

5-2018

Out of the Woods: Facilitating Stewardship of Historic Resources in the National Forest Service

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OUT OF THE WOODS: FACILITATING STEWARDSHIP OF HISTORIC
RESOURCES IN THE NATIONAL FOREST SERVICE

A Thesis
Presented to
the Graduate School of
Clemson University and the College of Charleston

In Partial Fulfillment
of the Requirements for the Degree
Master of Historic Preservation

by
Sydney Alexis Barrett Burns
May 2018

Accepted by:
Amalia Leifeste, Committee Chair
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Ralph Muldrow
Richard Marks
Robert Morgan

ABSTRACT

The United States Forest Service was established as a federal agency to oversee the nation's timber production and protect its watersheds. With the acquisition of large tracts of public land came the acquisition of historic structures located on these lands. While the US Forest Service is focused on land management, it still has a duty to protect and properly manage all of the resources under its care, historic ones included. This thesis compares the different management structures of the US Forest Service with the National Parks Service, two federal agencies who own federal lands, one of which focuses on land management and the other which has a dual focus on land management and historic resource management, and the level of stewardship to federally owned historic resources that result from the contrasting institutional organization framework. The US Forest Service's management of its historic buildings in South Carolina is objectively examined through an analysis of public policy, site conditions, and owner surveys compared to the National Parks Service. The hypothesis of this thesis is affirmed: National Parks Service properties are better cared for than US Forest Service properties and that this difference is rooted in layers of institutional organizational framework. As it currently stands, the US Forest Service is not set up to care for historic structures. Methods to remedy the gap in care include implementing new legislation, changing existing legislation, public-private partnerships, and increased funding.

DEDICATION

To anyone who has ever loved a neglected building.

ACKNOWLEDGMENTS

I would like to thank my thesis committee for their knowledge and support.

Amalia Leifeste, for her constant support and feedback.

Dr. Carter Hudgins, for his knowledge of South Carolina's vast resources.

Ralph Muldrow, for his shared love for Tibwin.

Richard Marks, for his unparalleled knowledge of buildings and encouragement.

Robert Morgan, for his support in saving Tibwin.

I would like to thank several other people who helped in this undertaking:

To my husband, Alexander Burns, for his constant love, support, encouragement, sense of humor, but most of all for his believing in me and my dreams.

To NPS and USFS staff for their support in returning surveys and their enthusiastic answers to any research questions that arose.

To my parents, who jumpstarted my love for preservation and for constantly supporting me throughout my education.

To my mother-in-law, Ronni, for her thoughtful advice and expertise.

To my internship supervisor, Richard Sidebottom, for his thoughtful commentary.

To my friends and family, for constantly supporting me in all my endeavors.

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CHAPTER ONE

INTRODUCTION

As one of the thirteen original colonies with one of the most powerful ports along the Eastern seaboard, South Carolina is rich with history, particularly its historical built environment. This built period of significance began in 1686, when Medway Plantation (believed to be the oldest structure in South Carolina)¹ was built and runs up until the mid-twentieth century with more modern structures. These historic structures are products of their time and environment. Over the years, some of these historic structures have wound up under the ownership of public entities.

No matter the owner, preserving these structures is paramount to preserving South Carolina's built and cultural history for future generations. Many structures that are created under private ownership often become part of the public view due to significance attained through the years, thus becoming part of our collective history as a community, whether at the local, state, or national level. For example, Mount Vernon, George Washington's house, was perilously close to the brink of ruin in the mid-nineteenth century when it was owned by Washington's relative, John Augustine Washington III.² Washington III attempted to sell the family plantation to both the state of Virginia and federal government. Both declined to act. After deciding that the fate of such a nationally important site as Mount Vernon should not be left to chance, a group of women founded

¹Mrs. James W. Fant, South Carolina Department of Archives and History, "*Medway National Register Nomination Form*," May 16, 1970.

² "John Augustine Washington III." Mountvernon.com. <http://www.mountvernon.org/digital-encyclopedia/article/john-augustine-washington-iii/> (accessed March 12, 2018).

the Mount Vernon Ladies Association and paid \$200,000 for the property. The Ladies Association would go on to oversee the restoration of the property to its formerly grand state and ensure its viability as a national landmark for generations to come.³

Federal fortifications built to defend South Carolina provide the public with a physical history of how the state was built. These fortifications built at Fort Sumter and Fort Moultrie allow the public to follow what life was like for those in Charleston during federal wars. Even now in the twenty-first century, because these forts have survived, the public now has an accurate idea of how the forts were built and why they are important.

Formerly private residences such as the Charles Pinckney House, Tibwin Plantation, and Scruggs Cabin are vital to South Carolina's collective history because they provide clues as to how different portions of the population used to live. These houses, now in public hands, tell us how the upper echelon of planters used to entertain and use their "weekend houses" down to how a lower-class family at Scruggs Cabin raised an entire family in a one-room log cabin. The vast majority of these historic houses that once stood are no more. Having a physical built record of these places provides a rare glimpse into the daily lives of previous generations. Examining these houses and fortifications as historical commodities places them squarely in the public sphere of importance, meaning the public has a duty to protect and maintain them.

