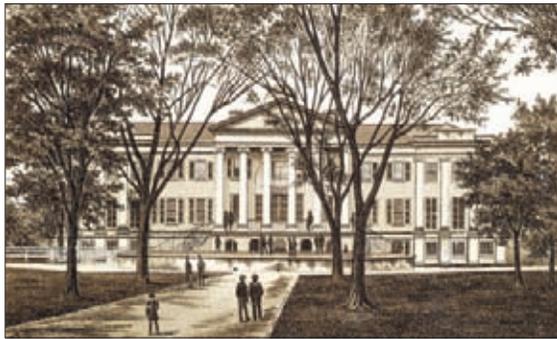
ing was very popular, with tracks located north of Line Street, especially the Washington Course, built on the site of what is now Hampton Park. The Jockey Club was a private club that catered to high society types involved in horse racing, with social gatherings planned for Race Week at its own grand stand at Washington Course.⁵¹ Charleston's theater society thrived as well, with the Broad Street Theatre flourishing, and a new theater, the Charleston Theatre, founded in 1837 on Meeting Street.

Culture and Learning

An urbane society, there were many accomplished writers, painters and poets in nineteenth-century Charleston. Earlier eighteenth-century institutions such as The Charleston Museum (1778) and the Charleston Library Society (1748) formed a strong foundation for literary pursuits. Organizations founded in the early nineteenth century include the Literary and Philosophical Society, founded in 1815 by Stephen Elliott. Elliott later went on to edit the Southern Review with Hugh Swinton Legaré, a Charleston lawyer and later U.S. Attorney General. Serving as barometers of the community's intellectual health, several schools, libraries, and universities were founded during the antebellum period. They included the High School of Charleston, founded in 1842 in a building at 55 Society Street designed by E. B. White (Figure 9.15).



9.15 High School of Charleston (built 1842)



9.16 *College of Charleston, 1883*



9.17 *Old Roper Hospital on MUSC site (demolished), 1912*

The Charleston Library Society was founded in 1748 but moved to the old Bank of South Carolina building at 50 Broad Street in 1836. In 1837, the government of Charleston took over the College of Charleston. Founded in 1770, the college had declined when the City took it over. As the oldest municipal institute of higher learning in the United States, the College of Charleston slowly expanded after 1837, growing beyond the confines of the Main Building (Randolph Hall) at 66 George Street, designed by architect William Strickland of Philadelphia in 1828. This building was enlarged in 1850 with major additions by local architect Edward Brickell White (Figure 9.16).

Charleston also acquired a medical college during this period. Founded by the Medical Society of South Carolina in 1822, and known as the Medical College after 1852, the institution was the predecessor to the Medical University of South Carolina.⁵² In 1834, the Medical College was one of the first medical schools in America to establish an infirmary specifically for teaching purposes. The Medical College's commitment to clinical teaching was reinforced when Roper Hospital was constructed in 1856, which served as the primary teaching hospital for the Medical College for nearly one hundred years (Figure 9.17).

Philanthropic/Benevolent Societies

African-American benevolent organizations were discussed above but they were not the only associations established during the antebellum period. Benefit societies, ethnic and religious societies, militias, and fire companies were established by various groups. Some were charitable groups that served the entire community, such as the Orphan House. Militias were common as well, especially among white residents concerned about the possibility of slave uprisings, such as the Washington Light Artillery or the German Volunteers. Others were founded by social or immigrant groups to serve their respective communities, such as the South Carolina Society, or the Hibernian Society, the latter organization housed in Hibernian Hall, a temple-front building designed by Thomas U. Walter and built in 1839 at 105 Meeting Street (Figure 9.18).

Cemeteries

Similar to the African-American fellowship societies discussed above, benevolent societies established by white Charlestonians provided burial benefits to their members and some even established their own cemeteries. By the 1850s, church cemeteries in the lower peninsula area had become overcrowded, necessitating the formation of new cemeteries in the Neck area, north of Mount Pleasant Street. Laid out in 1849-50 on the site of the Magnolia Umbria Plantation by architect Edward C.



9.18 Hibernian Hall (built 1839), 1940

Upper King Street became home to the city’s “wagon trade,” as the location of wholesale supply dealers and buyers for agricultural products in the surrounding Lowcountry.

Jones, Magnolia Cemetery became the final resting place for thousands of prominent Charlestonians, eventually interring many Civil War dead. Magnolia was followed by cemeteries for German Lutherans (Bethany), Jewish (Beth Elohim and Brith Sholom), Irish Catholic (St. Lawrence) and other denominations (*Figure 9.19*).⁵

King Street

During the antebellum period, Charleston’s retail district was centered on King Street. Upper King Street became home to the city’s “wagon trade,” as the location of wholesale supply dealers and buyers for agricultural products in the surrounding Lowcountry. Meanwhile, Lower King Street developed as Charleston’s principal shopping street, dominating the regional “carriage trade” of the Lowcountry with its expensive stores housed in three-story brick and cast iron commercial buildings designed in a variety of styles, including the Greek Revival, Italian Renaissance Revival and Italianate. Excellent surviving examples include the Italianate style Nathan Hart Buildings, at 245-47 King Street (1838), and the Greek Revival George Miller Building, at 286-88 King Street (1839-40) (*Figure 9.20*).⁵⁴

Hotels

One of Charleston’s earliest hotels, and for many years its most important, was the Planters’ Hotel on Church Street. The Planters’ Hotel, built in 1809 near the site of the old Dock Theater, became home to Charleston’s social life and a place where visiting plantation owners would stay when they had business in the city. The Planters’ Hotel, reputedly the birthplace of “planters punch,” was soon joined by others, including the American Hotel, which opened before 1850 at 319-25 King Street; the Victoria Hotel (demolished), which opened in 1840 at 217 King Street; and the Charleston Hotel, which opened in 1839 on Meeting Street. One of the largest hotels ever constructed in Charleston, the Mills House, was completed in 1853 at 115 Meeting Street (*Figure 9.21*). Designed by architect John E. Earle in the Italianate style, the five-story, 125-room hotel possessed enormous cisterns that held water for fire protection and bathing. It survived the Civil War and the 1886 Earthquake, only to succumb to neglect in the 1960s. The existing Mills House is a reproduction constructed in the late 1960s.⁵⁵

Charleston Style

The antebellum period was arguably the most important era in the development of the characteristic “Charleston Style” of architecture. The Charleston single house continued to be erected in newly developed parts of the city, although dressed up in the more up-to-date Greek Revival or Italianate styles. Charleston also nurtured several

important home-grown architects. The first, a self-taught amateur by the name of Gabriel Manigault, prospered early in the period and is best known for his use of the English Adam style in Charleston. His best-known commissions include Charleston City Hall (built in 1800 as the First Bank of the United States) at 80 Broad Street, the South Carolina Society Hall (built 1804) at 72 Meeting Street, and the remarkable Joseph Manigault House (built ca. 1803 for the architect’s brother, Joseph) at 350 Meeting Street (*Figure 9.22*).⁵⁶ During the same period, notable mansions such as the Isaac Jenkins Mikell House at 94 Rutledge Avenue (1853), or the Chisolm-Alston House at 172 Tradd Street (1834) were maintained for planters’ part-time use (*Figure 9.23*).

Robert Mills

Charleston’s most famous architect was unquestionably native son Robert Mills (1781-1855). Mills, the first native-born professionally-trained architect in the United States, was born and raised in Charleston and educated at the College of Charleston. After studying under Benjamin Henry Latrobe and Thomas Jefferson, Mills went on to design the Treasury Building and the Washington Monument in Washington, D.C. Upon returning to Charleston, Mills designed several important buildings in his home city. In addition to the First Baptist Church (built 1819-22) at 61-63 Church Street, and the Marine Hospital (constructed 1831-34) at 20 Franklin Street, Mills’ most famous Charleston commission is the



9.20 George Miller Bldg (built 1839-40), n.d.



9.21 Mills House Hotel (built 1853), circa 1960



9.22 Joseph Manigault House (built circa 1803), 1950s



9.19 Magnolia Cemetery, 1893



9.23 Chisolm-Alston House (built 1834), 1912



9.24 *Fireproof Bldg (built 1822–27), 1893.*



9.25 *Market Hall (built 1840–41), 1893*



9.27 *Edmonston–Alston House (built 1829), n.d.*



9.26 *Citadel Square Baptist Church (built 1855–56), n.d.*

Fireproof Building (constructed 1822-27) at 100 Meeting Street. The Fireproof Building was commissioned by the State of South Carolina in 1822 as a state office building and repository for public records. Built of brick, brownstone, and stucco, the building was designed to resist the fires that so frequently devastated Charleston. The building is now the headquarters of the South Carolina Historical Society (*Figure 9.24*).⁵⁷

Other Architects

Other important architects who worked in Charleston during the antebellum period include Philadelphia's William Strickland, who worked on the College of Charleston, and Thomas U. Walter, who designed Hibernian Hall in 1835 for the city's fast-growing Irish immigrant community. Constructed between 1839-41, the Ionic temple-front fraternal hall stands at 105 Meeting Street.⁵⁸ Another local architect who favored the temple-front prototype for civic, religious, and fraternal buildings was Edward Brickell White (1806-1882). White designed the following buildings: Market Hall at the City Market (1840-41) (*Figure 9.25*), the Second Baptist (now Centenary Methodist) Church at 60 Wentworth Street (1841-42), and St. Johannes Lutheran Church at 48 Hasell Street (1842). White was also proficient in the Gothic Revival style, having designed the French Protestant (Huguenot) Church at 140 Church Street (1844-45); and Grace Episcopal Church, at 100 Wentworth Street (built 1847-48).⁵⁹

Some lesser-known but still important architects and builders active in Charleston during the antebellum period include architects and builders James and John Gordon, sons of a Scottish immigrant bricklayer Andrew Gordon. They designed and built the Second Presbyterian Church (342 Meeting Street) and St. Paul's Episcopal Church (now the Cathedral Church of St. Luke and St. Paul) in Radcliffeborough.⁶⁰ Other important figures include Charleston native Frederick Wesner, designer of the portico added to the South Carolina Society Hall in 1825.⁶¹ A German immigrant named Charles F. Reichardt designed the famous Charleston Hotel in 1838, and several buildings at the Charleston Race Course.⁶² Finally, the partnership of Edward C. Jones and Francis D. Lee was responsible for several important buildings both as a partnership and as independent practitioners. The Partnership designed the State Bank (built 1853) at 1 Broad Street, and the Citadel Square Baptist Church (built 1855-56) at 338 Meeting Street (*Figure 9.26*). On his own, Edward C. Jones designed Westminster Presbyterian (now Trinity Methodist), at 275 Meeting Street (1848-50); and the John A. S. Ashe House, at 26 Battery Street (ca. 1853). Independently, Lee designed the Farmers' and Exchange Bank, at 141 East Bay Street (1853-54); and St. Luke's Church (now New Tabernacle Fourth Baptist), at Charlotte and Elizabeth streets (1859); and remodeled the Unitarian Church at 6 Archdale Street (remodeled 1852).⁶³

Urban Expansion

During the antebellum period newly filled lands along East Bay and East Battery streets began to be developed with large mansions built for the city's merchant families, including the DeSaussure House (built 1850) at 1 East Battery, the John Ravenel House (built 1849) at 5 East Battery, and the Edmonston-Alston House (built 1829) at 21 East Battery (*Figure 9.27*). The Battery, the most famous public promenade in Charleston, was itself built during the antebellum period. Constructed of granite to enclose the marshy southern end of the Peninsula, the seawall enclosed White Point Garden, laid out in the 1830s. In 1855, the Battery was raised to its existing height, leading to the name "High Battery."⁶⁴

Although urban development north of Boundary Street had begun to occur in the Mazyckborough and Wragborough neighborhoods around 1800, much of the surrounding area remained rural well into the antebellum period. By the 1820s, Radcliffeborough – a newly developed area north of Harleston Village – had become one of the most desirable residential districts in Charleston. Newly subdivided areas began to creep even further north onto the Neck. Cannonborough opened for development west of Radcliffeborough in the 1820s, providing quarters for the city's growing population. Hampstead (now called the East Side) and the village of New Market evolved north of Wragborough, providing homes to

McLeod Plantation is one of the few remaining antebellum plantation houses on James Island, which was once home to dozens of plantations..

the city's growing population of free blacks. Eventually, new streets were laid out all the way north to Line Street, named for the location of War of 1812 fortifications.⁶⁵

The completion of the South Carolina Rail Road Line in the 1830s down the center of the shallow ridge that divided Meeting and King Streets attracted industries in search of easy railroad access. By the second quarter of the nineteenth century, many industries, including several rice mills, a turpentine factory, a grist mill, and a hay market were clustered on Meeting Street north of Wraggborough. The eastern terminus of Boundary Street, on Gadsden's Wharf, contained another large rice mill called the East Point Rice Mill, a foundry, a shipyard and warehouses containing naval stores. These businesses attracted many free blacks who formed the nucleus of the neighborhood of Hampstead.⁶⁶ Along the Ashley River waterfront, the lumber industry was growing, as was the rice milling industry, as evidenced by the presence of West Point Rice Mill at Bennett's Mill Pond (*Figure 9.28*).

Much of the northward physical expansion of Charleston during the antebellum period occurred as a result of foreign immigration. Always a diverse community of British, French from San Domingo, Jews, and French Huguenots, Charleston was further transformed by an influx of Irish Catholics and Germans during the early nineteenth century. By 1830, Charleston was fully one-eighth Irish. Reflecting their growing numbers and influence, the Irish community built a new and much larger St. Mary's Church in 1838-39, at 95 Hasell Street (*Figure 9.29*). In the 1850s, Charleston's Roman Catholics built a new cathedral at Broad and Legare streets: St. John and St. Finbar, which was named for the Bishop of Cork. Burned in the 1861 fire, it was replaced after 1890 by the Cathedral of St. John the Baptist (*Figure 9.30*). German immigrants were either Catholic, Protestant (usually Lutheran), or Jewish. German Jews joined an existing Sephardic Jewish congregation that dated back to 1749.⁶⁷ The first structure built by the congregation was constructed in 1792 on Hasell Street, on site of the present Beth Elohim at 90 Hasell Street. Designed by Cyrus Warner, the Greek Revival Doric temple shared much in common with other contemporary religious buildings of virtually every denomination.⁶⁸ Charleston's Episcopalians created their stamp in the newly developing northern neighborhoods in 1815 with St. Paul's at 126 Coming Street, and Grace Episcopal Church (built 1847) at 100 Wentworth Street.

Outlying Areas

Although not annexed to Charleston until the late twentieth century, much of the immediate lowcountry, including St. Andrew's Parish and the near Sea Islands, fell within the economic and social orbit of Charleston. Johns and James Islands were tied to the city by virtue of their prosperous cotton plantations and summer communities. Once home to dozens of plantations, one of the few remaining antebellum plantation houses to survive on the islands is McLeod Plantation, at 325 Country Club Drive, on James Island. McLeod Plantation consisted of hundreds of acres of land with a frame house built by planter William McLeod in 1858 (with a portico addition that altered the building's orientation completed in 1926), and five rare and well-preserved slave cabins. Today's McLeod Plantation retains a small portion of its original grounds, including an oak avenue, once characteristic of many lowcountry plantations (*Figure 9.31*).⁶⁹

Summer villages on the Sea Islands became part of lowcountry life during the antebellum period. Although they were unaware that diseases like malaria or yellow fever were carried by mosquitoes, lowcountry planters realized that areas on higher ground (especially with an offshore breeze) were largely free of "summer fever." Plantation families frequently retired to beach villages. The largest of the beach villages, and the closest to Charleston, was Moultrieville on Sullivan's Island. Inland areas were dotted with "pineland villages" such as

Pinopolis or Adams Run. Most of these villages contained simple frame cottages, at least one church, and sometimes a billiards hall or other social building. Fire was a common threat during their winter abandonment. As quickly as the cottages were destroyed, they were rebuilt. Some settlements, such as that on Coles' Island, have been forgotten. Johnsonville, adjacent to Fort Johnson on James Island, and Legareville, along Abbapoola Creek on Johns Island, both burned during the Civil War. The later village of Riversville, or Secessionville, was occupied but two houses survived. Rockville, at the southern end of Wadmalaw Island, is a rare surviving community.⁷⁰

Growing Tensions

Disastrous fires continued to take their toll. St. Philip's, one of the city's magnificent early churches, was laid waste in 1835. Three years later, a much bigger fire destroyed 145 acres of the city, razing nearly 1,000 buildings in Ansonborough east of King Street. Fears of slave insurrection also continued to haunt white Charlestonians.

The antebellum period witnessed worsening tension between South Carolina and other Southern states and the Federal government. Debate focused initially on high tariffs on imported goods, which combined with taxes on exported cotton, squeezed southern producers and con-



9.28 *Chisolm Rice Mill, 1893*



9.29 *St. Mary's Church (built 1838–39), 1977*



9.30 *Cathedral of St. John the Baptist, n.d.*



9.31 *McLeod Plantation (built 1858), n.d.*

...cheered on by thousands of Charlestonians watching from White Point Garden and many points in the city, Union troops surrendered Fort Sumter on April 14, 1861.

sumers. The tariff bills of 1816 and 1824 were unpopular, and the 1828 passage of the “Tariff of Abominations” galvanized cotton planters. Vice President John C. Calhoun joined the fray with the nullification debate. Although Congress reached a compromise in 1832, the economic disagreements continued to fester. Gradually, the principle of secession was applied to the growing number of anti-slavery petitions brought before Congress as part of the Gag Rule Debates. Even those in the South who opposed slavery as an institution, feared the ramifications of freeing the slaves. By the late 1850s, tensions had reached a point in South Carolina and other Southern states where many felt that the only way to resist was to secede from the Union.⁷¹ On December 20, 1860, in response to the election of Abraham Lincoln as President, a delegation of South Carolinians converged at Institute Hall in Charleston to sign the Ordinance of Secession, removing South Carolina from the United States.⁷²

Population

Despite Charleston’s strong economy, over the long term its population growth did not keep pace with its northern or western rivals. By 1860, Charleston’s population had grown to 40,552 (23,376 whites, 3,237 free blacks, and 13,909 slaves). Although the population had nearly doubled in forty years, this was not enough to prevent it from a perceived decline in relation to the fast-growing Mississippi River towns of New Orleans and St. Louis.⁷³ Once the fourth-largest city in the United States, by 1860, Charleston had plummeted to twenty-second place among U.S. cities.⁷⁴

Civil War: 1861-1865

The events of 1861-1865 have been retold many times elsewhere. Suffice it to say, the “Cradle of Secession” was caught at the crosshairs of the conflict. In response to South Carolina’s actions of December 1860, and the establishment of the Confederate States of America in February 1861, Union Army Major Robert Anderson removed federal troops from Fort Moultrie to Fort Sumter. Following a four month stand-off between Federal and Confederate governments over the Union occupation of Fort Sumter, Confederate Brigadier-General Pierre Beauregard commenced shelling Fort Sumter on April 12, 1861 at 4:30 AM. After two days

of furious bombardment, cheered on by thousands of Charlestonians watching from White Point Garden and many points in the city, Union troops surrendered Fort Sumter on April 14, 1861.⁷⁵

1861 Fire

A little more than six months after the surrender of Fort Sumter, Charleston experienced one of the worst fires in the city’s history. The fire, which broke out on December 11, 1861, cut a diagonal swath across the Peninsula from the Cooper River to the Ashley River. In the end 540 acres burned, destroying 575 houses and a number of businesses and institutional buildings. The fire, which began at Hasell and East Bay streets, consumed the Market area and then switched direction, heading west toward the Ashley River along Tradd Street. The fire destroyed many Charleston landmarks, including the old Circular Congregational Church, the Art Association, St. Andrew’s Hall (where the Ordinance of Secession of South Carolina had been recently signed), and large sections of Meeting and Queen streets.⁷⁶

Battle of Secessionville

After the Union victory at the Battle of Port Royal in November 1861, General Robert E. Lee decided that the Sea Islands below Charleston were indefensible and civilians were ordered to evacuate. Few, if any, planters stayed on James Island after the 1861 cotton crop was picked and

ginned, but they left livestock and some plantation workers. The following spring, Confederates on James Island accelerated the pace of defensive construction. By the end of May 1862, Union forces pushing up from Beaufort had reached James Island. They faced Confederate forts and fortifications, including Fort Pemberton, a large earthwork redoubt on the Stono River (in today's Riverland Terrace) (*Figure 9.32*). Other fortifications included Fort Lamar, which was near Secessionville. In June 1862, Union troops attacked Fort Lamar, which held fast and probably saved Charleston.⁷⁷

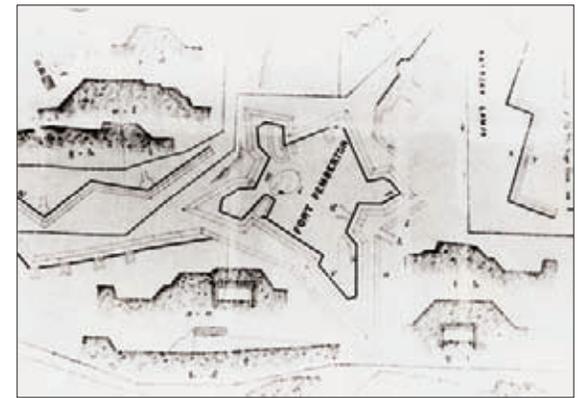
Siege of Charleston

During the nine months that elapsed after Secessionville, Brigadier-General Beauregard reinforced the Neck, built several more fortifications, mined the harbor, and commissioned several pioneer submarines. Almost a year following the defeat at Secessionville, Union troops with Navy backup departed from Port Royal with a fleet of seven ironclads and several warships. The fleet arrived in Charleston Harbor on April 7, 1863. Union forces almost immediately attacked Fort Sumter and Battery Wagner on Morris Island. One of the most famous battles of the Civil War occurred on July 18, 1863, when the 54th Massachusetts, an all-black regiment under the command of Col. Robert Gould Shaw, led the assault on Battery Wagner. Union troops were unsuccessful in dislodging Confederate troops from either Fort Sumter or Battery Wagner and without possession of these forts, it would

be impossible for Union forces to attack Charleston. Therefore, on August 21, 1863, Union commander General Gillmore sent a message to Beauregard demanding the surrender of the forts, promising to open fire on Charleston if this was not done. Beauregard replied:

Among nations not barbarous the usage of war prescribes that when a city is about to be attacked, timely notice shall be given by the attacking commander, in order that noncombatants may have an opportunity for withdrawing beyond its limits...It would appear, sir, that despairing of reducing these works (Forts Sumter and Wagner), you now resort to the novel measure of turning your guns against the old men, the women and children, and the hospitals of a sleeping city, an act of inexcusable barbarity...⁷⁸

Apparently unmoved by Beauregard's reply, Gillmore began the bombardment of Charleston on August 29, 1863. Armed with a 200-pound Parrott gun mounted on Morris Island known as "The Swamp Angel" Union forces began lobbing incendiary shells into the city. Charleston was shelled on a regular basis throughout the war; residents who could departed for Columbia and other upcountry communities. Given the limited range of the guns, the shells did not usually fall very far north of Calhoun Street but much of the city south of this line was damaged. Confederate president Jefferson Davis visited Charleston in November 1863, three months after



9.32 *Historic Map of Fort Pemberton, n.d.*

the bombardment of Charleston began, and announced to an assembly of Charlestonians that it was better to leave the city “a heap of ruins” rather than “prey for Yankee spoils.”⁷⁹

Occupation

Charleston stood up to the siege for the rest of the war, although by autumn 1864 the end was clearly in sight. Battery Wagner had been abandoned by Confederate troops and Fort Sumter was reduced to a smoking cinder, although Confederate troops remained ensconced underground. By December 1864, General William Tecumseh Sherman captured Atlanta and Savannah and it was expected that he would soon march on Charleston. Realizing that further resistance was futile, the Confederate garrison stationed at Fort Sumter left under the cover of night on February 17, 1865. Union troops moved in quickly, occupying the city. Several fires, some intentionally lit by Union troops and others by roving bands of looters, began to sweep across the Peninsula, destroying much of what had been spared by the bombardment.⁸⁰ Most tragically, a fire set by departing Confederates to destroy the Ashley River bridge started a major fire on the west side of the peninsula.⁸¹

Reconstruction: 1865-1900

Charlestonians who returned to their city after the war were greeted with a grim picture. Much of the city lay in ruins, the result of two major fires and bombardment from 1863 to 1865. Many outlying plantations like Magnolia and Middleton Place had burned and the fields overtaken by saplings and vines. Long festering racial tensions between whites and newly freed blacks erupted as the old social order crumbled. These tensions intensified as whites reacted with alarm at the influx of freedmen into the city. Several race riots occurred in the years following the cessation of hostilities.⁸² Many of the freedmen joined existing free black communities such as Hampstead.