When federal agencies assume responsibility for the care of these structures, the public assumes a vested interest in their preservation. Anecdotally understood, different

³ Ann Pamela Cunningham was instrumental in saving Mount Vernon. Cunningham created the Mount Vernon Ladies Association and initiated the fundraising efforts by the Association. Thanks to Cunningham, Mount Vernon was restored through the Association, the oldest private preservation organization in the United States.

public entities have different capacities for care and maintenance of these structures as they are set up differently with different budgets and different chartered purposes. As it is currently set up, the US Forest Service is not qualified to care for historic buildings. This thesis will prove that historic sites under the care of the National Park Service (NPS) receive better care than those under the US Forest Service (USFS) and will show which factors of the entity's organizational structure and management practices most influence the level of stewardship for historic resources through a conditions assessment supporting public policy analysis, site documentation, and owner surveys.

The federal government is one of, if not the, largest land owner in the United States, owning and managing roughly 640 million acres, or roughly 28% of the nation's total land acreage.⁴ Four federal entities are responsible for 95% of total lands owned: Bureau of Land Management (BLM) with 248.3 million acres; US Forest Service (USFS) with 192.9 million acres; Fish and Wildlife Service (FWS) with 89.1 million acres; and National Park Service (NPS) with 79.8 million acres.⁵ (The remaining ~5% of federal land is owned and managed by the Department of Defense and a smattering of other government agencies.) In South Carolina, the BLM manages no land while the USFS manages 632,415 acres; FWS manages 129,339 acres; NPS manages 31,972 acres, and the Department of Defense manages 107,482 acres.⁶ Overall, the federal government manages 4.7% of South Carolina's lands, with the USFS being the largest land manager.

⁴ Congressional Research Service "Federal Land Ownership: Overview and Data", March 3, 2017

⁵ Congressional Research Service "Federal Land Ownership: Overview and Data", March 3, 2017

⁶ All numbers are from 2015, the most recent statistical year available. Taken from Congressional Research Service "Federal Land Ownership: Overview and Data", March 3, 2017

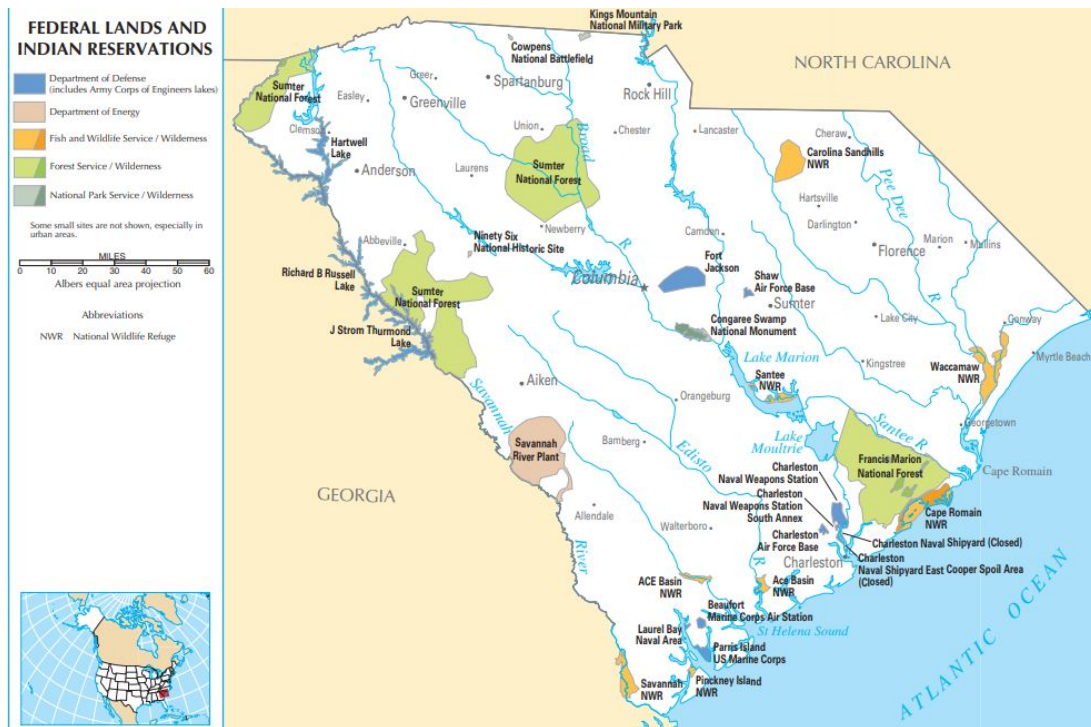


Figure 1.1 - Federal Lands in South Carolina. The map shows federally owned and managed lands in South Carolina (Image from National Atlas).

The USFS was founded in 1905 to manage national forests, making it the oldest federal land management agency.⁷ Originally established as a vessel for protecting forested lands, preserving water flows, and providing timber to the US, today the USFS' purview also extends to managing recreation, fish and wildlife habitats, and livestock grazing on its lands.⁸ Most of the 192.9 million acres managed by the USFS are in the Western United States. In South Carolina, the USFS oversees two national forests, the Francis Marion National Forest and Sumter National Forest. South Carolina's federally owned forests are managed for watershed protection, timber production, fish and wildlife habitats, wilderness management, and recreation.⁹ The USFS' organizational hierarchy is

⁷ Congressional Research Service "Federal Land Ownership: Overview and Data", March 3, 2017

⁸ The Wilderness Act of 1964, 16 U.S.C. Sections 1131-1136.

⁹ "About the Forest." Fs.usda.gov. <https://www.fs.usda.gov/main/scnfs/about-forest> (accessed March 12, 2018).

vast – its 30,000 employees are separated into nine regional offices, and subdivided into 154 national forests and 20 grasslands, representing 600 ranger districts.¹⁰ Within these national forests lie historic resources that fall under the purview of the greater USFS structure. There are two historic buildings located in South Carolina within the Francis Marion National Forest – Tibwin Plantation and Walnut Grove.