Radical Republican Rule

The assassination of Abraham Lincoln put to rest hopes for a reconciliatory occupation government in South Carolina. President Andrew Johnson succeeded to the presidency, and had a conciliatory policy toward the South, which put him into a dispute with the Radical Republicans. The Radical Republicans led the Reconstruction of the South, in opposition to the Confederate nationalism that led to the South’s secession. In 1868, the Radical Republican government of South Carolina adopted a new more democratic constitution that guaranteed the right of black males to vote, provided a free public school system, and protected the rights of property owners. The Radical Republican administration was

frequently accused of corruption and was opposed by many South Carolinians. Radical Republican rule came to an inglorious end in 1876 with race riots in Charleston and the village of Cainhoy and the election of President Rutherford B. Hayes, who withdrew Federal troops from South Carolina. The new administration tacitly agreed not to enforce the citizenship rights of African-Americans and the Jim Crow South was born.⁸³

The end of Radical Republican rule in 1876 led to an expansion of white power in Charleston and the South at large. Many of the new leaders were ex-Confederate officers, members of the old-line planter class or representatives of the new business elite. This group, sometimes known as the ‘Bourbons’ or the ‘Redeemers,’ dominated the political scene of South Carolina for two generations by unifying the white population of the state in opposition to freedmen, northern “carpetbaggers” and the Federal government.⁸⁴

Recovery

The rebuilding of Charleston and outlying areas proceeded slowly in the aftermath of the Civil War. Economic insecurity and racial tensions exacerbated the situation, and it took years before the economy recovered its pre-war vigor. Cotton production revived after the war, but rice production, only profitable with slave labor, fell into a steady decline. Several new extractive industries arose to take the place of rice production in the years following

the war. Lumber began to boom as overgrown plantations were cleared. In 1867, extensive phosphate deposits were found on the plantations in the Neck area, launching a booming fertilizer industry. The economy of the city began to recover as well, as its port began to service the new industries. King Street's retail businesses were rebuilt and Charleston again became a regional center of both the wagon and carriage trade. The city's entertainment segment began to revive with the opening of the Academy of Music at 227 King Street.⁸⁵ The Academy was designed by Irish-born Charleston architect John Henry Devereux (1840-1920). The Academy of Music was inserted in a remodeled building that had formerly been the home of Robert Adger & Co.'s dry goods store. It was eventually replaced by the Riviera Theatre, which remains today (Figure 9.33).⁸⁶

Historically, Charleston's residential neighborhoods were mixed demographically, with no distinct ghetto for blacks, or immigrants, or the affluent. All groups lived in all neighborhoods, and this is reflected in the city's architecture. All residential building types are found in all of the city's neighborhoods. Residential segregation began after the Civil War and expanded through the twentieth century. Over time, neighborhoods became more racially homogeneous, with a white majority living south of Broad, and a black majority living in the Neck.



9.33 King Street before construction of Charleston Place. The Riviera Theatre, which is on the former site of the Academy of Music, can be seen in the background.



9.34 Bird's eye view map, 1872

Residential Development on the Upper Peninsula

Growing prosperity led to the reconstruction of some of the burned-out districts south of Calhoun Street, where many of the city's elite white population resided. The 1872 Birds-Eye View map of Charleston shows there were still many vacant lots in the burned areas (Figure 9.34). Some white Charlestonians who had sought refuge in the upper peninsula area during the Civil War decided to stay. Horse-drawn streetcar service, established in 1866, facilitated the dispersal of people into the northern residential "suburbs."⁸⁷ Both white and blacks were attracted north by the availability of inexpensive lots created by subdividing outlying farms between 1860 and 1880.⁸⁸

Between 1860 and 1880, Charleston's black population increased from 16,600 to 25,994. The expansion of port and railroad facilities northward along the Cooper River ensured that jobs would be available for the freedmen who had flocked to the upper peninsula after the Civil War. Many African-Americans occupied simple frame "freedman's cottages" built on narrow 25' to 30' wide lots.⁸⁹ Some worshipped in churches such as St. Mark's Episcopal Church, designed by architect Louis J. Barbot and built in 1875-78 at 14 Thomas Street (Figure 9.35).⁹⁰ Nevertheless, many blacks still remained south of Calhoun Street, many living in back alley tenements or in outbuildings behind houses belonging to whites. Although blacks were fairly evenly

distributed throughout the city, by the end of the period several enclaves had begun to evolve, including Beresford Alley, King Street between the Battery and Broad Street, Stoll's Alley, St. Michaels Alley, Gadsdenboro (an area bounded by Calhoun, Anson, and Laurens streets – today's Ansonborough), and several areas north of Calhoun Street centered on Warren, Radcliffe, Race, and Bogard streets.⁹¹

Enston Home

William Enston Home is an example of a late nineteenth century planned community in Charleston. Constructed to serve the elderly, the home includes 24 cottages, Memorial Hall, a community building, an infirmary, a water tower and entrance gate. Designed in 1889, the community features Romanesque Revival style buildings, rare in



9.35 St. Mark's Episcopal Church (built 1875–78), circa 1960

Horse-drawn streetcar service, established in 1866, facilitated the dispersal of people into the northern residential “suburbs.”

Charleston, and landscaped grounds which exemplified the era’s residential planning ideals (*Figure 9.36*).⁹²

William Enston, an English immigrant to Charleston, made his fortune in trade and bequeathed the majority of his estate to the City of Charleston to establish a home for the city’s aged and infirm. The home was modeled on British institutions, and in accordance with Enston’s wishes was composed of simple two-story brick cottages with at least eight acres of land. The majority of cottages were built in 1889 on twelve acres with roads named after English sites and historical figures. The remaining buildings were all added by the 1930s. The complex is now owned by the Housing Authority of Charleston and the cottages serve as low to moderate income housing.⁹³

Freedman’s Cottages

Many of Charleston’s African-American residents lived (and indeed, continue to live) in what are commonly called “freedman’s cottages.”⁹⁴ Typically clustered in rows or groupings at the northern end of the Charleston peninsula, the typical freedman’s cottage is a one-story, gable-roofed dwelling comprised of two to three rooms arranged in a linear plan. Similar to the better-known “shotgun” house of New Orleans and other Southern cities, the freedman’s cottage is oriented with its gable end facing the street. The primary factor that distinguishes the freedman’s cottage from a shotgun house is that the freedman’s cottage embraces a one-story, shed-roofed porch – known as a piazza – along one side of the dwell-

ing. Communication between the main body of the house and the piazza is usually provided by doors in two of the rooms of the cottage. An urban building type, the freedman’s cottage is sited similarly to its larger cousin – the Charleston single house – along one side of the property, preserving a side yard for gardens or outdoor living space (*Figure 9.37*).⁹⁵

Industrialization

During the period of reconstruction, several Charleston business leaders sought to expand industrialization and embraced the ideology of the ‘New South’ movement put forward by Atlanta mayor Henry Grady. Grady preached reconciliation with the North and the transformation of the South into a low-cost region in which to do business. Charleston News and Courier editor Francis W. Dawson was another leading proponent of the New South movement; he coined the famous slogan “Bring the Cotton Mills to the Cotton,” a plea to relocate the New England cotton mills to the South. Charleston was able to lure at least one cotton mill: the Charleston Cotton Mill. Other manufacturing industries to locate in Charleston during the period following the Civil War included the Charleston Shoe Company, and the Charleston Bagging Manufacturing Company, which was erected in 1881 at the corner of Meeting and John Street. By 1883, Charleston’s economy, mainly due to the phosphate industry, had recovered from the economic collapse brought on by the Civil War and emancipation, and was able to achieve a good level of prosperity.



9.36 William Enston Home (built 1889), postcard circa 1900



9.37 Freedman’s Cottages, 2007

Outlying Areas

Outlying areas of greater Charleston, including Johns and James Islands and St. Andrew's Parish were heavily affected by the Civil War. Both sides had requisitioned supplies and livestock from farms and plantations and Union soldiers pillaged and burned many plantations during the final days of the war. After the war, these areas evolved into agricultural areas with substantial black majorities. General William T. Sherman designated Johns and James Islands, as well as the entire Sea Islands region from Charleston to Florida, as an area open for settlement of freedmen. Taking advantage of Freedman's Bureau programs, some African-Americans purchased their own land and began farming, growing both subsistence and cash crops. Others sought work on surviving cotton plantations.⁹⁶ Nonetheless, the majority of land in the area was still owned by whites, and most African-Americans worked in the phosphate industry.

Maryville/Ashleyville

During the era of reconstruction, a former Republican Union general named William N. Taft purchased the historic plantation of Hillsborough. The value of his land greatly increased when the Ashley River Bridge was rebuilt in the 1880s and he began selling farming lands to African-American freedmen and laying out towns, including the village of Ashley. Laid out on the ground

of the old Ashley Plantation, many of the 50' x 100' town lots were purchased by freedmen who commuted over the bridge to jobs in Charleston (*Figure 9.38*).⁹⁷

The freedmen's community of Maryville was created by Mary Richardson Moses, daughter of South Carolina's Radical Republican governor Franklin J. Moses, Jr. Her first husband, C.C. Bowen, sheriff of Charleston County, died in 1880 leaving Mary Moses ownership of Hillsborough Plantation. After her remarriage to former Union officer W.N. Taft, she had the 550 acre tract subdivided into small lots, regularly laid out around a grid of streets, and began selling the land in 1886.⁹⁸ One of the first lots sold was to P. F. Stevens, pastor of Holy Trinity Reformed Episcopal Church. This purchase enabled the founding of Maryville's oldest church, Emanuel AME. As in the peninsular city, benevolent organizations were important to community life in Maryville. The Mutual Improvement Society of St. Andrews Parish was active into the 1930s.

When Maryville was incorporated as a town in 1888, there were about thirty houses, with at least an equal number under construction, and plans were underway for a school building.⁹⁹ Although Maryville was most likely named for Mary Moses Taft, the scientist Ernest E. Just believed it was named to honor his mother Mary Just, a community leader, teacher, and active lay preacher.¹⁰⁰

Adjacent to Maryville was the village of Ashley, laid out on a portion of Ashley Hall Plantation purchased by General W. N. Taft in 1885,¹⁰¹ and where there were a few dozen houses in 1888.¹⁰² Although both communities became part of incorporated Maryville, there remain two distinct sections, Ashleyville along Main Street near the river, and Maryville to the west, closer to River Road and today's St. Andrews Boulevard.

Residents of Maryville worked in the city, in the phosphate and fertilizer industries, and on their own small farms. In 1917, the new Seaboard Air Line railroad built a depot, Albemarle Station, at Maryville. With its bridge across the Ashley River, the rail line gave easy access to Charleston, but in the 1920s, "with about half its labor employed in agriculture, Maryville was more of a country town than a suburban community." At the center of town was Invincible Park. At the park's pavilion, big bands traveling through Charleston entertained an African-American audience.¹⁰³

As a separate municipality, Maryville was self-governing, with its own jail and police force. In 1933, it survived a wave of revocations brought about by a state-mandated tax on merchants in incorporated towns. However, with the development of white subdivisions nearby, and some white families moving into Maryville itself, the town's all-black police force was perceived by some as a threat. In 1936, in order to provide [white] county police exclusive jurisdiction inside Maryville, the General Assembly

withdrew the charter of the Town of Maryville, legislating Mayor Thomas Carr and his assistants out of office.¹⁰⁴ By the time it was unincorporated, Maryville consisted of around 500 residents housed in small freedman's cottages, shotgun houses, and other small vernacular frame houses. Maryville was part of unincorporated Charleston County until annexation to the city in 1993. Suburban growth and transportation improvements have blurred the divisions between Maryville and its surroundings. Inside the town, most stores have closed, and houses have taken over farm plots.

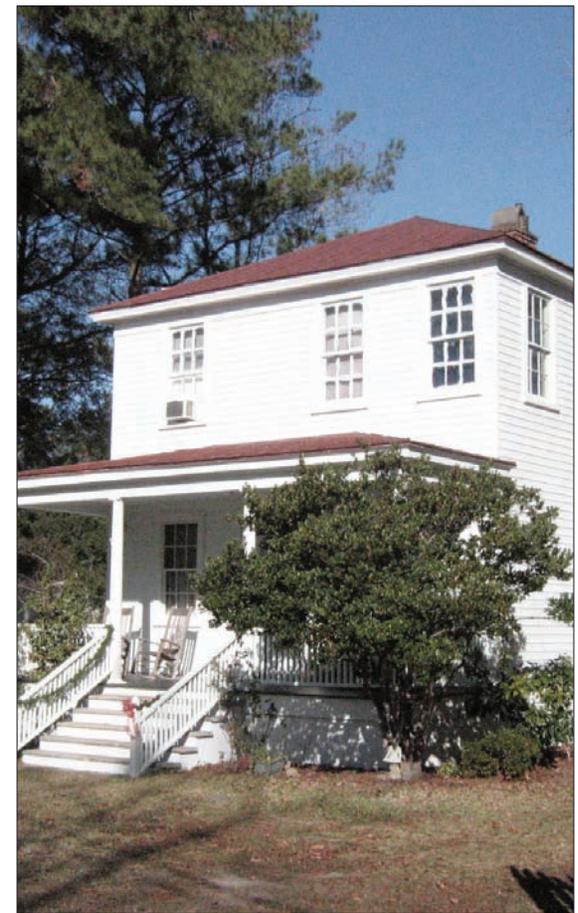
The Great Earthquake of 1886

Charleston suffered through two major natural disasters in the 1880s. The first was a cyclone that came ashore in 1885, damaging the Battery and flooding much of the city. Far worse was the Great Earthquake that struck the city on August 31, 1886, at 9:45 PM. The epicenter of the earthquake was about ten miles south of Summerville and the city saw extensive damage. The quake toppled chimneys and collapsed foundations and damaged houses, churches, and public buildings, including the police station and the post office. It twisted streetcar and railroad tracks and buckled streets. The eventual death toll numbered around sixty and damage was estimated at six million dollars. Families camped in rear yards and in public parks while their houses were rebuilt.¹⁰⁵ The pattern of destruction varied greatly; today one can

see gaps in the eighteenth and early nineteenth century streetscapes where late Victorian era dwellings were built on the site of demolished houses (*Figure 9.39*). Damage was particularly heavy in areas where the ground was "made" – i.e., filled creeks and marshes. The mansions along East Battery and the commercial buildings along Market Street were particularly affected, although wood buildings performed better than masonry.¹⁰⁶ The earthquake created a demand for skilled workmen, which raised the prevailing wages in the region. Many builders came to distrust brick and masonry outside the densely developed business districts.¹⁰⁷



9.39 Victorian-era dwellings stand next to antebellum houses on Vanderhorst Street, n.d.



9.38 Maryville, 2007

Early Twentieth Century: 1900-1929

Despite the gradual recovery of the cotton industry and the introduction of lumber mills and phosphates, the economy of Charleston still suffered from a poorly performing economic base. After he was elected to Congress, the upcountry-based Senator Ben “Pitchfork” Tillman proved instrumental in obtaining a commitment from the U.S. Navy to construct a major navy base in Charleston in 1901. The United States Naval Station in Charleston (Charleston Navy Yard) would eventually become a mainstay of Charleston’s economy and a driver of growth in the region until the waning years of the twentieth century.¹⁰⁸ The Navy Yard was built on the site of the city’s Chicora Park (in today’s North Charleston), laid out by the Olmsted Brothers and accessible from the city via streetcar (*Figure 9.40*).

Ethnic Diversity

The arrival of the Navy Yard attracted large numbers of outsiders to Charleston to work, leading to the first major influx of residents since freedmen began flocking to the city after the Civil War. Unlike much of the South, which witnessed very little foreign immigration until comparatively recently, Charleston attracted many foreign immigrants during the first decades of the twentieth century. Some were members of ethnic groups that had lived in Charleston for decades, in particular the Germans and the Irish. By 1904, Germans comprised

one-third of the city’s white population and the Irish another ten to fifteen percent. Other groups were new to the city. Eastern European Jews joined Charleston’s long-established Jewish community. Other immigrant groups included Italians, Swedes, Syrians, and Greeks, pushing the population of the city up to 55,807 by 1904, a little less than half of which was white.¹⁰⁹ Many of Charleston’s newcomers resided in the fast-growing wards in the northern tier of the city, between Calhoun and Mount Pleasant streets.

South Carolina Interstate and West Indian Exposition

In 1900, several Charleston businessmen led by Samuel H. Wilson began organizing an exposition to be held on 250 acres of the old Washington Race Course and an adjoining farm owned by F.W. Wagener. The fair, to be called the South Carolina Interstate and West Indian Exposition, was laid out by New York architect Bradford L. Gilbert and designed in a modified “Southern Colonial” style with vaguely tropical Spanish and French Colonial accents in keeping with the West Indian theme. The Exposition’s “Ivory City” was built around a manmade lake created by damming a cove of the Ashley River. Designed to showcase the charm, and more important, the industries and products of South Carolina, the exposition included the Cotton Palace, and the Halls of Agriculture, Minerals and Forestry grouped around a landscaped plaza (*Figure 9.41*). The exposition remained

open until May 31, 1902, and largely accomplished the goals of showcasing Charleston and its potential, stimulating tourism, and encouraging new industry, but it had been a financial disaster for the Exposition Company due to low attendance.

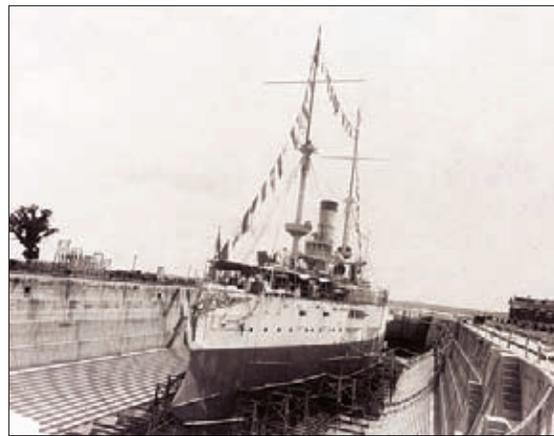
Hampton Park

Following the closure of the Exposition, the City decided to convert a section of the site into a public park. In late 1902, the City paid \$32,500 for the old Washington Race Course and converted it into a public park, which opened in 1903, dedicated to General Wade Hampton. Hampton Park functionally replaced the city’s Chicora Park, which had been sold to the U.S. Government for the Navy Yard. As part of the general improvements, the City built a new train station and improved roads in the Neck area to encourage additional residential development (*Figure 9.42*).¹¹⁰

Hampton Park Terrace

Ten years after the exposition closed, the new Hampton Park Terrace neighborhood, an approximately 250-house subdivision, made up of several private tracts, was developed south of the exposition site. The Hampton Park Terrace tract was subdivided and laid out in 1912 by the W.C. Wilbur and Company and marketed as “...150 home sites, 10’ higher than the Boulevard and never overflowed by tides...The ideal home site overlooking

both river and park.”¹¹¹ The first houses, many of them Craftsman bungalows, were erected in 1914, and by 1922 approximately 200 houses had been completed in the fourteen-block subdivision bounded by the Ashley River and Chestnut Street to the west, Moultrie Street to the north, Rutledge Avenue to the east, and Congress Street to the south (Figure 9.43). An additional thirty houses were completed between 1922 and 1930. The lots were intended for sale to middle-class Charlestonians as evidenced by the marketing material: “It’s just a step – from the noise of the city, from its confinement, its crowds and bad air – to the open fresh beauty of Hampton Park Terrace.”¹¹² The Hampton Park Terrace neighborhood was restricted to white residents; the sale or rental of lots to “persons of African descent” was prohibited.¹¹³ It should be noted that restrictive covenants requiring racial segregation were common during this time period, and Hampton Park Terrace was not unique. Commercial development was also restricted and all houses had to be of a minimum value and observe a uniform setback from the street. Hampton Park Terrace was largely built out by the Depression, although empty lots remained until after the Second World War.



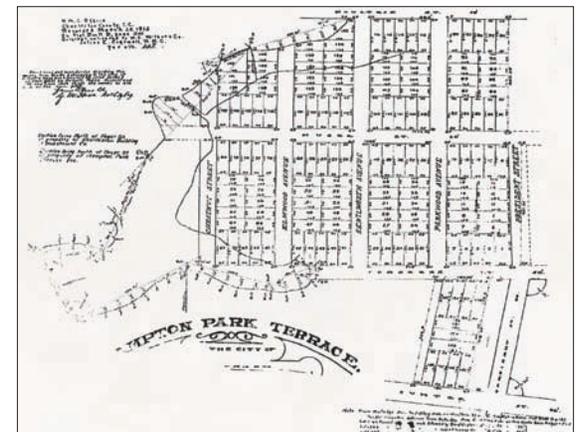
9.40 U.S.S. Texas in dry dock at Charleston Navy Yard, 1908



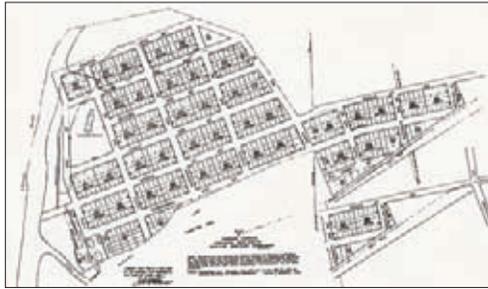
9.41 South Carolina's West Indian Exposition, circa 1901



9.42 Hampton Park, n.d.



9.43 1912 Plat Map of Hampton Park Terrace



9.44 1917 Plat map of Wagener Terrace



9.45 Typical house in Wagener Terrace, 2007



9.46 Typical frame house in North Central, 2007

First World War and the Charleston Navy Yard

The First World War boosted Charleston's population, mostly due to the growth in the number of contracts at the Charleston Navy Yard. In 1910, the population of the city was 58,833 but by 1920 it had reached 67,957, the most rapid population growth in nearly a half century. The growth in industrial employment was short-lived. American participation in the First World War lasted less than two years and in 1922, the Navy announced plans to close the Charleston Navy Yard. Charleston's Congressional delegation managed to postpone its closure, but there were no concrete ideas on how to keep it open long-term. The Yard limped along on a reduced workforce after the war with a few small contracts. By 1930, there were only 400 active workers.¹¹⁴

Wagener Terrace

Wagener Terrace was another residential subdivision developed on the upper peninsula during the early twentieth century. In 1917, James Sottile acquired the old Wagener Farm. He retained the historic Lowndes Grove Plantation house at the center of the tract and subdivided the rest of the grounds – bounded by the Ashley River to the west, Third Avenue and Gordon streets to the north, Twelfth Avenue to the east, and Hampton Park and Grove Street to the south – into uniform two-acre blocks. The streets were all 60' wide, although several streets were evidently only “paper streets,” as they extended

into the marshlands of the Ashley River (*Figure 9.44*). The marshy ground apparently hampered development, as construction did not really take off until the 1920s. Aerial photographs indicate that the subdivision was still mostly open land as late as the mid-1930s, when brick Colonial Revival houses began to go up on the generously landscaped lots (*Figure 9.45*). Many of the people who purchased lots in Wagener Terrace were middle-class whites of European immigrant descent, especially Greeks and Jews.¹¹⁵ Churches followed their flocks uptown. An important example is the Greek Orthodox Church on Race Street, a two-story masonry structure with a large dome clad in a standing seam metal roof.

Other Upper Peninsula Neighborhoods

Other neighborhoods developed in the upper peninsula during the 1910s and 1920s included the Maverick Street Neighborhood (now known as North Central), a neighborhood that was carved out of the old Grove Plantation in an area bounded by Francis Street to the north, King Street to the east, Maverick Street to the south, and Rutledge Avenue to the west. Subdivided as early as 1893, the tract took some years to develop. By the early 1920s, the area was largely built out. Unlike Hampton Park Terrace or Wagener Terrace, Maverick Street was open to African-Americans, who became the neighborhood's predominant population. The Rutledge Avenue Improvements neighborhood, an area bounded by San Souci Street to the north, King Street to the east, Simons

Unlike Hampton Park Terrace or Wagener Terrace, Maverick Street was open to African-Americans, who became the neighborhood's predominant population.

Street to the south, and Rutledge Avenue to the west, was subdivided in 1912. Around 1918, the subdivision was expanded eastward to the railroad tracks. Like Maverick Street, this neighborhood developed as a predominantly single-and-multi-family district of frame houses occupied by African-Americans (*Figure 9.46*).¹¹⁶

Higher Education

By 1909, Charleston's medical college remained a private institution with 34 faculty, all part time and 213 students. In 1913, the medical college was incorporated as a state institution, which brought public funding and expansion. During the same time the College of Charleston continued to grow and admitted its first class with women students in 1918.

The Citadel

About fifteen years after Hampton Park was built, the State of South Carolina built a new campus for The Citadel next door to Hampton Park on the Ashley River. The Citadel had outgrown its campus on Marion Square and needed more space. In 1918, the City agreed to deed the 176-acre Rhett Farm (which Mayor John P. Grace had purchased for a park) to the State of South Carolina. The cornerstone of the first new Citadel building was laid in 1920, and students began attending classes in 1922 (*Figure 9.47*).¹¹⁷



9.47 Aerial view of the Citadel, n.d.



9.48 G. Abbot Middleton House at 48 Murray Blvd. (built circa 1928), n.d.



9.49 Buist School at 103 Calhoun St., n.d.



9.50 Atlantic & Meeting Streets, 1911. View of hurricane damage.



9.51 Bolton Mining Co. Phosphate Field, n.d.

Lower Peninsula Infill

The upper peninsula was not the only area of Charleston to be developed with new houses during the early twentieth century. Beginning in 1909, the City of Charleston with assistance from the Federal government, filled forty-seven acres of marshland west of White Point Garden within a triangle of the old city bounded roughly by King Street, Murray Boulevard, and Tradd Street. Called “The Boulevard Project,” the project opened about thirty blocks to new development. Between 1911 and 1930, most of the new lots were developed with expensive Colonial Revival mansions (*Figure 9.48*).¹¹⁸ After the construction of Murray Boulevard, Lenwood Street was extended to link Tradd Street and Gibbes streets. The new street was laid along on a strip 40’ long by 678’ deep sold by Elizabeth Pinckney Rutledge to the City Council of Charleston for \$6,000.¹¹⁹

The first quarter of the twentieth century was a time of construction throughout Charleston. Groups of houses were built on large tracts and on smaller parcels throughout the city, such as the former industrial site on Church Street just south of St. Michael’s Alley. Led by Tristram T. Hyde, who became a mayor of Charleston, the Charleston Improvement Corporation participated in the development of Hampton Park Terrace and other real estate ventures. In December 1905, the company acquired the Church Street property formerly occupied by the Charleston Cotton Press/Charleston Hydraulic Press Company, where five modern houses were erected.

Public Works

Thomas P. Stoney, mayor of Charleston from 1923 through 1931, presided over several major public works projects, including the Buist School at 103 Calhoun Street and several parks and playgrounds (*Figure 9.49*). The Johnson Hagood Stadium was dedicated in 1927. With help from the W.E. Harmon Foundation of New York and substantial donations from black Charlestonians, Harmon Field was built for the use of the city’s African-American community.

Disasters

Never immune from the ravages of nature, in August 1911 a major hurricane came ashore in Charleston. With wind speeds of 106 miles per hour, the hurricane demolished what was left of South Carolina’s rice industry (*Figure 9.50*). Six years later, the boll weevil was first detected in the Sea Islands, where most of the state’s high-value cotton was grown. By 1920, the Sea Island cotton industry was effectively dead. Another factor in the demise of the region’s cotton industry was the mass emigration of African-Americans to the urban centers of the Northeast and Midwest. The phosphate industry, which had been a welcome windfall to the regional economy after the Civil War, began to decline in the 1920s as the deposits were depleted. The departure of this industry left acres of formerly scenic plantation lands marred by ugly trenches that could not be easily reused without extensive re-grading (*Figure 9.51*).

Loss of the Cotton Trade

After the 1920s, cotton warehouses that filled several city blocks were gradually abandoned. Most were demolished, a common occurrence that continued into the 1990s, and their sites have been redeveloped with large buildings of four or more stories. Number 15 Prioleau Street is a rare survivor of a building type that once defined Charleston’s waterfront. It served as offices for a construction company through the 1970s and 1980s, and was rehabilitated for office use in 1986 and again in 1992.



9.52 *Fort Sumter Hotel, (1923), n.d.*

Tourism

Finding itself faced with setbacks to its major crops or industries, Charleston drifted from the center of American economic life. In the minds of many of its residents, Charleston really only had one last asset: its history – in particular its rich architectural heritage evoking the history of the “Old South.” Proud of its history, some of Charleston’s residents began to take its conservation seriously, both as a means to preserve the city’s heritage and as a way to attract tourists. Indeed, tourists had begun coming to Charleston not long after the conclusion of the Civil War. Magnolia Plantation and Gardens, on the Ashley River Road, opened to public visitation as early as 1872.

Tourists began to come to Charleston in large numbers during the 1920s to capture glimpses of Spanish moss-covered oaks and decrepit yet picturesque historic buildings. Benign neglect had resulted in Charleston retaining a substantial body of its historic architecture. Tourists at first came by train and by boat but by the 1920s, the automobile had become more popular as a means of travel. The birth of the modern tourist industry led to the construction of some of the earliest high-rise buildings in Charleston, including the Fort Sumter Hotel (now Fort Sumter House) at 1 King Street, and the Francis Marion Hotel at 387 King Street.¹²⁰ The Fort Sumter Hotel, completed in 1923 according to the designs of architect G. Lloyd Preacher, was the city’s first modern hotel catering

...the first few decades of the twentieth century comprise a period of cultural awakening and notable artistic accomplishments known today as the Charleston Renaissance.

to northern “snowbirds.” Its Spanish Colonial styling and seven-story height overshadowing White Point Garden initially alarmed many Charlestonians (*Figure 9.52*). Also shocking was the fifteen-story Francis Marion Hotel, completed in 1924. Designed by New York architect William Lee Stoddart, the Francis Marion instantly became the city’s tallest building (not including church steeples) and remains a fixture on the skyline (*Figure 9.53*).¹²¹

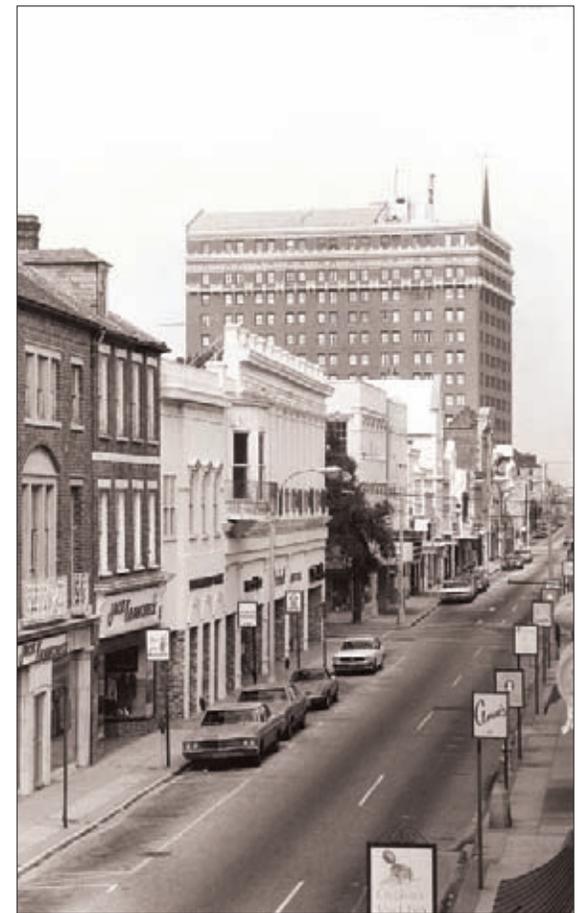
Charleston Renaissance

Despite the economic obstacles faced by Charleston, the first few decades of the twentieth century comprise a period of cultural awakening and notable artistic accomplishments known today as the Charleston Renaissance. Spanning the years from 1915 to 1940, the Charleston Renaissance was graced by the work of artists, poets, writers, and musicians creating art, literature and music that revived Charleston’s reputation as a major cultural hub. One of the leaders of the movement was painter and printmaker Alice Ravenel Huger Smith. Together with her father, D.E.H. Smith, she wrote *The Dwelling Houses of Charleston*, a seminal volume in the Charleston Renaissance.¹²² Charleston became well-known in popular circles as well. In 1935, the opera *Porgy and Bess*, which depicted the life of black Charlestonians inhabiting a tenement called “Catfish Row,” opened on Broadway. Composed by George Gershwin, *Porgy and Bess* was based on a novel by Charlestonian Dubose Heyward. Charlestonians also figured large in the Jazz Age. The

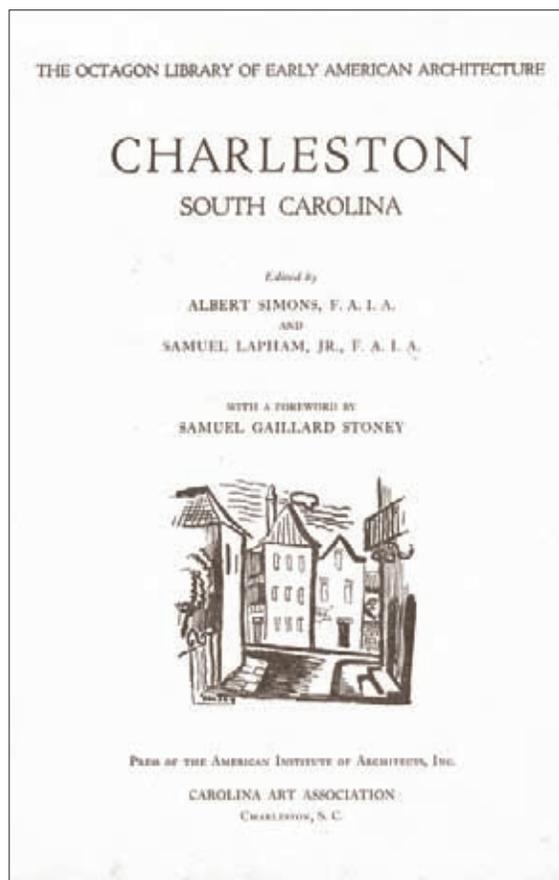
dance “The Charleston” became popular throughout the nation during the Roaring Twenties and the Jenkins Orphanage Band provided the soundtrack to many Jazz Age gatherings.¹²³

The Second “Yankee Invasion”

The growth of tourism and culture in early twentieth-century Charleston began to attract rich Northerners to the city. Some of the newcomers actively contributed to the Charleston Renaissance and historic preservation. Examples include Victor and Marjorie Morawetz, who bought Fenwick Hall and funded the creation of an oak avenue along Maybank Highway.¹²⁴ Other northerners purchased lowcountry plantations and city houses for winter retreats and spur-of-the-moment house parties. Solomon Guggenheim bought the Roper House on East Battery and the Kittredges of Charleston and New York purchased the Rhett House on East Battery Street.¹²⁵ In 1946, Harry F. Guggenheim purchased all of Daniel Island for use as a hunting preserve.¹²⁶



9.53 Francis Marion Hotel (1924), in the distance, n.d.



9.54 Cover of *Octagon Library of Early American Architecture, Charleston, S.C.*, by Albert Simons and Samuel Lapham, 1927.



9.55 *Cooper River Bridge (John P. Grace Memorial Bridge)*, circa 1940s

Charleston became synonymous with the nation's young historic preservation movement.

Historic Preservation

In the early 1900s, Charleston became synonymous with the nation's young historic preservation movement. One of the first recorded attempts to save a historic building in the city occurred when the National Society of Colonial Dames in the State of South Carolina purchased the historic Powder Magazine. Constructed in 1712 as part of the Colonial city's defensive system, the Powder Magazine is the oldest surviving secular building in the state of South Carolina. Restoration of the small vernacular structure was completed in 1902. Other early preservation efforts included the acquisition of the Old Exchange Building – the former customs house and city hall at the foot of Broad Street – by the Daughters of the American Revolution in 1913.¹²⁷

By the 1920s, changes in the city's economy began to result in the destruction or disfigurement of an alarming number of historic buildings. The first factor was the rise of the private automobile. In search of strategic locations for gas stations, oil companies purchased historic buildings – often on choice corner lots – only to demolish the building. Occurring simultaneously was the growing market for salvaged architectural elements, including ironwork and interior paneling and trim, for sale to wealthy out-of-town collectors. Some of the buyers were homeowners seeking to redecorate in the “Colonial” style, or museums building “period” rooms. As the demand increased, specialty businesses sprang up

in Charleston that specialized in identifying and procuring architectural elements. Sometimes the materials were salvaged from demolished buildings. Frequently, historic buildings were merely stripped and the goods sold.¹²⁸

Following two decades of activity, Charleston's preservation community became galvanized around the city's first major preservation battle: the fight to halt the demolition of the Joseph Manigault House. Located at 350 Meeting Street, the Joseph Manigault House was designed by self-taught master architect Gabriel Manigault and built in 1803 for his brother Joseph. By 1920, the large three-story brick mansion was used as a tenement, the same year it was to be demolished to make way for a Standard Oil station. The proposed demolition of such an august Charleston landmark provided a rallying point for the city's preservationists, in particular Susan Pringle Frost and Nell McColl Pringle, who in response formed the Society for the Preservation of Old Dwellings in April 1920. The group successfully prevented demolition by purchasing the house in May 1920, although the effects of the Depression delayed its restoration for use as a museum until 1937.¹²⁹ Other preservation victories ensured the preservation and eventual restoration of the Heyward-Washington House in the late 1920s and the publication of *Charleston, South Carolina* by Albert Simons and Samuel Lapham, Jr. by the American Institute of Architects in 1927 (*Figure 9.54*).¹³⁰

Suburbanization

The widespread use of the private automobile in the early 1920s posed several threats to the preservation of Charleston. In addition to increasing the demand for gas stations, parking lots, and widened roads, the rise of automobile ownership among middle-class Charlestonians meant that they could easily abandon the city rather than deal with ongoing urban problems. The opening of the Veterans Memorial Bridge over the Ashley River in 1926 and the Cooper River Bridge in 1929 ended the isolation of the peninsula (*Figure 9.55*). The Wappoo Bridge between St. Andrew's Parish and James Island opened in 1926 as well, linking the Sea Islands to Charleston. The completion of the three bridges opened vast areas of surrounding countryside to residential development. In anticipation of the completion of the Veterans Memorial Bridge, landowners began to subdivide old plantations and truck farms into new subdivisions. By 1930, developers had laid out Wappoo Heights (1924), Windermere (1926), The Crescent (1926), St. Andrews Heights (1928), Stono Park (1928), and Pinecrest Gardens (1929) in St. Andrew's Parish; and Riverland Terrace (1928) on James Island.¹³¹



Depression: 1929-1939

The Great Depression was a significant milestone in the history of Charleston. Poverty, already entrenched within much of the black community and some of the white community, intensified as jobs were shed by local industries at the Port of Charleston, the Navy Yard, and elsewhere. Charleston's African-American population remained largely excluded from mainstream life. Disenfranchised and prevented from sharing public facilities and transit with whites by local "Jim Crow" laws, and restricted from living within certain residential districts by race-based covenants, the city's black population faced significant challenges. It was perhaps better off than in some other communities in the South due to the cosmopolitan nature of Charleston's population.¹³² Nonetheless, many African-Americans frustrated with segregation left Charleston altogether, seeking jobs in the North or Midwest. Many whites began leaving the city too, moving across the Ashley and Cooper rivers to take up residence in newly platted suburban communities. By the time the 1930 Census was completed, Charleston's population had dropped from 67,957 to 62,265 (Figure 9.56).¹³³

9.56 Aerial view of Peninsula, circa 1934

The New Deal

Charleston was hard-hit by the Depression. Prior to 1929, the unemployment rate in the city was under four percent but by January 1932, it was over twenty percent. President Franklin D. Roosevelt's response to the Depression affected many communities in a positive way, providing money, labor, and expertise to realize important public works projects. Charleston's Mayor from 1931 to 1938, Burnet R. Maybank, was a leader in Charleston's and the State's participation in the New Deal. Maybank served as a member of the South Carolina State Advisory Board of the Federal Administration of Public Works from 1933 to 1934, and was influential in initiating nearly all of the New Deal projects that were undertaken by the city. In 1933, the Civil Works Administration built Charleston's Municipal Yacht Basin next to the old West Point Rice Mill.¹³⁴ One of the most significant New Deal projects was the establishment of the Charleston Housing Authority and the construction of Robert Mills Manor project. Located south of Harleston Village in an area bounded by Beaufain, Magazine, Franklin, and Smith streets, and Cromwell Alley, Robert Mills Manor was designed by local architects Douglas Ellington and Simons & Lapham (*Figure 9.57*). The landscape architect was Loutrel Briggs. Evidently taking their cue from British social housing, the architects of Robert Mills Manor designed the complex as a series of rows of two-story, gable-roofed, brick blocks interspersed throughout a grassy, park-like landscape. This complex, which was

constructed between 1939 and 1941, replaced dilapidated housing and housed black and white residents in different sections.¹³⁵ Other important New Deal projects included the restoration of the Dock Street Theatre in the old Planters' Hotel, the revitalization of the Charleston Naval Shipyard (in North Charleston), repairs to City Hall, the installation of railings along the Battery, the construction of Memminger Auditorium, and dozens of other public buildings, playgrounds, pools and recreation facilities (*Figure 9.58*).¹³⁶