Since the 1980s, the USFS has been pulled in a number of different directions, which has led to legislative agendas overshadowing concerns for preservation of historic structures on USFS maintained sites. The USFS became embroiled in issues related to increasing forest fires, vocal public demonstrations and acts of civil disobedience regarding the treatment of ecological assets (such as tree sittings and vandalism of logging equipment). These issues have detracted from the USFS ability to focus on historic preservation as the organization struggles with issues, which are perceived to be more closely related to its core mission.¹¹

Another federal agency with significant land holdings is the state is the NPS. The NPS was created in 1916 to address the need for federal management of a growing number of national parks.¹² The NPS' mission is two-fold – to preserve resources of natural, cultural, and historical significance and to preserve these resources in such a way that the public can fully enjoy them. The NPS currently manages 417 sites, totaling 79.9 million acres. Interestingly, these sites use various nomenclatures such as national parks,

¹⁰ "Agency Organization." Fs.usda.gov. <https://www.fs.fed.us/about-agency/organization> (accessed March 12, 2018).

¹¹ Doug MacCleery. "Re-Inventing the United States Forest Service: Evolution from Custodial Management, to Production Forestry, to Ecosystem Management." <http://www.fao.org/docrep/010/ai412e/AI412E06.htm>

¹² Site Act that created NPS – Act of August 25, 1916; 16 U.S.C. 1-4.

national monuments, national historic sites, national seashores, national battlefields, and national recreation areas among others.¹³ The diversity of titles held by sites that fall under the purview of the NPS provides a small glimpse into the various types of resource management needs within various Parks. Under the Deputy Director of Operations, the NPS is subdivided into regional offices and then further by individual parks.

The BLM has no holdings in South Carolina and it will not be examined in this study. While policies applied by the National Parks Service and US Forest Service will be examined in depth, multiple attempts to contact the Fish and Wildlife Service (FWS) for the purposes of this thesis were unsuccessful. Although the FWS is a significant federal landowner in South Carolina, the study proceeds as a comparison between the NPS and the USFS. Sites owned by the NPS include the Charles Pinckney National Historic Site, Fort Sumter, Fort Moultrie, and Scruggs Cabin at Cowpens National Battlefield. Sites owned by the USFS include Tibwin Plantation and Walnut Grove. While technically historic, CCC-era buildings within the USFS were not examined. As opposed to the other resources which change ownership, these buildings were purposefully built for the USFS and have known continual use. The CCC-era structures within the USFS not studied include picnic shelters as well as fire towers - things that were purposefully built and have either been maintained for public use (picnic shelters) or have been decommissioned from their built purpose and are off-limits (fire towers). Department of Defense holdings were not examined because although they are federally

¹³ See CRS Report R41816, National Park System: What Do the Different Par Titles Signify?, by Laura B. Comay.

owned, they are largely not publicly accessible and thus are not considered of vital importance to the historic makeup of South Carolina's built environment.

Methodology

The methodology of this study examines two factors in determining the level of stewardship to historic resources: conditions reporting and owner survey. Figure 1.2 shows the conditions reporting survey form used to examine each structure, providing a way to record current conditions of sites as a result of management decisions made by NPS and USFS. Conditions reporting was conducted through an on-site survey of each property during fall 2017 and winter 2018. Major building components, if present, on each structure were examined, photographed, and graded on a scale from poor to excellent (1 – 5, see Figures 1.3 – 1.5). A rating of 1 meant a building component was not structurally adequate and was visibly deteriorating significantly. A rating of 3 meant a building component was in good condition and may have some visible physical damage but no structural damage. A rating of 5 meant a building component was in excellent structural and visual condition. Building components studied were chosen to give the reader an idea of the overall condition of the structure as it exists today. Roof, floor, building envelope, porch, decorative elements, chimney, walls, staircase, and foundation were all examined, photographed, and initial overall impressions were recorded. While conditions reporting was meant to provide an accurate depiction of the current condition of the structure, examining conditions reporting on its own will not yield a full picture of why the structure is in its current condition. Built purpose, building materials, and management history, as well as location also play into current condition of each structure.



Figure 1.2 – Tibwin porch. This photograph is an example of poor site conditions, a 1, on a 1 – 5 scale of methodology, as the porch is not structurally sound on its own and must be supported with additional shored lumber (*Image from author*).



Figure 1.3 – *Walnut Grove front facade*. This photograph is an example of a good site condition, a 3, on a 1 – 5 scale of methodology, as the façade appears structurally sound but is covered with excessive vegetation, making a closer assessment impossible (*Image from author*).



Figure 1.4 – *Charles Pinckney House porch balustrade*. This photograph is an example of an excellent site condition, a 5, on a 1 – 5 scale of methodology, as the porch has been completely restored and contains no structural or material flaws (*Image from author*). Note: the condition is a 5 here, though the integrity of the fabric has been compromised. This serves as a reminder that other factors apart from construction are important in preservation.

Building Component	Poor	Good	Excellent		
	1	2	3	4	5
1. Roof					
2. Floor					
3. Building Envelope					
4. Porch					
5. Decorative Elements					
6. Chimneys					
7. Walls					
8. Staircase(s)					
9. Foundation					

Figure 1.5 – *Methodology site conditions assessment form.* This survey form was one part of the methodology for this thesis and shows the standards by which all sites were compared.

A survey method is employed to establish internal perceptions of management structure for each site. The manager of each of the five sites in the study (employees of either the USFS or NPS) received surveys to fill out, detailing everything from budget for annual maintenance to challenges faced by the entities attempting to manage the sites.

These surveys are meant to provide the reader with an overall picture of the current state of these buildings.

Owner Survey

Property Name:

Owner:

1. When was the property acquired by your entity?
2. Who manages the property?
3. How was the ownership transferred to you?
4. What was the overall condition of the structure upon transfer of your ownership?
(0 - 5 scale, 0 being the worst condition and 5 being pristine condition)
5. Any challenges during your ownership with maintaining the building?
6. How often is the structure examined/ checked on by your entity? Do you have
regular inspections/ maintenance plans in place for the property?
7. Approximately how much money per year is put into the maintenance of this
structure?
8. Would you say the structure's condition has improved or declined since your
entity took ownership of it?
9. Does your entity have a portion of its budget set aside for the maintenance of such
structures? Is that a large or small amount relative to your operating budget?
10. Have you made any improvements to the structure during your ownership? If yes,
please describe.
11. Are there any immediate plans for improvements to the structure? If yes, please
describe.

Figure 1.6 – Methodology owner survey form. This owner survey form was a second part of methodology, given to each owner of federal sites examined.

After establishing if there indeed exists a different standard of care between resources at the NPS versus the USFS, acknowledging the different character of the resources as well as the management structures they fall within, public policy documents, and legislation affecting management is examined. Public policy plays a large part in the

management style of historic buildings adopted by the USFS and NPS. This thesis examines federal legislation as well as internal documents affecting management of these historic sites. Management history and legislation affecting management of these sites provides a broad history on the limitations the USFS and NPS face when managing historic sites under their purview. Management legislation is meant to provide the reader with an answer to why these sites appear the way they do today and also show that the USFS and NPS are not created equally in their opportunities available to manage historic resources. Although both are responsible for managing historic sites, the USFS and NPS are not allowed to manage their historic resources similarly. This methodology draws on an analysis of federal legislation and executive orders affecting the preservation of historic buildings as well as internal documents relating to the inner-agency management of these sites and establish what the barriers are to properties within the USFS receiving a higher standard of care. This managerial legislation is meant to provide an objective lens through which to understand the historic sites as they appear today and ground suggestions about how to allow a matching, higher standard of care for historic resources at the NPS and USFS.

Through this methodology, it will become apparent how the policies shape management options and the differences will be highlighted between the management options available to someone working at the NPS versus someone working at the USFS. The methodology taken as a whole is meant to show that conditions are a result of multiple factors, including but not limited to site management as it appears today.

CHAPTER TWO

LITERATURE REVIEW

The NPS and USFS, whose primary focus is land management, face the complex question of what to do with existing historic cultural resources that reside on land when it is acquired by the agencies. The structures that are acquired with these lands are subject to issues of mandate priority, which leads to budget shortfalls and bureaucratic hurdles when looking to conserve cultural resources. Surprisingly, given the vast tracts of land (and assumed cultural resources within that land) for which these entities are responsible, relatively little has been written on cultural resource management, for structures -- as opposed to land management and tourism, within federal public entities in the United States.¹⁴ Even in bodies of work focused on overall management and/ or land management within these entities, cultural resource management, as they relate to structures, is not a subject that is given significant direct consideration.¹⁵

Land Management

Beginning in the 1990s due to changing social values, political support, and new scientific understanding, ecosystem management became the popular method for managing vast swaths of federal lands in the United States. Up until this time, these

¹⁴ Ingrid M. Martin and Toddi A. Steelman, "Using multiple methods to understand agency values and objectives: Lessons for public lands management," *Policy Sciences* 37, no. 1 (2004): , accessed January 10, 2018, doi:10.1023/b:olic.0000035463.79209.52.

¹⁵ Tomas M. Koontz and Jennifer Bodine. "Implementing Ecosystem Management in Public Agencies: Lessons from the U.S. Bureau of Land Management and the Forest Service." *Conservation Biology* 22, no. 1 (2008): 60-69. Accessed January 10, 2018. doi:10.1111/j.1523-1739.2007.00860.x.

federal entities looked at land management through the lens of natural resources management, focusing on single species rather than whole ecosystems¹⁶. So, “by 1994 all four of the primary federal land-management agencies in the United States, the Forest Service, Bureau of Land Management, National Park Service, and Fish and Wildlife Service, publicly embraced ecosystem-based management.” (Koontz & Bodine, p. 61)

As with any new management approach, there are issues to successfully implementing an ecosystem-based land management approach.

“For example, managing for all levels of the biodiversity hierarchy has been rare in most governmental agencies because managers typically have been given incentives to manage for single species, programs, or outputs. Managing resources in a collaborative fashion also goes against the status quo, where competition among agencies and organizations has been the norm.”¹⁷

There are seven main factors affecting the successful implementation of ecosystem management: conceptual, scientific, structural, cultural, leadership, legal, and political. Conceptually, implementing ecosystem management is difficult because the subject itself conjures different definitions for different implementers. Thus, opponents of ecosystem management argue that implementation is too ambiguous to be effective. Scientists argue ecosystem management’s ineffectiveness due to the lack of scientific understanding held by those implementing the management strategy. Ecosystem management often requires long-term budgeting and planning, going against the traditional short-term planning and budgeting undertaken in federal entities. Inadequate leadership or inability of leaders to share decision-making powers also inhibit the implementation of successful ecosystem

¹⁶ Tomas M. Koontz, and Jennifer Bodine. "Implementing Ecosystem Management in Public Agencies: Lessons from the U.S. Bureau of Land Management and the Forest Service."