Preservation Movement

Continuing in its role as a leader in the national preservation movement, the City of Charleston responded to the ongoing demolition and gutting of historic buildings by creating the Old and Historic District Ordinance in 1931. Geared toward halting inappropriate exterior alterations to historic buildings within an area bounded by Broad Street to the north, East Bay and East Battery to the east, Murray Boulevard to the south, Lenwood Street to the west; along with a smaller area north of Broad centered on the intersections of Church and Queen and Church and Chalmers, any proposed exterior alterations were required to be reviewed by the Board of Architectural Review. The historic district was created by the City Council in the 1931 Zoning Ordinance and City Plan, the first of its kind in the country. Within a few decades, many other "historic" cities established "Charleston Ordinances," including New Orleans (1937), Alexandria



9.57 Aerial view of Robert Mills Manor, n.d.



9.58 Memminger Auditorium, n.d.

(1946), Winston-Salem (1948), Santa Barbara (1949), Georgetown (1950), and Natchez (1951), among others.¹³⁷

The reasons for Charleston's pioneering role in historic preservation have often been debated. With a history common only to a handful of other communities, in particular other Southern port cities like Savannah, Mobile, New Orleans, and Wilmington, North Carolina, Charleston has a distinguished history as a wealthy and cultured port city. This factor is not enough; cities such as New York, Boston, and Baltimore have similarly distinguished histories as colonial port cities but unlike these Northern cities, Charleston has managed to retain much of its historic fabric and context despite the wars and natural disasters that have periodically afflicted it. Certainly economic stagnation was a major reason, but behind these factors was the longstanding desire of Charlestonians to preserve the city's past. Running counter to the standard American sense of "Progress," Charlestonians were known for their almost religious veneration of their city's heritage. It was a city that respected its traditions, even before the Civil War.¹³⁸

World War II and its Aftermath: 1939-1950

In spite of sporadic economic boosts, Charleston had not prospered greatly since the Civil War as evidenced by its anemic population growth. Between 1890 and 1930, the population of the city grew by less than ten thousand people, increasing from 54,955 to 62,265. This longstanding trend began to reverse by the late 1930s as the United States began preparing for war. By 1940, the population of Charleston climbed to 72,275. This increase of a little more than ten thousand was largely the result of increasing military employment at the Charleston Navy Yard and the opening of a large pulp mill north of the city limits.¹³⁹

On December 7, 1941, Japanese forces attacked American installations at Pearl Harbor and the following day the United States declared war on Japan. Already on a war footing, Charleston leapt into action. As the Charleston Navy Yard began to take on an increasing number of contracts, the need for labor grew proportionately. War workers from all over the South migrated to the "North Area," as the area north of the Charleston city boundary was known, to take jobs in the Charleston Navy Yard, swelling its workforce from 1,632 workers in 1938 to more than 25,000 by 1945. North Charleston and Charleston Heights absorbed the majority of these workers, many of whom were white rural migrants from upcountry South Carolina, Georgia, and North Caro-

lina.¹⁴⁰ Some of the war workers moved into older parts of Charleston, as evidenced by the conversion of single-family dwellings into apartments and boarding houses. The Harriet Crouch House at 20 Limehouse Street, a grand Charleston single house built ca. 1891, was enlarged and subdivided as five apartments in 1934. 75 Pitt Street, built ca. 1857, is a three-story frame side-hall house with piazzas. After years of owner-occupancy, it was sold and converted into three apartments in 1938.¹⁴¹

War Workers' Housing

Many of the war workers ended up living in specially built war workers' housing, most of which was built in undeveloped areas north of Mount Pleasant Street. According to an article in the July 2, 1945 edition of the Charleston News and Courier there were twenty-nine separate communities with 1,102 housing units accommodating 4,793 people. The Charleston Housing Authority had eight projects housing white workers outside the city limits, the most notable of which was Kiawah Homes, on Mount Pleasant Street and Rutledge Avenue, built on what had been Ashley Park before the war (*Figure 9.59*). The Victory Housing Corporation, a private housing developer, maintained six projects, including Dorchester Terrace, Waylyn, Nafair, Windsor, Garden Hill, and Byrnes Downs.¹⁴²

Much of the population growth occurred in North Charleston and the still-rural St. Andrew's Parish and nearby Johns and James Island.

The Neck

During the Second World War, the Neck was still unincorporated Charleston County. However, due to its proximity to the Charleston Navy Yard, it was the area most heavily affected by the influx of war workers and industrial expansion. Historically the location of several plantations, the Neck had become home to large phosphate works and fertilizer plants, including Wando, Imperial, Stone, Chicora, Atlantic, Planters, and Ashpoole phosphate works; Riverside Iron Works; Etiwan and Maybank fertilizer companies; and the mighty Standard Oil Company facility. Meeting and King streets ran parallel to each other down the center of the Neck, on either side of the train tracks. On either side of this corridor, large industrial parcels (some retaining the boundaries of former plantations) descended to the Ashley and Cooper rivers. Compact clusters of modest workers' housing occupied the higher elevations in this otherwise low-lying marshy landscape. The workers' housing areas, most of which consisted of small, inexpensive bungalows and freedmen's cottages (also known as Charleston cottages), housed primarily African-American phosphate workers. Their descendents continue to inhabit these houses in the compact communities of Rosemont, Silver Hill, and Hibernian Heights (*Figure 9.60*).¹⁴³

Suburban Growth

Despite the rapid growth of Charleston's workforce during the Second World War, the population of the city still declined between 1940 and 1950, although no census was taken during the high point of the war when employment at the shipyard would have been at its highest. As a matter of comparison, the population of Charleston County grew thirty-six percent during the same period, growing from 121,105 people in 1940 to 164,856 in 1950.¹⁴⁴ Much of the population growth occurred in North Charleston and the still-rural St. Andrew's Parish and nearby Johns and James Island. The earliest subdivisions, Riverland Terrace on James Island and Wappoo Heights in West Ashley, were subdivided in the late 1920s but never took off due to the Depression. Development picked up in the late 1930s and soon other subdivisions were platted near the western bridgehead of the Veterans Memorial Bridge, especially along Folly Road and the Savannah Highway. Many of the earlier subdivisions like Ashley Terrace (laid out in 1931 by J.C. Long), and the Crescent, Wappoo Heights, and Windermere, became suburban counterparts to Charleston neighborhoods like Hampton Park Terrace and Wagener Terrace.¹⁴⁵

During the Second World War, the Charleston Housing Authority bought a stalled subdivision on Dupont Road and built St. Andrews Homes for war workers employed at the nearby Charleston Dry Dock and Shipbuilding Company. Development in St. Andrew's Parish was at



9.59 Typical House in Kiawah Homes, 2007



9.60 Typical House in Rosemont, 2007



9.61 Typical House in Avondale, 2007



9.62 Byrnes Downs, 2007



9.63 1959 Subdivision map

first stymied by the lack of an adequate water supply, but in 1943 the City of Charleston extended a water main beneath the Ashley River to the area, fueling more subdivision and building activity in the years leading up to World War II.¹⁴⁶

Avondale, one of the earliest major subdivisions in unincorporated St. Andrew's Parish, was laid out in 1939 and developed between 1940 and 1942 by the West Charleston Corporation. Built on the site of Ernest King's truck farm, Avondale occupied the historic site of Colonel Godfrey's colonial era plantation. Restricted to white residents, the eighty-two lots of Avondale were described in the August 20, 1945 edition of the *Charleston News and Courier* as "nearly all occupied by attractive homes built by their owners." The article went on to describe the

motives for relatively affluent homebuyers to move out of the city into the rural hinterlands: "These owners are largely business and professional people of Charleston and key workers in war industries who prefer a home in the country (Figure 9.61)."¹⁴⁷

Preservation

On the Charleston peninsula new construction had come to a standstill during the late 1940s. Reasons for the lull included the lack of vacant land, and disinvestment. The lull continued during the 1950s and 1960s, when many whites fled the peninsula due to civil rights activism and desegregation, and relocated to the more racially homogenous suburbs. Even though new construction had largely ground to a halt, there was a fair amount of rehabilitation and restoration work underway. Charleston's influential historic preservation community was still active in the struggle to preserve the city's built heritage from neglect and the wrecking ball. Pioneering organizations like the Society for the Preservation of Old Dwellings were joined in 1947 by a new organization called Historic Charleston Foundation. Formed as an offshoot of the Carolina Art Association, Historic Charleston Foundation was incorporated under the auspices of curator Robert N. S. Whitelaw. The new organization had a slightly different focus than the Society for the Preservation of Old Dwellings, emphasizing long-range preservation planning, including surveying the city's historic resources, planning and zoning, and the development of a revolving fund to rehabilitate deteriorating properties.¹⁴⁸

In 1956, the Society for the Preservation of Old Dwellings changed its name to the Preservation Society of Charleston. The new name reflected the broadening of the group's focus beyond houses to other building types, as evidenced by the organization's efforts to save the Orphan House Chapel and the Old Charleston Hotel in the mid-1950s. Also during this time, the Society created its Planning and Zoning Committee to review possible changes "affecting buildings, sites, and structures of interest."¹⁴⁹

In 1959, Historic Charleston Foundation, then led by executive director Frances Edmunds, began purchasing rundown properties in the neighborhood of Ansonborough and restoring them for resale to owners who agreed to protect them. The use of the Revolving Fund to raise capital to purchase, rehabilitate, and resell was pioneered by Historic Charleston Foundation and became a hallmark of effective preservation planning across the country. The immediate goals of saving Ansonborough from continued decay was successful although the program was later criticized by members of the community who viewed the program as an agent of gentrification. Historic Charleston Foundation modified the program to prevent the exodus of poor residents while continuing to further restoration efforts in the city, in particular in Wraggborough and Radcliffeborough, rescuing deteriorating properties from blight or demolition by neglect.¹⁵⁰

Post War Period: 1950-1970

World War II and its aftermath restored prosperity to greater Charleston but like elsewhere in the postwar United States, affluence came at the expense of the inner city. Suburban development began to decentralize Charleston, a city that had been for its entire history a compact urban settlement confined to a small peninsula. The expansion of the Charleston Naval Shipyard had lured thousands of new residents to Charleston and the surrounding area. However, Charleston actually lost population after 1950, with virtually all population increase occurring in North Charleston and the as-yet unincorporated suburbs west of the Ashley River.¹⁵¹

St. Andrew's Parish

Although planned during the war as war workers' housing, the subdivision of Byrnes Downs, located south of the Savannah Highway, was not completed until July 1945, a month before the war ended. Financed by the Victory Housing Corporation, Byrnes Downs was built by J.C. Long Construction Company. Named for South Carolina Senator, former Supreme Court Justice, and U.S. Secretary of State, James F. Byrnes, Byrnes Downs consisted of 360 brick houses built on a former cabbage field. Consisting of one-and-a-half-story, five-room, brick "cottage style" houses, Byrnes Downs was marketed to middle-class Charlestonians who paid on average \$6,500 a house (*Figure 9.62*). Houses in Byrnes Downs were covered by a series of covenants that prevented buy-

ers from building garages on the street or establishing home businesses. Although businesses were prohibited in the subdivision, the nearby stretch of the Savannah Highway began to develop as a vibrant commercial area with such early shopping centers as South Windermere Shopping Center (opened in 1955) and other commercial enterprises.¹⁵²

By 1954, Byrnes Downs had been joined by additional communities in a triangle of land formed by the Savannah Highway, St. Andrews Boulevard, and Playground Road. Most of the later subdivisions were similar to Byrnes Downs with smaller brick Ranch or modified Colonial Revival style single-family houses. Residents of these new subdivisions seemed happy to live "out in the country" away from the urban ills of Charleston. Stated one Byrnes Downs resident in 1955: "We have everything a city has except the taxes."¹⁵³ Clearly satisfied with his lot, this citizen probably did not know that his neighborhood would be annexed by the City of Charleston within a decade. In the meantime, some suburban residents took an active role in the physical enhancement of the still-raw subdivisions. One of the most notable examples was the Byrnes Downs Garden Club. Incorporated in 1948 by fifteen women, the club concentrated on beautifying the entrances to the area with signage and azaleas. They also planted 107 live oaks on the curvilinear streets, giving the neighborhood its leafy character.¹⁵⁴

By 1960, the suburbs of St. Andrew's Parish had spread westward along the Savannah Highway and north along

St. Andrews Boulevard (*Figure 9.63*). South of the Savannah Highway, subdivisions like Parkwood Estates, Wappoo Shores, and Lantana were developed along the north side of Wappoo Creek, while Edgewater Park was built opposite Riverland Terrace on a small island in Wappoo Creek. North of the Savannah Highway, the remaining truck farms and wooded lots west of Playground Road had given way to new subdivisions including Oak Forest, Forest Acres, Ardmore, Sherwood Forest, Forest Gardens, Orange Grove Acres, and Fairfield Pines. During the late 1940s and 1950s, most of the suburban development in St. Andrew's Parish had proceeded in a more-or-less orderly fashion but by the early 1960s, development began to hopscotch across the rural landscape, including several platted near the southern bridgehead of the New Ashley River Bridge, known today as "Northbridge."

Annexations

From 1849 to 1959, the municipal boundaries of Charleston did not change. The city limits consisted of the entire Charleston Peninsula from White Point Garden in the south to Mount Pleasant Street in the north. In 1959, Major J. Palmer Gaillard embarked on an ambitious program to annex the tax-rich suburbs west of the Ashley River. Between 1959 and 1969, he annexed much of inner St. Andrew's Parish area, enlarging the city from five to eighteen square miles, mostly in the Avondale/Moreland area as well as a large section of land on the south end of

In 1950, Charleston was the site of the first federal court case to challenge the constitutionality of segregated schools.

the North Ashley Bridge.¹⁵⁵ Even with the annexations, the population of Charleston still continued to decline. In 1970, the population of the city was 70,132, forty-two fewer than the city had contained in 1950 when the area of the city was much smaller. Meanwhile, between 1960 and 1970, Charleston County grew from 216,268 to 247,650, a 14.5 percent rate of growth.¹⁵⁶

Higher Education

During the post war period, the Medical College of South Carolina constructed the Medical University Hospital, a ten-story building that gave the college its own facilities that allowed the expansion of clinical teaching opportunities and solidified the college as a referral center for the diagnosis and treatment of diseases. By the late 1960s, the Medical College included six schools of professional education in health sciences. In 1969, state legislation changed the name to the Medical University of South Carolina (MUSC), establishing it as the state's only freestanding academic health sciences center. Currently, MUSC is one of the area's largest employers and landowners.

Similarly, the College of Charleston underwent significant growth in the post war period. A number of residence halls were constructed during the 1960s. 1968 was the first year that African-American students were admitted to the College of Charleston.

Civil Rights

Like many cities throughout the South, Charleston had to reckon with the issues of civil rights for African-Americans. For most of its history Charleston has been a black-majority city in a state with a significant African-American minority. Nevertheless, since the Civil War black residents were legally disenfranchised and prevented from sharing swimming pools, housing, bathrooms or other public facilities with white residents. African-American resistance to systemic racism grew rapidly after the Second World War. Many black residents who had served overseas during the war were not content to step back into second-class citizenship upon their return, and began working to change the system. In 1950, Charleston was the site of the first federal court case to challenge the constitutionality of segregated schools. The Briggs case began in November 1949 when a petition was submitted to the Clarendon County School Board. The petition gave examples of how African-American students and schools were being treated unfairly and therefore denied their constitutional rights as granted by the Fourteenth Amendment. The Briggs v. Elliott case later became part of a class action suit with four other cases from across the country that became known as *Brown v. Board of Education of Topeka, Kansas*. In the landmark *Brown v. Board of Education* case, the Supreme Court ruled that segregation of students in public schools violated the Equal Protection Clause of the Fourteenth Amendment, since separate facilities are inherently unequal. Schools desegregated during the 1960s, beginning with Rivers High School in 1963.

In addition to school desegregation, Charleston was the site of additional Civil Rights activism. In 1960, the National Association for the Advancement of Colored People (NAACP) filed lawsuits to open public facilities to members of all races, beginning with the Charleston Municipal Golf Course on James Island. Lunch counter sit-ins and demonstrations occurred in downtown Charleston and soon many businesses began serving black patrons. With the passage of the Voting Rights Act of 1965, blacks won the unqualified right to vote in all states. African-Americans soon took their places on the Charleston City Council and in the General Assembly for the first time since Reconstruction.¹⁵⁷

One of the most important events in the Civil Rights movement in Charleston was the Medical University Strike of 1969. The university had become, as it remains today, one of the largest employers in Charleston. Many of the clerical and maintenance workers were black. In 1969, they sought to have their union recognized and their wages raised. When negotiations broke down, workers struck. Coordinated from several black churches, the strikers who were supported by Coretta Scott King and Andrew Young of the Southern Christian Leadership Conference, demonstrated the combined power of organized labor and civil rights movements.¹⁵⁸ Although racial tensions were often high, Charleston managed to avoid the violence and riots that occurred nationally with the “Long Hot Summer of 1967,” when riots broke out in Newark, Detroit, and many other cities.

Modern Charleston: 1970-2007

It should be noted that the contemporary history written in this chapter should not be considered comprehensive. Historic Preservation theory states that without sufficient time, it is not possible to have the perspective needed to accurately define which events are historically significant. For this reason, this section of the context statement may appear vague, but it must be left for the future historians of Charleston to determine the significance of the following contemporary events.

Despite the fact that violence did not occur in Charleston, white flight was draining the city of residents and investment and the old city was growing even more worn out and neglected, with little new residential construction aside from public housing projects. During the early 1970s, about the only sector that grew vigorously were the universities. In 1970, the College of Charleston was incorporated into the South Carolina Public Higher Education System and was charged with accommodating additional students. That same year, the College prepared for anticipated growth by producing the College of Charleston Master Development Plan which proposed the expansion of existing facilities to accommodate 5,000 students by 1980. Currently, the College of Charleston has approximately 10,000 students, in order to accommodate the current student body and plan for growth, the College prepared a Campus Master Plan in 2004. During the same time, the Medical University

of South Carolina, began to expand into its neighboring residential areas. During this era, higher education displaced the Charleston Navy Base, and therefore the U. S. Government, as the largest single employer in Charleston. The decline of the Navy Yard did not extend to all maritime industries; the Port of Charleston had grown extensively during the postwar era to become one of the most important container ports on the East Coast.

Mayor Riley

Mayor J. Palmer Gaillard was re-elected for a fourth term in 1971, but many realized that the city was ripe for a change. Charleston got this change in 1975 with the election of Mayor Joseph P. Riley Jr., a young lawyer who had served in the General Assembly. Riley won election on a campaign of appointing more African-Americans to city commissions, fighting crime, annexing James Island and the Neck, rejuvenating King Street and supporting historic preservation (*Figure 9.64*). Mayor Riley was eager to include African Americans in the workings of Charleston, from including more African-Americans into city government, to providing equal services to black neighborhoods, and recognizing the black contributions to Charleston’s history and culture.¹⁵⁹ Riley appointed a number of African-Americans to government positions, and earmarked public funds for improving parks and playgrounds in black neighborhoods. In addition to these tangible results, Riley acknowledged the contributions of Charleston’s African-American community. In 1982 a

sculpture of Judge Waties Waring, the federal judge who had ruled in favor of blacks' civil rights in several landmark cases, was placed in the city council chambers.¹⁶⁰

Spoleto Festival

Another one of Riley's achievements was bringing the Spoleto Festival to Charleston. Gian Carlo Menotti started the festival of arts in 1957 in Italy, and wanted to bring it to the United States. After a series of talks, the first Spoleto Festival, USA was held in 1977. The Spoleto Festival, USA has grown to become a major performing art festival.¹⁶¹ The seventeen day festival includes accomplished and emerging performers on stage at a variety of Charleston's venues including historic theaters and outdoor spaces (*Figure 9.65*).

Philip Simmons

While the Spoleto festival has helped establish Charleston as a center of performing arts, Charleston native Philip Simmons has been celebrated for his contributions to the traditional art of ironwork and the culture of Charleston. Simmons' is one of Charleston's most significant ironworkers, whose work is evident throughout the city. Born in 1912 on Daniel Island, Simmons resided in Charleston since 1919 and apprenticed with local blacksmith Peter Simmons. Philip Simmons began specializing in ornamental ironwork in 1938, and has completed more than five hundred pieces including

ornamental wrought iron gates, fences, balconies, and window grills, the majority of them installed in Charleston. Simmons' designs often include elaborate designs of animals and trees. He has been recognized locally, and at the state and national level for his contributions to the craft of ironwork and to the African-American heritage of Charleston. He was voted into the South Carolina Hall of Fame in 1993, and the Smithsonian Museum named him a National Heritage Fellow and the National Endowment for the Arts named him a "master traditional artist." Simmons' has been commissioned to create public art for the City of Charleston's Visitor Center, and the State Museum in Columbia. The Philip Simmons' Foundation is working to record Simmons' work and has established commemorative gardens as a tribute to his work and character. Simmons' work is a reminder of the importance of the centuries-old craft of blacksmithing in Charleston (*Figure 9.66*).¹⁶²

Annexation

Following Mayor Gaillard's lead, Riley aggressively pursued annexation of outlying areas, expanding the city westward into St. Andrew's Parish, by annexing lands to either side of the Savannah Highway and the Ashley River Road. Riley also began annexing the still-rural James and Johns Island, as well as the industrial Neck. Between 1975 and 1980, Charleston increased from eighteen to over twenty-five square miles. Nevertheless, the population of the city continued to shrink, with

the city's population declining from 70,132 to 69,865.¹⁶³ Meanwhile Charleston County's population had grown to 295,039, mostly due to the growth of outlying suburbs like North Charleston. The annexation of large chunks of St. Andrew's Parish and parts of Johns and James Island in the 1980s resulted in the first major increase in the city's population, reaching 80,414 in 1990, hinting at the population boom of today.¹⁶⁴

Cainhoy is one of the most recently annexed areas incorporated into the City of Charleston. Cainhoy, a small village located on the western side of the upper Wando River in Berkeley County is within the city limits of Charleston. The derivation of the village's name is unknown, although it may be associated with the name of an Indian village in the area. Cainhoy's origins are obscure, although it is certain that English-speaking settlers from England and the Caribbean, as well as French Huguenots, were living there by the 1690s. Established in 1706, Cainhoy village is probably the oldest European settlement in the Parish of St. Thomas and St. Denis. By the middle of the nineteenth century, Cainhoy had developed into a ferry terminus and a port for agricultural goods grown in Berkeley County. By 1850, brick-making eclipsed transportation as the most important industry. Kaolin, also present in the area, led to the production of fine pottery. Prior to the Civil War, it seems that Cainhoy attracted a large number of summer residents escaping "summer fever." After the Civil War, the village declined in importance, remaining a rural backwater



9.64 Rendering of Charleston Place, n.d.



9.66 Ironwork of Philip Simmons. Detail of gate at Gadsden–Morris House at 329 East Bay Street.



9.65 Spoleto Festival, n.d.



9.67 *Mary Lesesne House, Cainhoy*



9.68 *Typical suburban sprawl, 2007*

until recently when suburban development began to encroach on the area after Charleston annexed Daniel Island in the 1990s (*Figure 9.67*).

Growth in local industries such as tourism and real estate development continued to drive the expansion of the lowcountry's economy during the 1990s, accelerating suburban sprawl across the region. Suburban areas of the city like Mount Pleasant, Summerville, Goose Creek and Hanahan absorbed much of the regional population increase. An expanding network of freeways and bridges enabled suburban commuters to quickly traverse what had historically been insurmountable distances. The regional highway network began with the completion of the North Ashley River Bridge in the late 1950s and the second Cooper River Bridge in 1966. Long isolated from the major north-south highways of the East Coast, Charleston was tied into the interstate network in 1969 with the completion of Interstate 26. Long planned and partially completed, Charleston's beltway known as the Mark Clark Expressway will ultimately link Johns and James Island with North Charleston, Daniel Island, and Mount Pleasant (*Figure 9.68*).

Historic Preservation

Although Mayor Riley was an outspoken champion of downtown redevelopment, in particular the controversial Charleston Place development (a hotel and shopping complex built on a block bounded by King, Beaufain, Meeting, and Hasell streets), he also understood the value of preserving historic buildings. Mayor Riley was largely responsible for enacting the provisions of the landmark Historic Preservation Plan for Charleston, which was prepared in June 1974 by a consortium of planning and preservation professionals. Carl Feiss and Russell Wright completed the reconnaissance survey of much of the Charleston peninsula south of the Crosstown Expressway. They classified buildings according to four categories which were then recorded on a color-coded parcel map. The Charleston Preservation Plan recommended that the Board of Architectural Review evaluate proposed alterations to buildings listed on the survey, as well as reviewing all new construction for compatibility with the district. The plan suggested height restrictions south of the Crosstown Expressway, advocated the prohibition of billboards, the enforcement of anti-littering ordinances and building codes, and proposed further study of rehabilitation options for blighted areas, including the establishment of a package of preservation incentives for property owners.¹⁶⁸ The city has become a hub of academic historic preservation programs, including both the College of Charleston's and Clemson University's historic preservation programs.

Historic preservation was also a private activity in Charleston. Encouraged by Historic Charleston Foundation and the Preservation Society of Charleston, hundreds of individual "urban pioneers" purchased decrepit residences and commercial buildings in the 1970s and 1980s, expanding the zone of restored buildings north of Calhoun Street into Wraggborough, Radcliffeborough, and Harleston Vill age. By the late 1980s, Charleston had largely recovered from years of decline. Although historic preservationists had lost some battles they had won the proverbial war, preventing the city from being pulled down and replaced with Everywhere USA.

Hurricane Hugo

Freshly scrubbed and "done up" after a decade of revival, Charleston suffered a major blow when Hurricane Hugo blew into town in September 1989. Twenty-four hours before the hurricane was to arrive, Mayor Riley gave the order to evacuate the city. Residents streamed out of the city on Interstate 26 to escape the storm, tying up traffic north of the city until just before the storm made landfall near midnight on September 21, 1989. Winds of 130 mph demolished many buildings at Folly Beach. Sullivan's Island and the Isle of Palms were also hard hit. Although not afflicted to the same degree as coastal and inland areas north of the city, nearly every building in Charleston sustained damage from high winds, flooding, flying debris, and falling trees. (*Figure 9.69*) Nine people were killed in Charleston County and the *New York*



9.69 Hurricane Hugo damage, 1989

Times reported \$3.7 billion in losses in the Lowcountry. It is important to note that the Board of Architectural Review resisted pressure from insurance companies to allow substitute materials during the reconstruction. Standing firm in allowing only in-kind replacement, the BAR referred owners to the South Carolina State Historic Preservation Office to apply for grants to finance proper repairs. Over the next few years, Charleston's buildings were repaired but the loss of much of the city's mature tree canopy changed the feel of the city.¹⁶⁹

Naval Base Closure

Charleston prepared itself for a damaging blow, this time from the U S Government. In 1992, the Defense Department called for the closure of the Charleston Naval Base, the Naval Hospital, the Naval Supply Center and other facilities. Community leaders fought the closure, which they believed would be an economic disaster. However, the community was able to absorb the loss of the base, and the local economy barely missed a beat. The area's population continued to boom, and construction was up. Suburban areas - made easily accessible by new infrastructure - expanded, and tourism, the port, services, health services, manufacturing, construction, educational institutions, and transportation all grew to fill the void.

Today, Charleston finds itself at a crossroads.

Charleston Today

Charleston was the site of explosive growth after Hurricane Hugo, and infrastructure could not keep up. Increasing traffic and the loss of the natural environment shocked many Charlestonians. Opposition to unlimited growth in the city's historic districts also grew in the 1980s and 1990s. According to Leland and Rosen, Mayor Riley responded to these concerns with "planning initiatives that included tourism management plans, historic preservation and management plans, height limits, public transportation, hotel zoning restrictions, and an emphasis on waterfront access."¹⁷⁰ Neighborhood organizations, and commissions on tourism were established during this time. One of the major projects to come out of this movement was Waterfront Park, on the site of the old State Ports Authority wharves on the Cooper River. The wharves had been razed by fire in the 1950s and never rebuilt. Financed by public and private funds, Waterfront Park opened in 1990 and includes twelve acres including a wharf and fishing pier. The South Carolina Aquarium, constructed at the foot of Calhoun Street on the Cooper River was paid for by state, county, city, and private funds. It opened in May 2000. The surrounding area, now known as "Aquarium Wharf" includes the Aquarium, the National Park Service's orientation and transportation facility for Fort Sumter, restaurants, offices, and an IMAX theater.

The increasing population and expanding economy of the 1980s and 1990s led to a number of civic improvement projects, including a new airport (1985), the North Charleston Coliseum (1993), the County Library on Calhoun Street (1998), and a baseball park on the banks of the Ashley River (1997). Infrastructure throughout the growing city was also improved, including the opening of Interstate 526 in 1992. One of the most notable infrastructure improvements was the construction of the Arthur Ravenel, Jr. Bridge. Two-and-one-half miles long, the main span towers stand five hundred seventy feet above the water, and the bridge had the longest cable-stayed main span in North America when it opened in 2005. The bridge serves as a symbol of the modern evolution of the city of Charleston.

The unique qualities of Charleston drew an increasing number of tourists every year, many of them desiring to buy a piece of what they saw. During the 1990s, many newcomers began purchasing historic houses as second homes, particularly within the Old and Historic District. Long-time Charlestonians reacted with alarm to the growing number of empty houses inhabited for only a few weeks out of the year, although in some ways this pattern is not that different from how the original owners would have used them. Regardless, many Charlestonians have begun to question the effects of historic preservation without community preservation and the negative effects of mass tourism and gentrification.

Conclusion

Today, Charleston finds itself at a crossroads. For many years the city confronted issues associated with economic decline and depopulation; today the situation has been reversed but vitality and population growth bring their own set of challenges. Charleston has fully recovered from Hurricane Hugo but finds itself faced with the ongoing problems stemming from population growth and attendant suburban sprawl and traffic congestion, rapidly inflating real estate values, gentrification and the conversion of houses into vacation rentals and part-time residences for outsiders. Although historic preservation is largely responsible for the popularity of Charleston as a tourist destination and second home seekers, preservationists have had to confront the consequences of Charleston's popularity with newcomers who may not fully appreciate what it means to live in an older home. Together, the City and groups such as Historic Charleston Foundation and the Preservation Society of Charleston are actively working to update the landmark Preservation Plan in order to define the most important character-defining features of Charleston and processes to ensure that the city will retain its unique qualities as it evolves.

NEXT STEPS



*Peace Street
Rosemont*

This Preservation Plan is ambitious in its vision for Charleston. Its development spanned more than one year, and even reading the entire document calls for dedication. Yet the most critical part is yet to come: What happens in the next two, five, ten, and thirty years will surely shape what Charleston becomes.

This Plan's recommendations set a course for a bright future that builds upon the city's rich heritage. Because they encompass community outreach and participation along with policy, enacting them will require ongoing commitment by citizens and community organizations in addition to city government.

This Plan's recommendations set a course for a bright future that builds upon the city's rich heritage.



To simplify planning and action, the following matrix compiles the 500-plus recommendations in the Preservation Plan and lays them out in an understandable format. Each recommendation includes a timeline and identification of the party responsible for its implementation. Responsible parties range from local government and organizations to state lawmakers; implementation timeframes stretch from immediate to long-term to ongoing.

This section is primarily intended as a policy tool, but it can also direct community members to other sections of the document that discusses recommendations of particular interest. Skimming this section should not be taken as a substitute for reading the entire Plan, as the text provides valuable context for understanding each recommendation.



	Organizations & Institutions	City Department & BAR Administration	Cross-Departmental, City, and/or County Policy	Ordinance Revision & Local Legislation	State & Federal Legislation
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New Construction

Design Policies

Approve Charleston Vision statements as part of Plan				●	
Establish citywide urban design principles R			●	●	
Conduct ACAs that can be used to assess development proposals and specify localized design characteristics to aid in decision-making consistency R	● ●	● ●			
Consistently enforce design standards and BAR decisions		●			
Prioritize quality contextual design by providing examples of appropriate contextual style and sponsoring design competitions	● ●	● ●			
Set high design standards with civic, institutional, and other large-scale buildings			○		
Facilitate continuing public dialogue through the Civic Design Center about successful design	○	○			
Consider a form-based approach to zoning A R				●	
Change zoning to regulate the number of stories rather than a fixed height, to allow for varied heights and roof forms and appropriate street-level proportions R				●	

Major Projects

Create a citywide 3-D digital model to help planners, citizens, and developers see how Major projects or projects in sensitive areas will affect area character and density R	●	●			
Consider demolishing inappropriately-scaled buildings and redeveloping the area with contextual buildings or public open space			● ●		
Locate higher-density projects in areas of planned transit, near major transportation corridors, and in gathering places		○	○		
Expand the Downtown Plan height study to include major gateways outside the Old City Height District R		●			
Build on the Downtown Plan's skyline assessment to identify contributing elements of the city skyline and protection strategies		●			
Study adjustment of parking requirements in areas classified as transitional zones by the character map to encourage appropriate redevelopment R				●	

FEMA Design Requirements

Consider a design competition to define a new Charleston architecture typology that complies with FEMA flood elevation requirements	● ●	● ●			
Develop design guidelines to offset FEMA flood elevation requirements		● ●	● ●		
Require nonresidential construction in flood zones to be flood-proofed per FEMA standards where possible				●	
Formalize the FEMA variance process to allow for more consistent reviews with the Building Inspections Division		●	●		
Consider pursuing a higher community rating under FEMA's Community Rating System to receive discounted flood premium rates, in conjunction with architectural and urban design solutions for increased building elevation			○		
Explore the possibility of a point-based credit system with insurance companies, in which insurance rates for older, pre-Flood Insurance Rate Map houses would be lowered if additional floodproofing conditions were met other than elevating the building			●		

Land Use and Regulation

Height, Scale, and Mass

Establish urban design principles as citywide policy R				●	
Enforce height limits by limiting variances		●			
Expand the Downtown Plan height study to include major gateways outside the Old City Height District R		●			
Change zoning to regulate number of stories rather than a fixed height to allow for varied heights and roof forms and appropriate street-level proportions R				●	
Require an area-specific minimum first-story height, except when FEMA regulations require a Base Flood Elevation of 5 feet or more				●	
Consider a form-based approach to zoning A R				●	

● Immediate ● Intermediate ● Long Term ○ Ongoing

	Organizations & Institutions	City Department & BAR Administration	Cross-Departmental, City, and/or County Policy	Ordinance Revision & Local Legislation	State & Federal Legislation
Density					
Maintain historic lot coverage requirements for all new projects, referencing Sanborn fire insurance maps and other historic maps (e.g., the 1852 Bridgens and Allen map) to understand areas' historical density		○			
Enforce density regulations, especially with regard to rental housing around colleges		●			
Designate "nodes" in transition areas near major intersections and corridors where zoning should permit higher-density developments		●	●		
Reduce parking requirements for mixed-use developments by adopting standards that allow shared parking				●	
Utilize auxiliary buildings and garage apartments as scattered-site affordable rental units R		●			
Uses					
Preserve open space as well as buildings: develop an open space conservation plan to plan for strategically located development on a citywide scale		●	●		
Encourage mixed-use development in neighborhood commercial districts and in defined locations along traffic corridors by zoning target areas as Gathering Places		●			
Conduct vacant/underutilized property survey	○	○			
Reference the Charleston County Comprehensive Greenbelt Plan to advance regional open space planning		●	●		
To maintain a diversity of uses, disallow the automatic down-zoning of existing commercial or mixed-use properties to residential use		●			
Change zoning to encourage traditionally mixed-use buildings to be reused for neighborhood-friendly commercial uses				●	
Study adjustment of parking in areas classified as transitional zones by the character map to encourage appropriate redevelopment R				●	
Publicize the MU-1/WH and MU-2/WH Districts, which offer incentives for provision of affordable housing		●			
Require developers to include a minimum of 20 percent below-market-rate units in all multifamily projects of ten units or more (also known as inclusionary zoning) L R				●	
Encourage reuse of historic neighborhood commercial buildings through rezoning incentives and public education about rehabilitation incentives		●	●		
Follow recommendations of the 2003 City of Charleston Parks and Recreation Master Plan 2012 for developing additional parks		○	○		
Open Space					
Set public open space requirement for new development				●	
Define and protect wetlands		○			
Create additional opportunities for public waterfront access, in part by requiring private riverside developments to provide publicly accessible docks R		●			
Illumination					
Establish appropriate lighting as a salient issue in Charleston, especially in historic districts and the approaches to them		●			
Adopt lighting regulations for Charleston, with special attention to the historic districts L		●			
Design Review: Preservation Ordinance					
Apply the Secretary of the Interior's Standards for the Treatment of Historic Properties as the formal basis for project evaluation, with a Charleston Standards Overlay				●	
Establish urban design principles as citywide policy R				●	
Review all facades for Category 1 and 2 buildings				●	
Amend the Preservation Ordinance to clarify enforcement procedures for the BAR R				●	
Establish demolition by neglect as an issue under BAR purview				●	
Redefine the Landmark Overlay as the Protected Resources Overlay				●	
Establish and communicate a Protected Resources designation process; establish means for public input to promote designation and inform the City in making designation decisions		●			
Cross-reference the Tree Ordinance with the Preservation Ordinance				●	

	Organizations & Institutions	City Department & BAR Administration	Cross-Departmental, City, and/or County Policy	Ordinance Revision & Local Legislation	State & Federal Legislation
Expanded Areas of Protection					
Create the Peninsula City District from the Crosstown Expressway to Mt. Pleasant Street, with BAR demolition review of all properties over 50 years old R				●	
Refine the boundary of the local Old and Historic District to Fishburne and Jackson Streets, including the Sofia Wilson Tract generally bordered by Rutledge Avenue and Sumter, King, and Fishburne streets				●●	
Apply to expand the Charleston National Register Historic District to the 1985 Geier-Brown-Renfrow Survey boundaries and the Sofia Wilson Tract R		●			
Extend BAR oversight of new construction, alterations, and demolitions to the Hampton Park Terrace National Register Historic District, the Cainhoy Historic National Register Historic District, the Ashley River National Register Historic District, and all Protected Resources R				●	
Identify concentrated areas of historic resources outside the historic districts and create conservation districts under the purview of the Commercial Corridor Design Review Board (CCDRB), BAR, and/or another established review board, with review of new construction, alterations, and demolitions of properties over 50 years old (review criteria should be less stringent than those for National Register Historic Districts)		●			
Establish review criteria for conservation districts		●			
Seek to renew incremental additions to the National Register Historic District, working in consultation with the State Historic Preservation Office and the National Park Service L		●			
Rethinking Board Responsibilities					
Extend CCDRB review and jurisdiction to include portions of the Neck not currently under review as well as new conservation districts off the peninsula (excepting Cainhoy)				●	
Remove the streets between Calhoun and Mt. Pleasant streets from CCDRB jurisdiction and place them under BAR review				●●	

Design Review: Review Process

Project Process					
At every stage of review, articulate findings that lead to approval, deferral, or denial of a project		○			
Establish three formal review tracks for Staff-Level, Regular, and Major projects		●			
Codify eligibility and procedures for all review tracks; make clear process charts available to public		●			
More formally define conceptual approval to ensure that projects approved for height, scale, and mass will not be reevaluated on those aspects at a later approval stage		●			
Use ACAs to assess development proposals in the neighborhood context		●●			
Assess a project's impact on archaeology as part of the permitting and review process if it falls inside an Archaeology Zone (see Archaeology)		●			
Formalize participation of preservation staff in the Technical Review Committee project forum to review pre-applications for Major projects and anticipate future difficulties		●			
Increase BAR support-staff capacity and training, along with increased staff-level review; periodically analyze staff capacity and need for growth		●○			
Publish staff-level approvals online for projects within BAR purview or conservation districts		●○			
Requirements and Fees					
Require applicants to state how projects comply with the Secretary of the Interior's Standards for the Treatment of Historic Properties ("Secretary's Standards")		●			
Require historic background research as part of project applications for Regular and Major projects		●○			
Require models that show building context for all Major projects and Regular projects in sensitive areas		●○			
Charge flat application fee for project review, with a scaled bonus fee due upon issuance of building permit; direct bonus fees to a fund to cover review fees and/or rehabilitation grants for owner-occupied low- to moderate-income housing		●			
Charge an archaeology fee for projects that fall inside specified Archaeology Zones R		●			

● Immediate ● Intermediate ● Long Term ○ Ongoing

	Organizations & Institutions	City Department & BAR Administration	Cross-Departmental, City, and/or County Policy	Ordinance Revision & Local Legislation	State & Federal Legislation
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Deadlines

Extend review period for Major projects to allow additional study by the public and BAR members		●			
Post a hearing notice on the affected property 7 days before the BAR meeting at which a project application will be heard		●			
Provide the application packet in either hard copy or electronic format to board members 7 days before the meeting		○			

City Standards

Create methods for determining the impact of Major projects or projects in sensitive areas: a citywide 3-D digital model (for visual impact), a Citywide Transportation Plan, and traffic studies for individual Major developments R		●	●		
On the City's website, provide historic guidelines, survey area maps, and links to the State Historic Preservation Office website and other relevant resources		●			
Use BAR files of individual buildings when reviewing neighboring properties or the same buildings at a later time		○			
Consider a form-based approach to zoning A R				●	

Design Review: Public Participation

Improve Access to Information

Develop a campaign to improve public perception of the BAR and to educate people on BAR procedures		●○			
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Increase Public Participation

Support formation of a Charleston African American Preservation Alliance	●○				
Encourage all neighborhood councils within the historic districts to create preservation subcommittees to monitor and respond to proposed projects		●			
Strongly encourage applicants to present Major projects to the neighborhood council before the initial BAR hearing, in addition to public comment at the application hearing		○			
Create volunteering and/or job training opportunities for community members in the proposed salvage program (see Materials)	●				

Design Review: Enforcement

Process

Amend the Preservation Ordinance to clarify enforcement procedures for the BAR R				●	
Budget to allow for more staff to enforce BAR regulations		●○			
Work with the Building Inspections Division to explore ways to better link the two departments and streamline code violation enforcement		○			
Provide a website and dedicated phone line to allow the public to report any violations or unauthorized construction activity		○			
Incorporate enforcement procedures – including timelines and fines – in handouts explaining the BAR process and on the City's website		●			

Penalties

Increase fines for repeat offenders and more significant violations, and channel penalty fines into a grant program or revolving loan fund for repairing low-income historic houses L			●		
Institute penalties for buildings demolished without approval			●		
Revoke business and contractor licenses as the penalty for repeated or significant violations L			●		
Set firmer deadlines for Livability Court-mandated actions			●		

	Organizations & Institutions	City Department & BAR Administration	Cross-Departmental, City, and/or County Policy	Ordinance Revision & Local Legislation	State & Federal Legislation
Design Review: Materials					
Require the use of quality materials that have proven themselves over time		○			
Conduct public education about the inherent benefits of older, historic materials	○	○			
Publish a Preservation Manual for Charleston that details types of buildings and materials, as well as an explanation of the Secretary's Standards and recommendations for conserving and adapting buildings for modern use A R	●●	●●			
Articulate circumstances in which the Secretary of the Interior's Standards for the Treatment of Historic Properties might allow more cost-efficient materials to be used in affordable housing rehabilitation projects R	●	●			
Organize a salvage program, such as the warehouse run by the Historic Charleston Foundation	●				
Provide rehabilitation consultation sessions and workshops to homeowners and tenants through a nonprofit-run educational program	●				