¹⁷ Tomas M. Koontz, and Jennifer Bodine. "Implementing Ecosystem Management in Public Agencies: Lessons from the U.S. Bureau of Land Management and the Forest Service."

management. One of the greatest inhibitors of ecosystem management is legal. Ecosystem management places the needs of the entirety of the ecosystem over the needs of individual species. Because of land laws and boundaries, entire ecosystems are most often divided up, prohibiting ecosystem management to be fully effective.¹⁸ Overall, ecosystem management is the now preferred method for land management among federal entities but in no way addresses cultural resource management within the sites and prioritizes plant and animal species over physical resources. The transition from a natural resource-focused management perspective to an ecosystem-based perspective shows how, though difficult to implement, managerial frameworks have been altered over time in the NPS and USFS.

Land Management within USFS

Land management, specifically within the USFS, is subject to the Government Performance and Results Act of 1993 (GPRA). The GPRA “requires federal agencies to focus on specified program outcomes [...] by requiring strategic planning and performance measures based on identified objectives.”¹⁹ By having to deal with initiatives such as the GPRA, the USFS’ version of land management is subject to meeting line item requirements.

The USFS is divided into four tiers of leadership - the Washington Office in Washington, DC, the Regional Offices in various forestry areas by directional location, national forests (individually maintained), and ranger districts within those forests. “Each

¹⁸ Tomas M. Koontz, and Jennifer Bodine. "Implementing Ecosystem Management in Public Agencies: Lessons from the U.S. Bureau of Land Management and the Forest Service."

¹⁹ Ingrid M. Martin and Toddi A. Steelman, "Using multiple methods to understand agency values and objectives: Lessons for public lands management,"

national forest within the USFS is required to implement [...] policy guidelines from the Washington Office in their forest planning process. Historically, the individual forest has significant flexibility in deciding how to implement the policies and guidelines of the USFS Leadership Team.”²⁰

Inherently, these various levels of leadership with varying degrees of involvement in each decision-making process translate to different priorities when achieving objectives so a mandate or land management initiative to focus on one particular item is largely problematic. The inability to recognize the entirety of the resources that make up these forests when considering management plans inevitably leads to exclusion of resources from funding and oversight. The USFS is constrained by its mandate focusing on the natural components of the preserved land, often to the inevitable exclusion (or at least marginalization) of the historical structures that co-exist on the properties.

NPS Conservation

The USFS has a mission associated with the management of land, not the management of cultural resources within that land. Unlike its land management counterparts, the NPS’ mission statement (and budget) focuses on its cultural resources as well as its land resources. While there is an expectation that the NPS manage its land and cultural resources for the enjoyment by future generations, there is often a disconnect between this mission statement and the resources available to the entity to fund such

²⁰ Ingrid M. Martin and Toddi A. Steelman, "Using multiple methods to understand agency values and objectives: Lessons for public lands management,"

endeavors, insofar as it appears to be a secondary priority.²¹ With the establishment of the NPS in 1916, the federal government became an active participant and caretaker of historic and cultural resources nationwide. With the prospect of the benefits inherent in the government's participation in conservation came the issues of prospective bureaucratic bias and vagaries of federal interpretation. While this massive undertaking by the federal government meant the assumption of care for land as well as cultural resources, it also created new impediments for those charged with conserving truly unique assets, which often do not conform to policies established at the national level, such as Fort Sumter. The newly created National Parks attracted visitors largely due to the landscapes it maintained, not the historic structures situated within these landscapes. The inherent focus on the landscapes as opposed to structures is reflected in the comparative lack of scholarship on the structures as opposed to the properties. In the 100 most recent articles appearing regarding conservation of NPS assets, none make any meaningful reference to the structures contained on the land and only three mention cultural resources located within the NPS.

In "Technology, Preservation Policy, and The NPS," Ray A. Williamson opined in 1987 that while cultural resource management in national parks has gained increasing awareness in recent years, national parks could still do more to further resource

²¹ In the FY2018 National Park Service budget, \$51.1 million (or 2.0%) of the annual budget is set aside for the Historic Preservation Fund, a decrease of \$14.2 million year-over-year. In FY2018, \$37 million (or 1.4%) of the annual budget is set aside for funding programs supporting local efforts to preserve natural and cultural resources, a decrease of \$25.5 million (40.8%) year-over-year. Conversely, the FY2018 line item for funding the operation of the National Park Service is \$2.2 billion, or 88% of the total yearly budget.

management.²² While the NPS has more directly addressed the care of its cultural resources and increased the budget for this care, it can still do more to provide better care for its historic structures. Williamson laments the loss of training programs within the NPS devoted to cultural resources as well as the closure of the NPS-wide publications office that distributed preservation materials to its parks. Williamson ultimately believes blame lies with the lack of funding within the NPS devoted to preservation of its cultural resources as well as an initial focus on preservation of historic landscapes, not sites.

These issues remain the case three decades later and have not been echoed since because of a policy shift towards environmental issues at the highest bureaucratic level. Beginning in the late 1960s, the NPS and USFS policies shifted towards environmental awareness, an issue that was gaining momentum at the time. During the 1970s, Congress passed such laws as the *National Environmental Policy Act* in 1970, the *Endangered Species Act* in 1973, and the *Forest and Rangelands Renewable Resources Planning Act* in 1974. With environmental issues taking public precedent over cultural resources, the USFS and NPS followed similar suits in their regulations.