Design Review: Interiors

Adopt an ordinance enabling interiors of publicly owned Category 1 and 2 buildings to be protected through BAR review L				●●	
Include historic interiors in the survey rating system R		●			
Increase education for prospective property buyers, real estate agents, contractors, architects, and current owners on the value of retaining historic interior materials and finishes R	○	○			
Require that demolition plans and existing conditions photographs be part of the design review submittal for Category 1 and 2 building projects				●	
Require Historic American Building Survey (HABS) Level II extensive documentation of interiors in historic district and landmark buildings that will be drastically altered L R				●	
Encourage donations of easements on privately owned interiors through better publicity and more incentives from the easement-holding organization	●				
Set a precedent by encouraging the donation of easements on publicly accessible interiors of publicly owned historic buildings	●		●		
Encourage property owners who remove historic elements to salvage and store them on-site in basements or attics, or to donate them to a salvage program	○				

Preservation Education

Educate the Public					
Encourage local preservation organizations to staff an educational program, with community education seminars and presentations that reach out to and engage all areas or neighborhoods R	○				
Publish a Preservation Manual for Charleston that details types of buildings and materials, as well as an explanation of the Secretary's Standards and recommendations for conserving and adapting buildings for modern use A R	●●	●●			
The following materials should be widely publicized and made available to community members: relevant ordinances, processes and procedures, public notices of BAR meetings and decisions, the Secretary of the Interior's Standards for the Treatment of Historic Properties, preservation bulletins, Sanborn maps, best practices of preservation, and guidelines on how to conduct research on historic properties		●			
Use the Civic Design Center as a forum to educate and engage the community on important preservation topics and relevant design issues		○			
Provide web links to related organizations and programs: historic preservation, affordable housing, award-winning projects, etc.		●			
Provide welcome packets at real estate agents' offices which illustrate spaces that have been rehabilitated according to the Secretary's Standards	●●				
Increase education for prospective property buyers and current owners on the value of retaining historic interior materials and finishes R	●○	●○			
Partner with schools, contractors, and artisans to do energy-efficient retrofits, training in sensitive rehabilitation and traditional building trades, and window repair R	●	●			
Educate the public about archaeology R	○	○	○		

● Immediate ● Intermediate ● Long Term ○ Ongoing

	Organizations & Institutions	City Department & BAR Administration	Cross-Departmental, City, and/or County Policy	Ordinance Revision & Local Legislation	State & Federal Legislation
Work with congregations that own significant historic buildings and cemeteries to educate the public and preserve the historic fabric	● ○	● ○	● ○		
Expand home tour programs to include historic homes of a variety of styles and scales, or those that have won preservation awards in the past	● ●				
Encourage the Historic Charleston Foundation and the Preservation Society of Charleston to reassess the financial value of easements as associated with their donation fee requirements, increase the fees, and use the additional revenue to staff education programs	● ●				

Educate BAR, CCDRB and Staff

Expand BAR orientation and continuing education program to provide all members with common understanding of standards, different types of projects, and vernacular Charleston architecture and twentieth-century architecture		● ○			
Provide continuing education for staff members to ensure common background on preservation issues and improve speed and consistency of review process		●	●		
Budget for preservation/Board staff to allow for continuing education opportunities through conferences, seminars, etc.		●			
Continue and strengthen annual review of BAR-approved projects to identify and learn from successes and failures		●			

Educate Professionals

Offer preservation seminars and workshops to real estate agents and contractors	● ○	● ○			
Introduce contractor accreditation/continuing education unit program through local historic preservation organizations and colleges	● ○				
Consider ways to educate banks and insurance agencies about historic preservation	●	●			

Incentives for Preservation

Apply to expand the Charleston National Register Historic District to the 1985 Geier-Brown-Renfrow Survey boundaries and the Sofia Wilson Tract R		● ●	● ●		
Campaign for state legislation to explicitly enable Transfer Development Rights (TDRs), to be used from designated historic properties or historic rural/cultural landscapes to other areas of the city targeted for dense development L R					●
Reduce fees and expedite reviews of designated historic buildings and properties that have easements or covenants		●	●		
Create local incentives, including adopting local property tax incentives (like the Bailey Bill) for historic preservation				● ●	
Encourage Charleston and Berkeley counties to partner with the City of Charleston in enabling and offering TDRs R				●	
Support state and national legislation that encourages use of historic resources through tax credits and other measures					○
Focus a portion of Tax Increment Financing and Community Development Block Grant funds on reuse and rehabilitation projects in target areas			● ●		
Creatively use transportation funds to support preservation and rehabilitation of historic roadways and commercial corridors			●		
Create and publicize an information clearinghouse for preservation-related incentives	● ●				
Encourage existing nonprofit organizations to work in partnership with the City's Redevelopment and Preservation Commission to take advantage of New Markets Tax Credits; the Commission might act as a funding clearinghouse for renovations and maintenance of resident-owned buildings in the Renewal Community.	●	●			
Offer support to property owners who may be interested in incentives through "office hours" at local preservation organizations or the City, where citizens can obtain guidance on qualifying and applying for incentives	●	●			

Economic Impact

Encourage sustainable tourism through high standards for tour companies and showcasing educational attractions	○				
Promote exhibits and tours that include Charleston's evolution to the present	○				
Petition the Accommodations Tax Advisory Committee to direct Accommodations Tax revenue to support housing for employees of the tourism industry L R			●	●	

	Organizations & Institutions	City Department & BAR Administration	Cross-Departmental, City, and/or County Policy	Ordinance Revision & Local Legislation	State & Federal Legislation
Accessibility					
Continue the ADA Compliance Office task force that assesses properties' level of accessibility; include preservation representatives			○		
In the proposed Preservation Manual, include examples of sensitively-designed accessibility features that are well integrated into the historic fabric A	●	●			
Make ADA Standards available through the City and preservation organizations, along with an explanation of what they might mean for owners of historic properties			●		

Growth and Sprawl

Support and participate in integrated regional planning		○	○		
Reinforce Charleston's natural urban/rural edge by formalizing the Urban Growth Boundary in the City's Comprehensive Plan and zoning regulations; strictly maintain the boundary		●○		●○	
Use zoning to encourage compact development patterns that minimize land consumption				○	
Develop strategies to encourage infill development				○	
Restrict the provision of public water and sewers to areas within the Urban Growth Boundary, as was done on Johns Island in 2007			●		
Work with the Center for Heirs' Property Preservation to publicize heirs' property assistance and implement policies conducive to preserving traditional communities, such as the Gullah Culture Preservation Exemption R			○		
Work closely with land trusts and encourage their work outside the urban growth boundary	○	○			
Campaign for state legislation to explicitly enable Transfer Development Rights (TDRs) to be used from designated historic properties or historic rural/cultural landscapes to other areas of the city targeted for dense development L R					●
Encourage Charleston and Berkeley counties to partner with the City of Charleston in enabling and offering TDRs R			●		●
Consciously plan for the scale, form, and landscape of roadways, with special attention to entry corridors from outlying areas into the historic center of Charleston R		●●			
Evaluate the land use and transportation issues that the I-526 extension is intended to address, and engage in a thorough analysis of alternative projects that could also solve the problems and avoid sprawl R		●	●		
Explore the possibility of creating state or national recreation areas					●

Transportation and Infrastructure

Transportation					
Develop a phased Citywide Transportation Plan, including pedestrian and bicycle routes, and provide for regular updates			●		
Develop a traffic flow model and require developers to evaluate large new developments using the model R			●		
Divert heavy traffic flow away from residential areas			●○		
Improve mass transit throughout the city			○		
Reduce traffic flow south of Calhoun Street through free downtown shuttles and more traffic-calming measures			●○		
Further restrict large trucks and allow only smaller buses south of Calhoun Street to reduce potential damage from heavy vehicle vibrations				●	
Begin and implement Park and Ride programs to downtown; incorporate Park & Ride areas into large new residential developments like Magnolia			●●		
Reduce speed limits south of Calhoun Street to reduce vehicle vibrations				●	
Levy a traffic impact fee on new developments (scaled by size) to fund the Citywide Transportation Plan and traffic flow model L				●	
Infrastructure					
Reinforce the role of historic corridors as commercial or residential corridors with future development projects		○			

● Immediate ● Intermediate ● Long Term ○ Ongoing

	Organizations & Institutions	City Department & BAR Administration	Cross-Departmental, City, and/or County Policy	Ordinance Revision & Local Legislation	State & Federal Legislation
Create design standards for all streetscapes where they do not exist already			○		
Assess the health of mature trees that define and enhance historic neighborhoods and scenic roads; develop a maintenance and replacement program for them R			●		
Preserve street trees and plant more native trees			●		
Undertake a street survey to note paving materials and conditions, with special attention to original or historic paving			●		
Maintain and restore historic paving where it exists			●		
Codify policy to make grounding utilities a priority when repairing streets and sidewalks			○	○	
Maintain road surfaces, especially south of Calhoun Street, to reduce potential damage to buildings from vibrations			○		
Set policies that require that road improvement projects be sensitive to scenic and historic roads and streets, respecting trees, materials, and other character-defining qualities			●		
Apply for National Scenic Byway status for undesignated scenic roads			●		
Work with utility companies and private developers to maintain design standards; build standards into the project approval process		●			
Continue to implement stormwater capital improvements; increase investment in drainage efforts and update the Master Drainage and Floodplain Management Plan as needed R			○		
Utilize railway rights-of-way as rail-to-trail bicycle paths and commuter railways			●		
Create more bicycle and pedestrian facilities, including bike path networks, dedicated bike lanes, and bike/pedestrian crossings at major arteries			●		

Institutional Stewardship

<i>City of Charleston</i>					
Levy institutional impact fees on new construction for infrastructure investment, or require institutions to build infrastructure to City standards				●	
Use zoning to clearly establish institutional boundaries		●			
Encourage all institutions to implement aggressive transportation demand management (TDM) programs R			○		
Work with MUSC and the College of Charleston to produce design guidelines for larger buildings, with examples of recent buildings that successfully transition from larger-scale institutions to smaller-scale residential neighborhoods R		●			
Lobby for increased deferred maintenance budgets at the state level R					●
Request that institutions complete housing master plans as part of any major increase in student or faculty numbers		● ●			
Encourage institutions to take responsibility for student housing and develop workforce housing programs		●			
Request state acknowledgement of historic campus buildings as a factor in state-level planning and budgeting R					●
<i>American College of the Building Arts</i>					
Develop master plans for the McLeod Plantation campus and the Navy Yard campus R			●		
Develop a public access plan and interpretive plan for McLeod Plantation (see Neighborhoods, James Island section) R			●		
Continue with plans to develop the Old City Jail into a preservation center and laboratory			●		
<i>The Citadel</i>					
Develop a growth and resources management master plan with a historic preservation component	●				
Establish a growth boundary and parking plan			●		
Engage in joint planning with MUSC	●				
Lobby for a deferred maintenance budget at the state level R					●
Implement an aggressive transportation demand management (TDM) program R	●				
Request state acknowledgement of historic campus buildings as a factor in state-level planning and budgeting R					●

	Organizations & Institutions	City Department & BAR Administration	Cross-Departmental, City, and/or County Policy	Ordinance Revision & Local Legislation	State & Federal Legislation
College of Charleston					
Add a historic preservation component to the Campus Master Plan	●				
Follow the Campus Master Plan recommendation to create deliberate campus edges, especially in the northern part of campus	●●				
Restrict parking for freshmen	●				
Work with the City to produce design guidelines for larger buildings, with examples of recent buildings that successfully transition from larger-scale institutions to smaller-scale residential neighborhoods R	●	●			
Expand Charleston urban design and architectural principles by showing examples of good execution in recent buildings	●				
Limit total enrollment to the number of students the College can physically accommodate	●				
Follow the Campus Master Plan recommendations to continue remote parking arrangements with CARTA shuttles and seriously consider more satellite parking locations, possibly partnering with MUSC or The Citadel	●				
Aim to strike a balance between high-density buildings that will satisfy growth needs and smaller-scale designs that fit the historic character of the campus and surrounding neighborhoods	○	○			
Implement an aggressive transportation demand management (TDM) program R	●				
Develop a workforce housing program to help faculty and staff live nearby	●●				
Lobby for increased deferred maintenance budgets at the state level R					●
Request state acknowledgement of historic campus buildings as a factor in state-level planning and budgeting R					●
Continue to construct student housing on campus R	●				
MUSC					
Identify historic buildings on campus and integrate maintenance and preservation into the Master Plan, along with appropriate smaller-scale uses	●				
Add a historic preservation component to the Master Plan	●				
Follow recommendations of Campus Design Guidelines to create a similar scale, proportions, materials, form, and hierarchy in all new construction and renovation projects	○				
Direct any campus growth and growth of associated facilities to the west and northwest, away from historic neighborhoods R	○				
Work with the City to produce design guidelines for larger buildings, with examples of recent buildings that successfully transition from larger-scale institutions to smaller-scale residential neighborhoods R	●	●			
Follow through to set guidelines for landscapes and streetscapes	●	●			
Create deliberate edges and gateways to the campus, as well as connections to the adjacent neighborhoods	●	●			
Use major corridors as dividing lines, with buildings of different heights but similar architectural styles and rhythms	●	●			
Develop mass transit/carpool/satellite parking systems to reduce congestion	●○				
Implement an aggressive transportation demand management (TDM) program R	●				
Engage in joint planning efforts with The Citadel	●				
Request state acknowledgement of historic campus buildings as a factor in state-level planning and budgeting R	●				
Lobby for a deferred maintenance budget at the state level R	●				
Develop a workforce housing program to help faculty and staff live nearby	●●				
Partner with the City of Charleston to enact the Gateway District recommendations in the Spring and Cannon Corridor Plan as appropriate	●	●			
Port of Charleston					
Evaluate and update the Union Pier Concept Master Plan when redevelopment is again considered, working closely with the City	●●	●●	●●		
Engage the City of Charleston in redevelopment planning efforts	○	○			
Continue the street grid and respect viewsheds to the water when redeveloping the property	○				
Include affordable units in the housing component for the Union Pier redevelopment R	●●				

● Immediate ● Intermediate ● Long Term ○ Ongoing

	Organizations & Institutions	City Department & BAR Administration	Cross-Departmental, City, and/or County Policy	Ordinance Revision & Local Legislation	State & Federal Legislation
Character Map					
Refine the character map		●			
Use the refined character map to guide large-scale development in Charleston		●○			

Sustainability and Preservation

City Policy					
Continue efforts to make Charleston more environmentally sustainable, including reduction of greenhouse gas emissions, improvement of public transportation, and the creation of energy efficiency programs		●○	●○		
Public Education					
Publish a Preservation Manual for Charleston that details types of buildings and materials, as well as an explanation of the Secretary's Standards and recommendations for conserving and adapting buildings for modern use A R	●●	●●			
Appoint a sustainability coordinator to work with the City, County, nonprofits, the preservation community, and the environmental community		●			
Encourage local preservation organizations to staff an educational program, with community education seminars and presentations that reach out to and engage all communities; include programs on weatherizing and insulating historic houses R	●				
Materials Reuse					
Organize a salvage program, such as the one run by HCF R	●				
Provide consultation sessions and workshops to homeowners and tenants through a nonprofit-run educational program R	●				

Archaeology

Create and adopt an Archaeology Ordinance				●	
Develop an interagency Memorandum of Agreement that establishes the City of Charleston as a consulting agency in the OCRM/SHPO review process		●			
Refer to existing studies and fund research as necessary to create an archaeological site map to prioritize and focus archaeological review on areas more likely to hold significant archaeological resources, considering potential resources outside the early city; share the map with SHPO and Charleston and Dorchester counties		●	●		
With SHPO and county governments, use the archaeological site map to assess a project's impact on archaeology as part of state and local permitting processes		●	●		
Charge an archaeology fee for projects that fall inside specified Archaeology Zones R				●	
Convene an Archaeological Advisory Board to consider appeals, provide staff support, and help balance project priorities	●●	●●	●●		
Hire enough staff members to review projects too small to fall under Coastal Zone Consistency review, including a City Archaeologist		●			

Affordable Housing

Create More Affordable Housing					
Continue existing homeownership and rehabilitation programs, such as the Homeownership Initiative and those programs administered by the Redevelopment and Preservation Commission		○			
Pass a Local Preservation Reinvestment Act that uses a fee on new or significantly rehabilitated market-rate housing developments to rehabilitate deteriorated historic building stock for affordable housing L				●●	
Educate developers about the benefits of combining Low Income Housing Tax Credits and Historic Rehabilitation Tax Credits	●	●			

	Organizations & Institutions	City Department & BAR Administration	Cross-Departmental, City, and/or County Policy	Ordinance Revision & Local Legislation	State & Federal Legislation
Utilize auxiliary buildings and garage apartments as scattered-site affordable rental units, with property tax credits granted as incentives R		●			
Hold a design competition for Charleston-style modular affordable housing	●	●			
Require developers to include a minimum of 20 percent below-market-rate units in all multifamily projects of ten units or more (also known as inclusionary zoning) L R				●	
Create and build the capacity of community land trusts that own the underlying land on which a house is built; the trust would sell the house and lease the land to ensure long-term affordability R	●	●			
Continue to make available long-term low-interest loans from the city and partner lending organizations that only require repayment of a portion of the loan; if the house is sold, the remaining balance of the entire loan becomes due	●	●			
Articulate circumstances in which the Secretary of the Interior's Standards for the Treatment of Historic Properties might allow more cost-efficient materials to be used in affordable housing rehabilitation projects R	●	●			
Reduce taxes to make holding historic buildings as low-income rental housing financially viable L				●	
Encourage larger companies to participate in an Employer-Assisted Housing program similar to that of the City		●●			
Lobby the state to allow real estate transfer fees to be retained by municipalities for affordable housing and open space/land conservation acquisitions L					●
Retain Historic Housing Stock					
Establish a revolving loan fund to support the City's ongoing rehabilitation of houses owned by low-income earners, possibly through a fee on new market-rate housing and/or channeling code violation fines	●	●			
Base property taxes for rehabilitated houses on before-renovation values for a number of years per the Bailey Bill (South Carolina Code of Laws Sections 4-9-195 and 5-21-140)				●	
Provide property tax breaks for low-income homeowners				●	
Expand programs to include volunteer community labor in maintaining historic houses for low/moderate-income homeowners (such as Neighbors' Labors)	●				
Work with the Center for Heirs' Property Preservation to publicize heirs' property assistance and implement policies conducive to preserving traditional communities R	○	○			
Create financial resources for rehabilitation of historic buildings into affordable housing (expand resources for smaller projects) and keep rental housing affordable through low-interest loans	●	●			
Publish a Preservation Manual with information about rehabilitation techniques, energy efficiency, and funding sources A R	●●	●●			
Partner with schools, contractors, and artisans to do energy-efficient retrofits, training in sensitive rehabilitation and traditional building trades, and window repair R	●	●			
Levy fees when affordable housing units are removed from the market to discourage loss L				●	
Consider rent control for all rental housing units in Charleston L				●	
Encourage developers to create funds such as the Staying Put Fund to help area owners offset rising property taxes	●	●			
Involve local construction companies in training high school students to repair and rehabilitate historic properties	●	●			
Improve Process					
Centralize resources and coordinate efforts for preservation-based community revitalization		●	●		
Streamline building rehabilitation codes to improve the economics of rehabilitation projects				●	
Create an expedited affordable housing review/permit track			●		
Create the position of development review/affordable housing liaison		●			
Develop lower-cost, historically sensitive design and materials standards for affordable housing developments and rehabilitations		●			
Streamline affordable housing BAR review, possibly by using standardized designs		●			

● Immediate ● Intermediate ● Long Term ○ Ongoing

	Organizations & Institutions	City Department & BAR Administration	Cross-Departmental, City, and/or County Policy	Ordinance Revision & Local Legislation	State & Federal Legislation
Connect Preservation and Community Development					
Hold community workshops to gather input and educate all communities about affordable housing and historic preservation (include benefits of National Register listing)	● ○				
Support heirs' property owners in clearing title to their land, with follow-up attention to qualifying for Community Development Block Grant funds	● ●				
Create continuing community infrastructure such as community development corporations, shared-equity housing, and community land trusts to ensure that housing units remain affordable	● ●	● ●			

Disaster Preparedness and Recovery

Preparedness					
Convene a Preservation Response Network to develop and annually update a Heritage Disaster Management Plan A	● ●	● ●			
Develop model emergency ordinances for post-disaster demolition and repair that protect historic resources against unnecessary loss of historic fabric and speculative demolitions				●	
Incorporate existing and future surveys into the City's GIS database, creating a historic resource overlay that includes historic districts, landmarks outside of districts, and conservation districts R		●			
Maintain GIS map with up-to-date FEMA flood zones and the historic resource overlay		●			
Include Preservation Response Network member(s) in Charleston's emergency response command efforts			●		
Expedite but do not suspend BAR design review requirements after a disaster		○			
Appoint a preservation representative to the county Hazard Mitigation Project Committee			●		
Include a schedule and budget for an ongoing resources survey of the entire city R		● ●			
Apply for funding for historic building retrofits through the State Hazard Mitigation Grant Program		● ●			

Public Education					
Publish basic disaster management/recovery principles for historic buildings as part of the Preservation Manual recommended by this Plan and in preservation bulletins A	● ●	● ●			
Publicize preventative maintenance and weatherizing measures through the proposed Preservation Manual A	● ●				
Offer workshops on weatherizing buildings	●				
Publish targeted Preparedness/Management/Mitigation brochures, and a Preparedness checklist, for occupants and owners of buildings, historic and otherwise	●	●			
Publish or redistribute preservation bulletins that cover disaster response for historic buildings	●	●			

Neighborhoods

Lower Peninsula					
Continue to strictly safeguard Lower Peninsula historic resources and historic streetscapes		○			
Use zoning to protect mixed-use buildings and provide incentives to encourage corner store retention and reuse R				●	
Further explore location-based affordability programs			●		
Support the College of Charleston in constructing additional on-campus student housing R			○		
Include affordable units in the housing component for the Union Pier redevelopment R			● ●		
Consider a form-based approach to zoning to provide an easily understood process for determining density in neighborhoods R				●	
Require Historic American Building Survey (HABS) Level II extensive documentation of interiors in historic district and landmark buildings that will be drastically altered L R				●	

	Organizations & Institutions	City Department & BAR Administration	Cross-Departmental, City, and/or County Policy	Ordinance Revision & Local Legislation	State & Federal Legislation
Petition the Accommodations Tax Advisory Committee to direct Accommodations Tax revenue to support housing for employees of the tourism industry L R				●	
Conduct ACAs to articulate the character and defining characteristics of Lower Peninsula neighborhoods	●●	●●			
Publish a Preservation Manual for Charleston that details types of buildings and materials, as well as how to conserve and adapt buildings for modern use A R	●●	●●			
Practice strategic growth management to direct large developments to areas better suited for large, dense projects R			○		
Extend the river walk around the peninsula			●		
Improve public access to the Ashley River at the City Marina and the west marshes			●		
Install underground wiring throughout the Lower Peninsula			●		
Continue to implement stormwater capital improvements; increase investment in drainage efforts and update the Master Drainage and Floodplain Management Plan as needed R			●●		
Mid-Peninsula					
Apply to expand the Charleston National Register Historic District to the 1985 Geier-Brown-Renfrow survey boundaries and the Sofia Wilson Tract R		●			
Conduct community outreach and education about National Register listing and historic preservation	●				
Use zoning to protect mixed-use buildings and provide incentives to encourage corner store retention and reuse R				●	
Direct bonus fees to a fund to cover review fees and/or rehabilitation grants for owner-occupied low- to moderate-income housing			●		
Direct the growth of MUSC's campus and associated facilities to the west and northwest, away from historic neighborhoods R	○	○			
Create more affordable housing and retain historic housing stock through new construction and rehabilitation (see Housing Affordability)	○	○			
Develop plans for infill and redevelopment in concert with the Cooper River Bridge Neighborhood Redevelopment Plan		●			
In large redevelopment areas, create purposeful transitions between historic areas and new development		●○			
Encourage new developments to honor historical development patterns using smaller block sizes		●			
Recommend that redevelopment areas consider providing localized sites for commercial uses, if none exist, in order to continue a diversity of uses		●			
Require developers to state explicitly how a new building or substantial modifications fit in with existing buildings and follow other recommendations in the Spring and Cannon Corridor Plan		●○			
Create additional opportunities for public waterfront access R			○		
Reevaluate zoning to reflect current and desired uses, considering the benefits of a diversity of uses				●	
Implement downzoning as recommended in the Spring and Cannon Corridor Plan		●			
Enforce residential zoning in areas adjacent to commercial corridors		●			
Conduct ACAs to articulate the character and defining characteristics of Mid-Peninsula neighborhoods	●●	●●			
Encourage developers to hold design competitions for large new developments	○	○			
Use zoning to establish clear boundaries for historic residential areas and ensure sensitive transition from larger new development to small-scale neighborhoods				●●	
Initiate streetscape improvements, akin to King Street corridor, with a focus on major corridors such as Ashley and Rutledge Avenues and Coming Street			●●		
Develop a traffic flow model and require developers to evaluate large new developments using the model R			●		
Beautify the Crosstown as an avenue, with landscaping features, sidewalks, and crosswalks			●		
Improve pedestrian and bicycle routes throughout the Mid-Peninsula with sidewalks, crosswalks, bike lanes, and separate bike-pedestrian routes when possible R			●		
Convert Ashley Avenue, Rutledge Avenue, Spring Street, and Cannon Street to two-way traffic, pending transportation analysis			●		
Encourage MUSC to anticipate, manage, and reduce traffic associated with its activities and expansion	○	○			
Implement the infrastructure recommendations of the Spring and Cannon Corridor Plan and the Cooper River Bridge Neighborhood Redevelopment Plan		○	●●		

● Immediate ● Intermediate ● Long Term ○ Ongoing

	Organizations & Institutions	City Department & BAR Administration	Cross-Departmental, City, and/or County Policy	Ordinance Revision & Local Legislation	State & Federal Legislation
Continue to implement stormwater capital improvements; increase investment in drainage efforts and update the Master Drainage and Floodplain Management Plan as needed R			○		
With the City's Local Development Corporation (LDC), publicize Renewal Community business tax incentives to prospective entrepreneurs R			●		
Upper Peninsula					
Apply to extend the National Register Historic District to the Sofia Wilson Tract (designated eligible in 2004) R				●	
Create the Peninsula City District from the Crosstown Expressway to Mt. Pleasant Street, with BAR demolition review of properties over 50 years old R				●	
Extend BAR oversight of new construction, alterations, and demolitions to the Hampton Park Terrace National Register Historic District R				●	
Designate Wagener Terrace and North Central as conservation districts				●	
Assess the health of mature trees that define and enhance the Upper Peninsula's historic neighborhoods; develop a maintenance and replacement program for them R			●○		
Conduct a public education campaign regarding the value of oversight of historic resources, BAR processes, and rehabilitation standards	●○	●○			
Educate Hampton Park Terrace residents about federal and state rehabilitation tax credits, easements, and FEMA variances involved with National Register listing	●				
Use zoning to protect mixed-use buildings and provide incentives to encourage corner store retention and reuse R				●	
Create and build the capacity of community land trusts that own the underlying land but sell the houses with an affordability restriction R	●				
Create additional opportunities for public waterfront access R			○		
Create more parks in underserved neighborhoods such as the East Central neighborhood and the Cooper River Bridge area			●		
Redevelop Brittlebank Park to reinforce the system of linked waterfront greenspaces being developed for bike/pedestrian use			○		
Maintain Hampton Park as a passive park where landscape predominates			○		
Conduct ACAs to articulate the character and defining characteristics of Upper Peninsula neighborhoods; require new construction to be sensitive to the appraisals	●●	●●			
Define a scale and character for new developments that does not overwhelm existing development		●○			
Improve pedestrian and bicycle routes throughout the Upper Peninsula with sidewalks, crosswalks, bike lanes, and separate bike/pedestrian routes when possible R			●		
Continue to implement stormwater capital improvements; increase investment in drainage efforts and update the Master Drainage and Floodplain Management Plan as needed R			○		
Educate people about historically mixed-use neighborhoods typical of urban areas to counteract the residential-only mentality	●○				
Encourage redevelopment of Morrison Drive and Upper Meeting Street in the new bridge area, consulting the Cooper River Bridge Neighborhood Redevelopment Plan	●	●			
Encourage the development of Huger Street as a new commercial corridor		●			
Develop a reuse plan for the old Trolley Barn and Mattress Factory buildings on Meeting Street	●	●			
Redevelop the King's Plaza area into a more urban, mixed-use development	●	●			
With the City's Local Development Corporation (LDC), publicize Renewal Community business tax incentives to prospective entrepreneurs R			●		
Encourage mini farmers' markets in appropriate locations	●				
The Neck					
Conduct an architectural survey of the Neck area to identify architectural resources, and designate those properties as National Register resources or protected resources under BAR protection		●			
Revise zoning to reflect existing neighborhoods (see Neck Plan Zoning Strategy)				●	
Educate brownfields developers on historic preservation incentives for historic industrial buildings	○				
Create a buffer of protected open space around Magnolia Cemetery and other historic cemeteries; protect the viewsheds from Magnolia Cemetery to the Cooper River				●	
Pass inclusionary zoning to require new developments to include housing units for very low-, low-, and moderate-income earners				●	

	Organizations & Institutions	City Department & BAR Administration	Cross-Departmental, City, and/or County Policy	Ordinance Revision & Local Legislation	State & Federal Legislation
Create additional opportunities for public waterfront access R			○		
Rezone marsh areas to Conservation as local protection in addition to federal and state laws				●	
Develop a community park in the Neck			●		
Practice strategic growth management to direct large developments to areas better suited for large, dense projects R			●○		
Conduct ACAs that (a) examine house and lot size and prevailing architectural style in residential areas and (b) survey industrial areas for historical significance and building reuse potential	●●	●●			
Create buffers, boundaries, and intentional transitions between new and existing development		○			
Encourage new architecture in large developments to reference the Neck's industrial history		●○			
Build roads connecting Silver Hill and Rosemont neighborhoods to the new Magnolia street network, in partnership with Magnolia Development			●		
Improve pedestrian and bicycle routes throughout the Neck with sidewalks, crosswalks, bike lanes, and separate bike/pedestrian routes when possible R			●		
Establish light-rail service from the Neck south and north			●		
West Ashley					
Designate Wappoo Heights, the Crescent, Old Windemere, South Windemere, Byrnes Downs, Moreland, Avondale, Maryville, and Ashleyville as conservation districts				●	
Extend BAR oversight of new construction, alterations, and demolitions to the portion of the Ashley River National Register Historic District within the City of Charleston R				●	
Publish a Preservation Manual for Charleston that details types of buildings and materials, as well as how to conserve and adapt buildings for modern use A R	●●	●●			
Protect historic commercial areas like the Avondale commercial district through zoning				●	
Adopt zoning that requires smaller lots and dense "Town and Country" development				●	
Consciously plan for the scale, form, and landscape of roadways, with special attention to entry corridors from outlying areas into the historic center of Charleston R		●●			
Publicize the benefits of conservation easements in conjunction with the Lowcountry Open Land Trust and other conservation easement holders R	○				
Create additional opportunities for public waterfront access R			●		
Implement Century V City Plan recommendations for open space			○		
Develop a Comprehensive Plan for West Ashley in conjunction with Charleston County, to guide future development and preservation		●	●		
Conduct ACAs to articulate the character and defining characteristics of West Ashley neighborhoods; require new construction to be sensitive to the appraisals R	●●	●●			
Direct traffic away from existing residential neighborhoods through signs and traffic-calming measures			●		
Improve pedestrian and bicycle routes throughout West Ashley with sidewalks, crosswalks, bike lanes, and separate bike/pedestrian routes when possible R			●		
Implement recommendations of the Ashley Bridge District Plan, especially with regard to public improvements			●		
Make the Ashley River waterfront accessible to pedestrians and cyclists			●		
Improve the West Ashley Greenway through bike/pedestrian road crossings and regular upgrades			●		
James Island					
Conduct ACAs to articulate the defining characteristics of James Island neighborhoods, including landscape	●	●			
Designate Riverland Terrace as a conservation district				●	
Work with the Center for Heirs' Property Preservation to publicize heirs' property assistance and implement policies conducive to preserving traditional communities R	○				
Assess the health of mature trees that define and enhance James Island's historic neighborhoods and scenic roads; develop a maintenance and replacement program for them R			●○		
Protect scenic roads and byways			○		

● Immediate ● Intermediate ● Long Term ○ Ongoing

	Organizations & Institutions	City Department & BAR Administration	Cross-Departmental, City, and/or County Policy	Ordinance Revision & Local Legislation	State & Federal Legislation
Protect Civil War–era earthworks with conservation easements, buffers, and other open space protection measures	●				
Support the American College of the Building Arts in preserving McLeod Plantation and providing an education center open to the public	●○	●○			
Support the development of a master plan for McLeod Plantation R	●				
Support the development of a public access plan for McLeod Plantation, including the waterfront, so that ACBA will be able to incorporate a public education and access component to its mission as it develops and grows R	●●	●			
Support the development of an interpretive plan for McLeod Plantation's buildings, utilizing its historic context to promote awareness of quality building methods in the Building Arts R	●●	●			
Encourage ACBA to keep the fields open for production of crops relevant within the historic context of the plantation	●○				
Establish a maximum (in square feet) for built space on McLeod Plantation		●			
Require the design of new buildings to be rural in siting and massing		●●			
Consider a joint venture with ACBA and historic preservation nonprofits to maintain open access to the plantation grounds and offer activities and public tours of the property and main house, when not in use by the American College of the Building Arts	●	●			
Partner with open space organizations and county governments to preserve open space R	○	○	○		
Publicize the benefits of conservation easements in conjunction with the Lowcountry Open Land Trust and other conservation easement holders R	○				
Improve waterfront access with boat landings and parks			●●		
Preserve viewsheds along the waterfront R			○		
Draw clear boundaries for preserved open space so that roads are constructed with regard to rural landscapes and viewsheds			●		
Direct traffic away from existing residential neighborhoods			●		
Improve pedestrian and bicycle routes throughout James Island with sidewalks, crosswalks, bike lanes, and separate bike/pedestrian routes when possible R			●		
Johns Island					
Provide assistance to privately owned historic properties for maintenance, rehabilitation, and open space preservation	○				
Educate the public about rural archaeology R	●				
Record all cemeteries and gravesites in historic survey efforts		●			
Include a cemetery and gravesite overlay in the archaeology map and the City's Geographical Information Systems (GIS) database		●			
Enforce state and local regulations regarding cemeteries		○	○		
Enforce the Urban Growth Boundary and rezone all land outside the growth boundary to appropriately low densities				●○	
Partner with open space organizations and county governments to preserve open space R	○	○	○		
Evaluate the land use and transportation issues that the I-526 extension is intended to address, and engage in a thorough analysis of alternative projects that could also solve the problems and avoid sprawl R		●	●		
Campaign for state legislation to explicitly enable Transfer Development Rights (TDRs) to be transferred from designated historic properties or rural areas to other areas of the city targeted for dense development L R					●
Publicize the benefits of conservation easements in conjunction with the Lowcountry Open Land Trust and other conservation easement holders R	○				
Work with the Center for Heirs' Property Preservation to publicize heirs' property assistance and implement policies conducive to preserving traditional communities R	○				
Preserve viewsheds along the waterfront R			○		
Work with Charleston County's Greenbelt Advisory Board to implement the Comprehensive Greenbelt Plan for Charleston, particularly for Johns Island		○	○		
Conduct ACAs to articulate the character and defining characteristics of Johns Island areas and neighborhoods; require new development to be sensitive to the appraisals	●○	●○			
In dense new developments, enforce transitions from dense urban fabric to rural open land		●○	●○		
Require vernacular, context-specific architecture in new urban developments		●			

	Organizations & Institutions	City Department & BAR Administration	Cross-Departmental, City, and/or County Policy	Ordinance Revision & Local Legislation	State & Federal Legislation
Use zoning to ensure that development along the Maybank Corridor maintains Charleston's urban-rural balance		●	●		
Respect rural character in new construction setbacks, especially outside the Urban Growth Boundary		●○	●○		
Discourage heavy traffic from scenic corridors			○		
Maintain smaller roads			○		
Monitor traffic volume, especially on the highway corridor to Kiawah and Seabrook islands			○		
Work with the County to designate and protect buffers along scenic corridors such as River Road and Bohicket Road			●		
In partnership with the County, assess the health of mature trees that define and enhance Johns Island's scenic roads; develop a maintenance and replacement program for them R			●○		
Lobby the state to provide local property tax incentives for developers who provide view corridors in new developments (c.f. the Charleston 2000 Plan) L					●
Lobby the South Carolina Department of Transportation to develop standards for scenic roads L			○		

Cainhoy

Extend BAR oversight of new construction, alterations, and demolitions to the Cainhoy National Register Historic District and Conservation District R				●	
Designate the Cainhoy character area as a conservation district and extend BAR oversight to it				●	
Conduct archaeological surveys of the area surrounding Cainhoy Village		●			
Erect markers memorializing historical locations and events	●				
Continue efforts to annex parcels containing historic buildings		●○			
Maintain narrower roads and lanes, with the potential for permeable road surfaces and paths		●○	●○		
Work with the Center for Heirs' Property Preservation to publicize heirs' property assistance and implement policies conducive to preserving traditional communities R	○				
Preserve viewsheds along the waterfront R			○		
Conduct ACAs to articulate the character and defining characteristics of Johns Island areas and neighborhoods; require new development to be sensitive to the appraisals	●○	●○			
Require minimum lot sizes appropriate with historic development		●			
Implement the 2005 BCD COG Cainhoy Peninsula Future Land Use and Transportation Plan, with the noted exception of the node at Highway 41-Clements Ferry Road			●		

Historic Resource Surveys

Maintain survey data as a dynamic document, updating to reflect ongoing work and new research		○			
Incorporate existing and future surveys into the City's GIS database, creating a historic resource overlay that includes historic districts, landmarks outside of districts, and eventually conservation districts R		●○			
Adopt a standard rating system that will be applied to all existing and future surveys. Ratings should reflect the resource's significance relative to the neighborhood context, making it possible to compare disparate resources		●			
Include historic interiors in the survey rating system R		●			
In all existing and future surveys, include a context statement, South Carolina Statewide Survey of Historic Properties forms, survey ratings, and digital photographs		●●			
Include a cultural landscape component to determine which site features are integral to the character of the survey area in all existing and future surveys		●●			
Request that studies at the state Department of Archives and History (such as Section 106 reports) be shared with local governments, and vice versa	●○				
Include a schedule and budget for an ongoing survey of the entire city R		●			

● Immediate ● Intermediate ● Long Term ○ Ongoing

Organizations & Institutions	City Department & BAR Administration	Cross-Departmental, City, and/or County Policy	Ordinance Revision & Local Legislation	State & Federal Legislation
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Resources: Heritage Disaster Management Plan

Preservation Response Network

Clearly define PRN members' roles and responsibilities within a disaster response	●	●	●	
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	●	●	●	
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	○	○	○	
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	●○	●○	●○	
Provide workshops and training for insurance adjusters, firemen, and other involved parties about the retention of historic buildings	○	○	○	
Identify funding for stabilizing and repairing disaster-damaged buildings (both public and private) before and after a disaster strikes	●○	●○	●○	
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	●	●	●	
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	●	●	●	

Getting Started

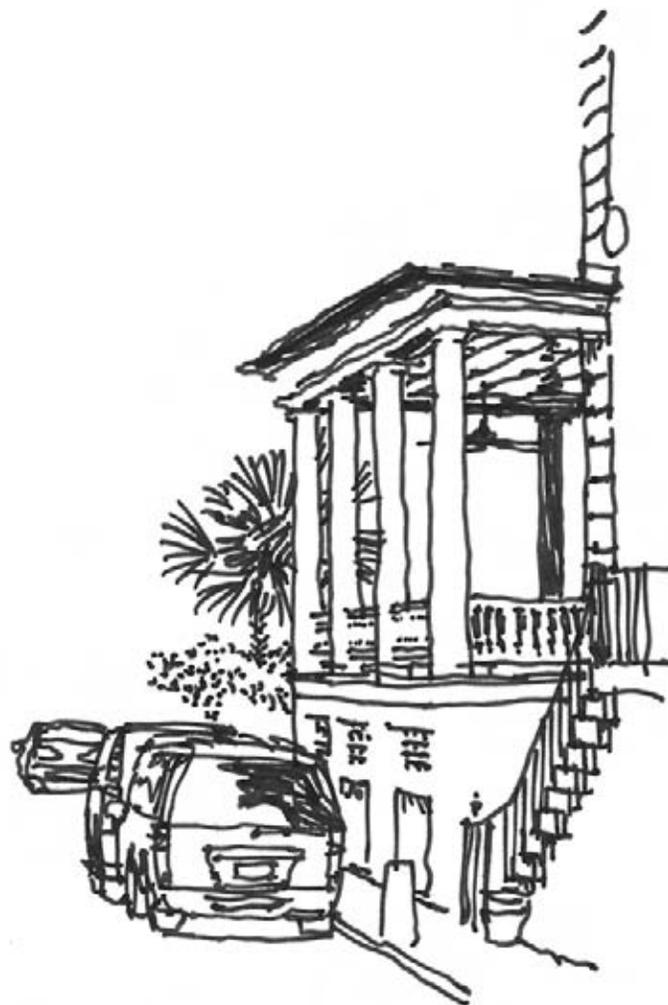
Host an Alliance for Response forum in Charleston	●●	●●	●●	
Create a checklist for disaster management tasks and update annually	●	●	●	
Assign well-defined areas of responsibility with regard to developing the Heritage Disaster Management Plan and the disaster management task list, with each PRN member 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			○	

● Immediate ● Intermediate ● Long Term ○ Ongoing



M&J Grocery
Coming & Spring

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

Katharine S. Robinson, *Executive Director*

Board of Trustees:

Richard W. Salmons Jr.

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Gail A. Gilbert

Dwayne M. Green

Elizabeth M. Hagood

Wilbur E. Johnson

Virginia D. Lane

Richard M. Lilly

Pierre Manigault

Richard D. Marks, III

Madeleine S. McGee

Rhetta A. Mendelsohn

Susan P. Parsell

Celeste H. Patrick, M.D.