The NPS only developed any type of management of its historical sites well after its founding. While the NPS was created in 1916, it was not until Executive Order No. 6166 was passed in 1933 that historical sites were included under the care of the NPS. In Barry Mackintosh's "The National Park Service Moves Into Historical Interpretation," Mackintosh concurs with the idea of a lack of cultural resource management (CRM) due

²² Ray A. Williamson. "Technology, Preservation Policy, and the NPS." *The Public Historian* 9, no. 2 (Spring 1987): 118 - 124.

to a lack of initial focus on such matters.²³ Before Director Horace Albright took over the reins of the NPS in 1929, the NPS focused almost exclusively on maintaining natural sites, not cultural ones. Albright extended the NPS' purview to interpretation of historical sites, as well as natural ones.

Since the NPS extended its purview to include cultural resources in the 1930s, not much has been written on the subject. Perhaps Stephanie Toothman wrote the most comprehensive literature that has been written on the subject of CRM in national parks in 1987. In "Cultural Resource Management in Natural Areas of the National Park System," author Stephanie Toothman laments the multiple problems that plague cultural resource management within national parks. While Toothman focuses on national parks, her arguments can be applied to the USFS as well. Toothman states that

[...] The lack of a park-specific congressional mandate for managing cultural resources, resulting in the failure to recognize the existence of cultural resources within an area; the presence of cultural resources representing multiple themes of local and state significance unrelated to the park's primary mandate; the lack of staff with CRM skills or interests; the presence of staff whose professional interests and philosophies pose inherent conflicts with CRM goals; and low budget priorities at both park and national levels for basic CRM work in natural areas.²⁴

One of the issues plaguing CRM within national parks is the lack of a mandate governing management of these sites. As part of the federal government, all NPS sites are subject to governmental jurisdiction and without a mandate forcing management and preservation of historical sites, the sites tend fall further down the priority list, such as Greenland Lake

²³ Barry Mackintosh. "The National Park Service Moves into Historical Interpretation." *The Public Historian* 9, no. 2 (Spring 1987): 50 - 63

²⁴ Stephanie S. Toothman. "Cultural Resource Management in Natural Areas of the National Park System." *The Public Historian* 9, no. 2 (Spring 1987): 64 - 76

Salt Cabin in the Grand Canyon National Park. Toothman argues that the NPS' resource management plans often exclude any verbiage on CRM and instead the NPS takes a "out of sight, out of mind" approach to such sites.²⁵



Figure 2.1 – *Greenland Lake Salt Cabin*. This photograph shows an example of a historical site left to the elements, due to a lack of funding from NPS (Image from Nathan Betcher).

Toothman advances a concern of the use of cultural resources within the NPS system, which either relate to overall themes of the park or relate to "regional or local themes that extend beyond the park's boundaries."²⁶ Unfortunately when a cultural resource falls into the latter category, it is often times excluded from the priority list of the park within it resides. Toothman states "Lack of understanding of the significance of such structures is one of the most important factors contributing to their loss." (69) This

²⁵ Stephanie S. Toothman. "Cultural Resource Management in Natural Areas of the National Park System." *The Public Historian* 9, no. 2 (Spring 1987): Page 67

²⁶ Stephanie S. Toothman. "Cultural Resource Management in Natural Areas of the National Park System." *The Public Historian* 9, no. 2 (Spring 1987): Page 69

lack of maintenance of such sites is further compounded by a lack of staff within the parks that are interested in CRM. Without proper training, park staff are likely to do more harm than good on such irreplaceable resources. Such park staff also see these structures as hazards to visitors rather than important sites worthy of preservation and as such, are more likely to advocate for their removal. Toothman finally argues that the continually tight federal budget plays a role in lack of cultural resource management within the NPS. Since the NPS is a government program, it is subject to the whims of the national budget and those who pass the budget. With the arrival of a smaller budget means a narrower scope of what the NPS can accomplish each year. (In FY2016, the most recent reporting year available, the NPS had \$10.93 billion in deferred maintenance.) Thus, tightened resources are more likely to be devoted to areas of significance to visitors helping to fund the park - namely natural landscapes.²⁷

²⁷ Stephanie S. Toothman. "Cultural Resource Management in Natural Areas of the National Park System." *The Public Historian* 9, no. 2 (Spring 1987): Page 72

CHAPTER THREE

HISTORY OF PROPERTIES

The properties examined in depth in this report run the gamut from fortifications built for federal defense to one-room log cabins built to house a family. The owner and management history of the properties plays a large part in modern site conditions, thus affecting the outcome of conditions reporting for this report. This section is meant to provide the reader with insight into the management history of these properties and how each site came under federal ownership. The narratives of the five sites highlight the difference in care since coming under NPS or USFS ownership.

USFS²⁸

TIBWIN PLANTATION

Tibwin Plantation sits along the larger Tibwin North tract of land, now part of the Francis Marion National Forest, just outside of McClellanville, South Carolina. Native Americans settled the area before Europeans and are responsible for calling the area “Tebwin,” later changed to Tibwin. King George I originally gave the land known as Tibwin as a land grant to a second son of an Englishman. The plot began at the ocean and went inland for seven miles. Unfortunately, there is no written documentation of the name of this owner. The first recorded owner of Tibwin was Captain John Collins.