Carol C. Pelzer

Helen C. Pratt-Thomas

David L. Rawle

Vanessa Turner-Maybank

Client Team

Eddie Bello, *City of Charleston*

Yvonne Fortenberry, *City of Charleston*

Winslow Hastie, *Historic Charleston Foundation*

Debbi Rhoad Hopkins, *City of Charleston*

Josh Martin, *City of Charleston*

Advisory Group

Eddie Bello, *City of Charleston*
 Sallie Duell, *Board of Architectural Review*
 Yvonne Evans, *City Council*
 Yvonne Fortenberry, *City of Charleston*
 Winslow Hastie, *Historic Charleston Foundation*
 John Hildreth, *National Trust for Historic Preservation*
 Debbi Rhoad Hopkins, *City of Charleston*
 Cynthia Jenkins, *Preservation Society of Charleston*
 Michael Maher, *City of Charleston Civic Design Center*
 Josh Martin, *City of Charleston*
 Robert Mitchell, *City Council*
 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

Dr. Nicholas Butler
 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.coastalconservationsleague.org) is an organization that works to preserve South Carolina's fast-disappearing coastal landscapes. The Lowcountry Land Trust (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) 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
<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
<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
<http://www.edinburgh.gov.uk/>

Additional Information: Character Maps

Upper Peninsula

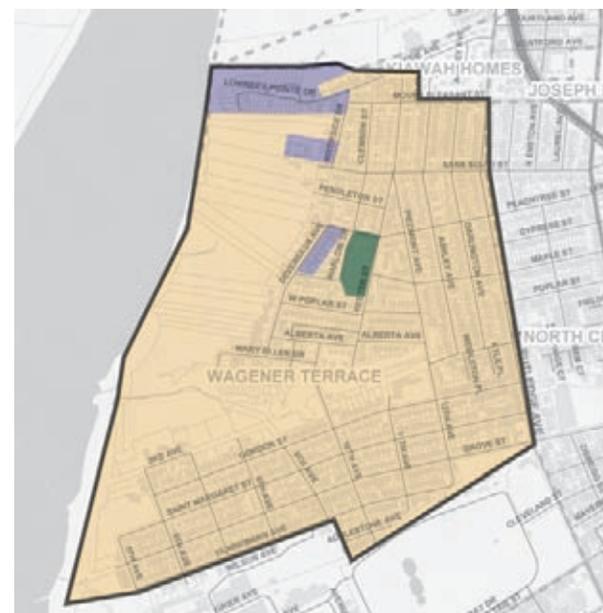
Hampton Park Terrace



North Central

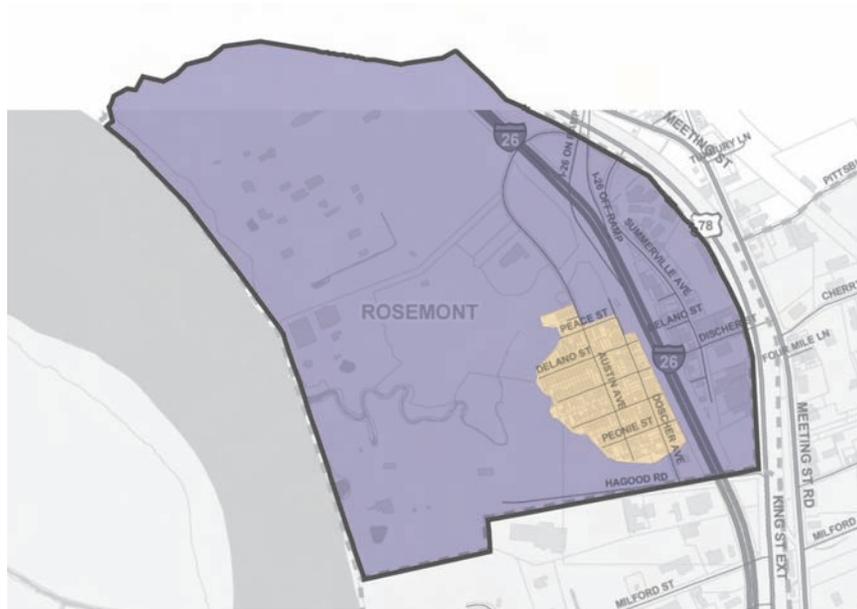


Wagner Terrace



The Neck

Rosemont

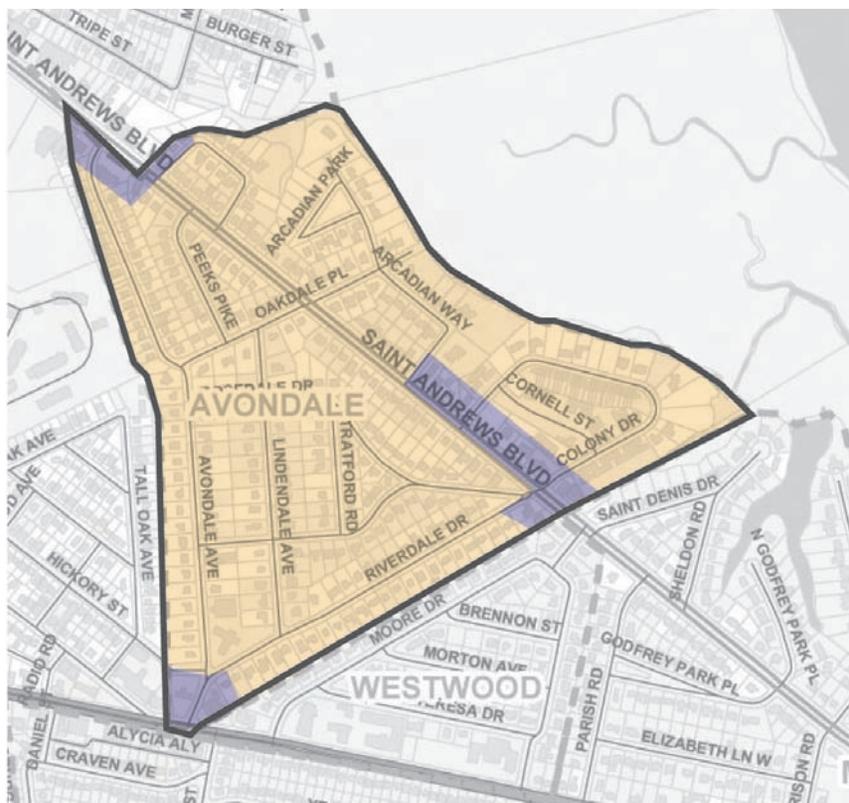


Silver Hill/Magnolia

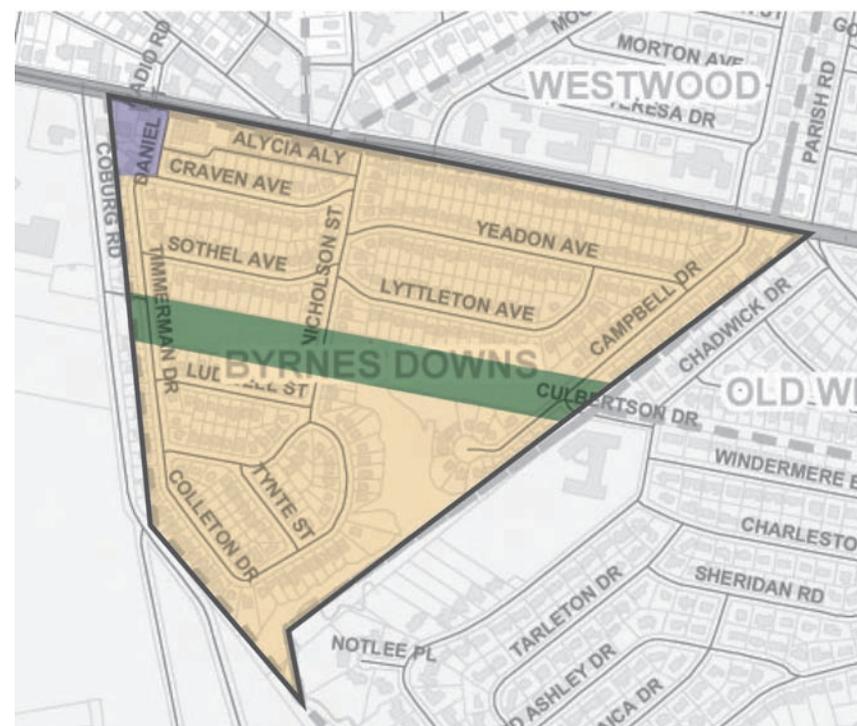


West Ashley

Avondale



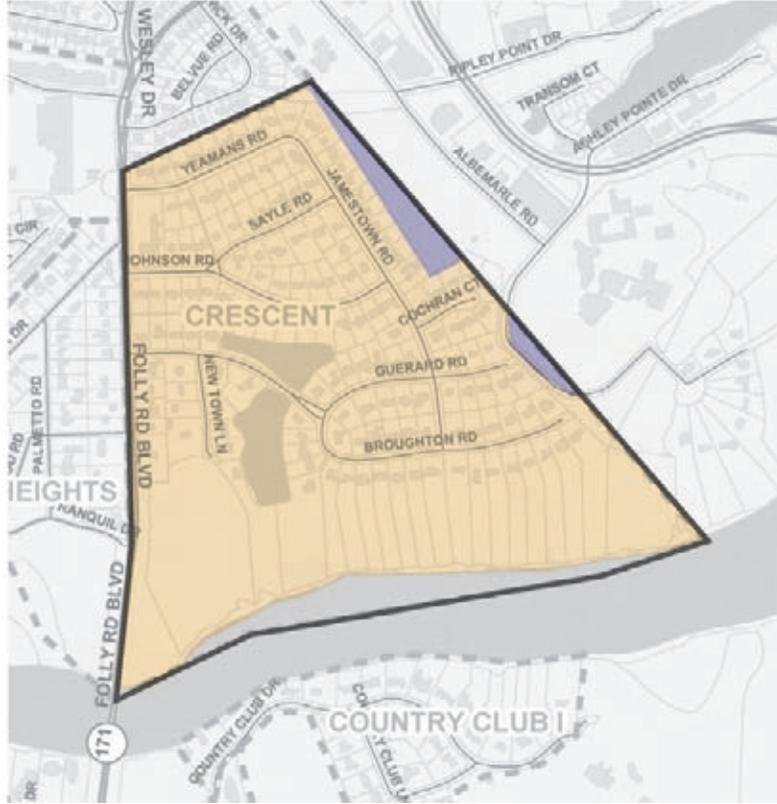
Byrnes Downs



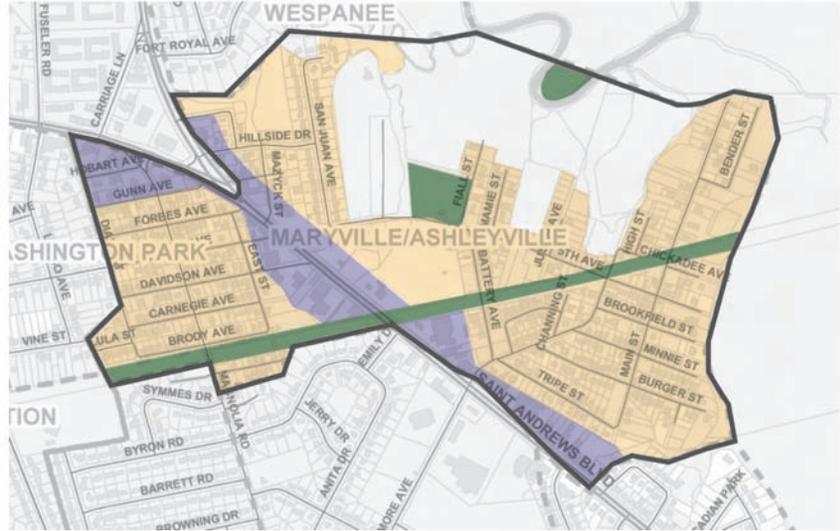
- Cohesive Neighborhood Character
- Transitional Zone (lacks continuity)
- Open Space (parks, etc.)
- City Boundaries
- County Boundaries
- Neighborhood Boundaries (City of Charleston)

West Ashley

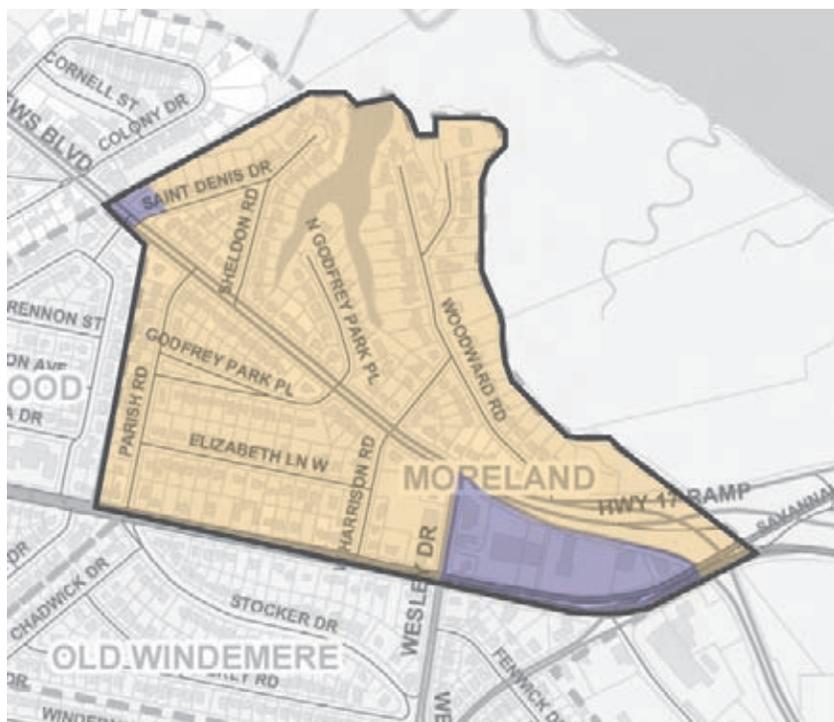
Crescent



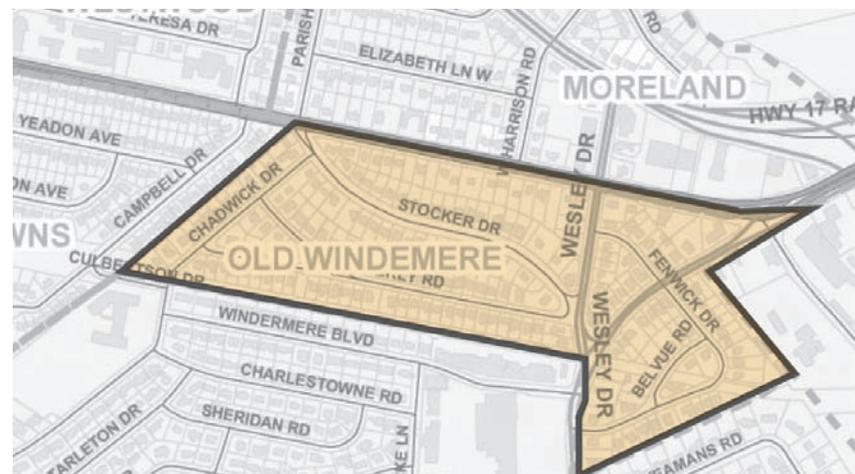
Maryville/Ashleyville



Moreland

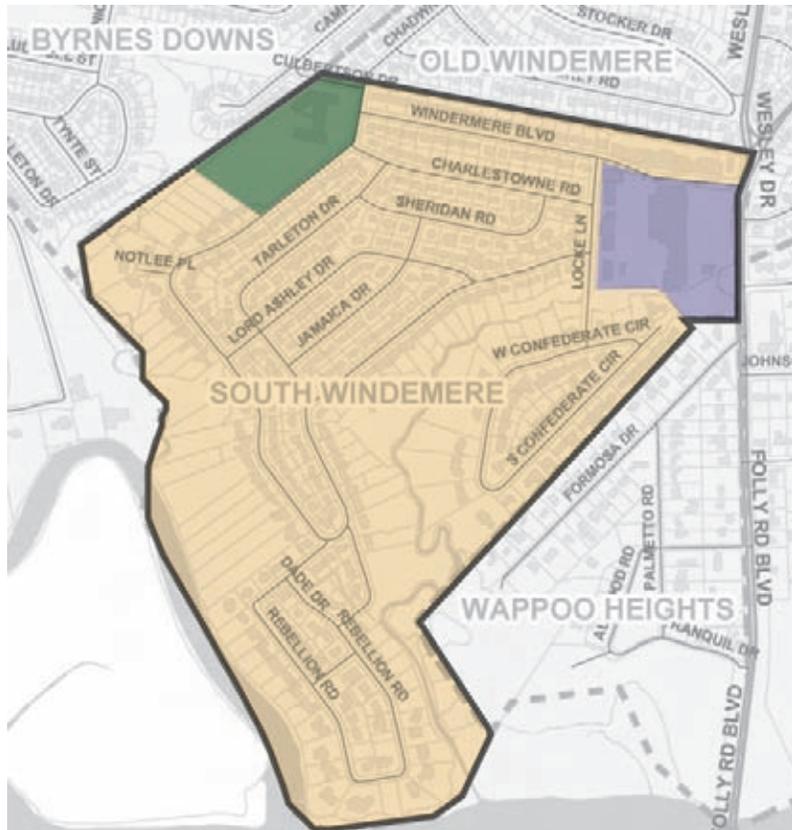


Old Windemere

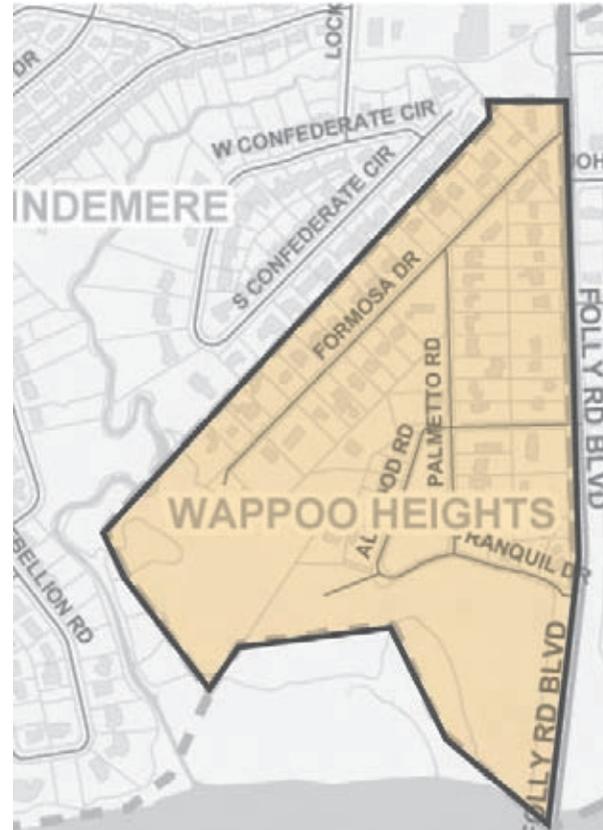


-  Cohesive Neighborhood Character
-  Transitional Zone (lacks continuity)
-  Open Space (parks, etc.)
-  City Boundaries
-  County Boundaries
-  Neighborhood Boundaries (City of Charleston)

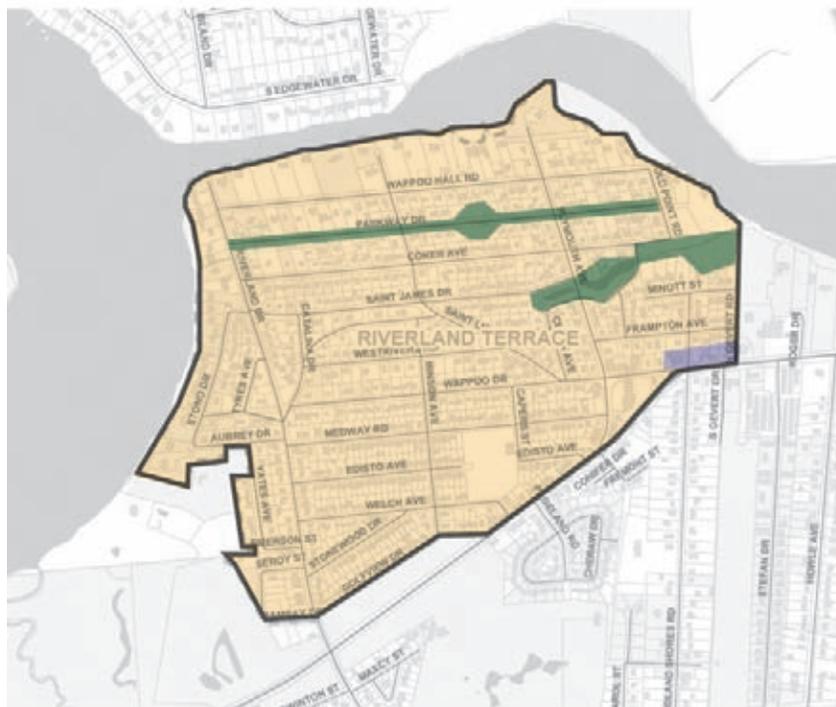
West Ashley
South Windemere



Wappoo Heights



James Island Riverland Terrace



Cainhoy



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

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, 9th 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 buildings⁷
- ◆ 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 workers⁸
- ◆ 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 disaster⁹
- ◆ 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 strikes¹⁰
- ◆ 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 information¹¹
- ◆ 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.¹² 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 Program¹³ and the Pre-Disaster Mitigation Program,¹⁴ 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.¹⁵ 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.¹⁶

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
(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.

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 (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

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.



*Summerside 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.¹⁷ 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.”¹⁸ 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.¹⁹

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.²⁰ 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.²¹ "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.²² "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.²³

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.²⁴ 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.²⁵ 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.¹

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.² 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.³

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.⁴ Form-based codes in other cities have been replacements for all existing zoning, used as their own zoning districts, and employed as optional overlays.⁵

Architectural Standards

Form-based codes are style-neutral; that is, they do not require specific styles to be followed.⁶ 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
<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
<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
<http://coastalconservationalleague.org>

Community Organizations

Charleston Museum
360 Meeting Street
Charleston, SC 29403
(t) 843.722.2996
(e) 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>

Page & Turnbull

724 Pine Street
San Francisco, CA 94108
(t) 415.362.5154
<http://www.page-turnbull.com>

Jay Turnbull, FAIA
H. Ruth Todd, AIA, AICP, LEED AP
Dave Roccasalva

Cara Bertron
Cora Palmer
Christopher VerPlanck
Rebecca Fogel
David Lewis
Emilie Ross

consultants

Charles Chase, AIA
Sarah Fick
Michael Allen
Sharon Tucker, *Tucker Elie Communication*
Chris Grubbs, *Illustration*
Daniel Ziegler, *Ziegler Design*

graphics

Jeremy Alden
Damon Anderson
Emily Hung Wilson

ENDNOTES

Endnotes

Introduction

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Stewardship

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Diversity of Place

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- 9.54 Cover. Albert Simons and Samuel Lapham, *Octagon Library of Early American Architecture: Charleston, S.C.* (Press of the American Institute of Architects, 1927). Courtesy of Historic Charleston Foundation.
- 9.55 “Bridge Across the Cooper River, 1940s,” in Muckenfuss Photo Album. Courtesy of Historic Charleston Foundation.
- 9.5 Aerial view of Charleston, by Aerial Explorations (1934). Courtesy of Historic Charleston Foundation.
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- 9.58 Memminger Auditorium, 22 Beaufain Street, circa 1996. Courtesy of Historic Charleston Foundation.
- 9.63 Subdivision map, 1959. Courtesy of South Carolina Public Library.
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- 9.65 Spoleto Festival, www.spoletousa.org (accessed 31 August 2007).
- 9.66 “The Snake Gate,” by Philip Simons. Courtesy of Historic Charleston Foundation.
- 9.69 “Hurricane Hugo,” HABS documentation in Library of Congress (1989). Courtesy of Historic Charleston Foundation.

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