Captain Collins, an Irishman, was deeded the Tibwin tract in 1705, at this point 376 acres. Following Captain Collins’ death in 1708, the land passed to his heirs. His son,

²⁸ This section focuses on the historic built environment within the USFS. There is a significant amount of research available on archeological resources within USFS lands but it is not discussed here.

Jonah, was the first to make use of the land and did so by cultivating rice, building a house, and constructing a rice mill on the property. Following Jonah's death, his daughter, Sarah Collins Parris Withers, and her husband, Captain Richard Withers, moved into Tibwin. After Sarah died, Captain Withers continued to live at the plantation. Upon his death in 1789, Captain Withers and Sarah Withers' daughter, Sarah Collins Withers Vanderhorst and her son, Richard Withers Vanderhorst, inherited Tibwin.

Sarah and her husband, Elias, lived at Tibwin for several years before selling the property in 1793 to William Mathews. In addition to Tibwin, Mathews owned several other plantations as well as multiple, large tracts of land and multiple houses in Charleston. A powerful hurricane hit the Charleston area in 1822 and caused extensive damage to Tibwin. The house was relocated further inland and rebuilt. (It is unknown whether the first floor was salvaged and moved or if the entirety of the house was rebuilt.) When Mathews died in 1848, he left Tibwin to his daughter, Ann Ashley, and her husband, Benjamin Colburn. Colburn oversaw Mathews' businesses, while he and Ann Ashley resided at Tibwin. In 1875, Ann decided to sell the Tibwin tract, which was 1,516 acres at this point, to Arthur M. Skipper.

During his ownership of Tibwin, Skipper planted Sea Island cotton, corn, potatoes, raised livestock, and kept hunting dogs on the property. Following Skipper's death in 1900, Tibwin passed onto his daughter, A. Gertrude Leland. Gertrude and her husband, Horace Girardeau Leland, added on a fifth room to the house and added Victorian decorative features to the exterior of the house. In 1923, A. Gertrude Leland mortgaged the property and house and the Conway Savings Bank foreclosed on Tibwin

in 1930. In 1931, Conway Savings Bank sold the entirety of Tibwin to George C. Hass from New York for \$25,000.

By 1942, Hass had added an additional 1,082 acres to the Tibwin tract from an adjoining plantation. (During Hass' ownership of the property, it is believed he may have removed an interior chimney and replaced it with an exterior one as well as constructed two cottages on the property.) Hass resided in one of the cottages he constructed during the winters and the property caretaker, P.M. Fox, resided in the original Tibwin house. At some point in the early 1940s, Hass sold the rice mill from the Tibwin tract to Henry Ford for his museum in Dearborn, Michigan. In 1947, Hass sold 1,000 acres of the Tibwin tract to the International Paper Company and sold the remaining 1,210 acres of the property in 1951 to John S. Ames, Jr. of Boston. Ames' portion of the original Tibwin tract conveyed to his wife, Isabel, in 1958.



Figure 3.1 – Tibwin Plantation in 1978 This 1978 photograph shows Tibwin fully restored, while it was still under private ownership before the USFS acquired it (*Image from Tibwin Plantation Study*).

By the mid-twentieth century, Colin Campbell of Beaufort, South Carolina owned the Tibwin tract once owned by John Ames (at this time 1,210 acres). By the end of 1968, Campbell had sold 604 acres of the Tibwin tract to the Palmetto Land Development Corporation, creating the Tibwin tract (containing the original house and associated outbuildings on 606 acres) and South Tibwin. A descendant of the original Collins family, Stanton L. Collins, bought the Tibwin tract sometime between 1968 and 1983 for \$525,000. A total of nine owners used Tibwin as a weekend and hunting property. At this point of ownership, the main house, a newly constructed house, three guesthouses, seventeen slave houses, a grinding mill, and the stables stood on the Tibwin property in relative proximity to each other. The large number of owners could never reach a consensus on what to do with the entirety of the property so Stanton Collins ended up selling the property while giving 128 acres to the state of South Carolina, naming it the Tibwin Creek Acreage.

Bomer and Linda Walker-Smith purchased Tibwin from Collins in 1983 but never lived in the main residence, instead choosing to live in a 1950s cottage on site. In 1988, a production crew selected Tibwin as a filming location for a pre-Civil War movie shoot. For filming, the movie required an antebellum-looking house so the crew removed all Victorian trim added to the house and modified the interior to suit their needs. The film crew also constructed two brick structures behind the main house for backdrop purposes. Unfortunately, the movie was never made but the damage to the house was already done.

The following year, 1989, Hurricane Hugo directly hit McClellanville, severely damaging the property. After Hurricane Hugo, only the main house (now without a roof),

stables, and two structures the movie company had built remained standing. The main house structure was left to decay and in 1990, the Tibwin tract was sold to Bennett Hofford Associates, a local developer with plans to develop the surrounding property. In 1995, Bennett Hofford deeded the Tibwin tract to the U.S. Forest Service as a wildlife conservation area. The Forest Service was able to raise funds, in partnership with Historic Charleston Foundation, to replace the roof that had blown off during Hurricane Hugo and mothball²⁹ the property, as it sits today.³⁰

WALNUT GROVE HUNTING LODGE

There is record of the first inhabitants on the Walnut Grove tract of land as far back as the Woodland Period (1500 BC - 1000 AD) in the form of archeological evidence, however the first European inhabitants on the site did not arrive until the late seventeenth century. In 1696, Sir Nathaniel Johnson was deeded 600 acres of land on Seewee Bay, today known as Bulls Bay. In 1709, Johnson was deeded an additional 12,000 acres, in what is today Awendaw. A deed from 1796 indicates that by this time, the property was known as Walnut Grove and had changed hands several times to William Lewis and his heirs.

According to an oral interview with John (Jack) Leland who grew up at Walnut Grove in the early twentieth century, the original house on the property was a two-story wood frame structure with a central hall design, all resting on tabby foundation.

²⁹ Mothballing a property is the process of sealing up a property for an amount of time until a full restoration can be undertaken, often due to lack of funds. This process is not meant to be a permanent or long-term solution. The USFS has mothballed both Tibwin and Walnut Grove for longer than the process is intended to be used.

³⁰ Robert Morgan, Katherine Saunders, and Ralph Charles Muldrow. *Tibwin Plantation Study*. Report. Historic Charleston Foundation, United States Forest Service. Charleston, SC, 2002.

According to local lore, the house was built prior to the Yamasee War of 1715. A plethora of outbuildings surrounded the plantation site but have all since been destroyed. The original plantation house burned in the early 1920s and in its place was built the structure that stands today.



Figure 3.2 – *Walnut Grove in the 1940s* This 1940s photograph shows Walnut Grove properly maintained, while it was still under private ownership before the USFS acquired it (*Image from USFS*).

In the early to mid-twentieth century, Walnut Grove went through a succession of owners. When Dr. and Mrs. Peter Wright purchased the property in 1935, they wanted to construct a seasonal residence in need of minimal maintenance on the site of the original plantation house. They constructed a one-story house of hollow clay tile with brick veneer, featuring cypress paneling, brick and tile floors, and brass and bronze window frames. The Forest Service took over the property in 1977 and kept the house in approximately the condition in which it was found. The Forest Service added a new roof and mothballed the property, as it sits today.³¹

NPS

³¹ “Walnut Grove House.” Survey (photographs, written and descriptive historical data), Historic American Buildings Survey, National Park Service, U. S. Department of the Interior, 2010. From Prints and Photographs Division, Library of Congress (accessed 1 February 2018).

FORT MOULTRIE³²

While they have gone through various states of damage, Forts Sumter and Moultrie have remained under federal ownership since their inception. The original Fort Moultrie was the first fort constructed on Sullivan's Island, and was incomplete when it first came under attack by the British in 1776. The fort was constructed out of readily available palmetto logs, indigenous to the surrounding area, and sand. Following the American Revolution, Fort Moultrie was neglected as Americans shifted their focus towards building their newly independent country. By 1791, the fort was a shadow of its former self and was no longer usable as a defensive fortification.

Following the beginnings of war between Great Britain and France, Congress approved the first national system of coastal fortifications in 1793 as a defensive protection against any enemies. With this authorization came the building of the second Fort Moultrie, completed in 1798. After suffering from vacancy and neglect, what was left of the second iteration of the Fort was completely wiped away by the hurricane of 1804. In 1807, Congress approved funds to rebuild the coastal fortifications and by 1809 a third Fort Moultrie, now composed of brick, was built on Sullivan's Island.

³² The history discussed here does not include archaeological research conducted at Fort Moultrie but instead focuses on management history as well as built environment. For more on the archaeological resources and research conducted at Fort Moultrie, please reference *Palmetto Parapets: Exploratory Archeology at Fort Moultrie, South Carolina* by Stanley South.



Figure 3.3 – Fort Moultrie in 1860 This rendering shows what Fort Moultrie looked like in 1860 (*Image from NPS*).

Fort Moultrie remained relatively the same apart from modernizing its weaponry in the early to mid-nineteenth century, following its third building campaign. Following South Carolina's secession from the Union in 1860, Fort Moultrie was abandoned in favor of nearby Fort Sumter. Throughout the Civil War, Fort Moultrie went largely unnoticed in favor of Fort Sumter and Castle Pinckney. By 1865, Fort Moultrie was buried in a pile of sand that had largely protected the site from Federal bombardment however the newly introduced rifled cannon had destroyed the brick wall fortifications. Following the conclusion of the Civil War, Fort Moultrie was modernized. New cannons were installed to protect the fortifications and "magazines and bombproofs were built of thick concrete, then buried under tons of earth to absorb the explosion of heavy shells."³³

Again in 1885, Fort Moultrie was modernized with the latest defensive technology. New concrete batteries were installed along the Fort and additional weapons

³³ "Fort Moultrie." Nps.gov. https://www.nps.gov/fosu/learn/historyculture/fort_moultrie.htm (accessed January 31, 2018).

were placed along Sullivan's Island in an effort to further protect the Fort. The third-generation Fort Moultrie became a minor part of the new, larger Fort Moultrie Military Reservation that encompassed Sullivan's Island. Twentieth century warfare brought new threats and new weaponry to the Fort. With the new technology employed in World Wars, the Fort essentially became obsolete. In 1948, Fort Moultrie was named as part of Fort Sumter and declared a national historic monument, maintaining its federal ownership and protecting it for generations to come.³⁴

FORT SUMTER

Fort Sumter is located at the mouth of the Charleston Harbor, constructed on top of a rock foundation. Construction on the Fort began in 1829 and was near completion in 1860 when it was occupied by Union forces in an attempt to prevent civil unrest. At the time of its pre-Civil War occupation, the Fort featured 50-foot tall brick walls and over 130 gun mounts. Famously on April 15, 1861, the first shots of the Civil War were fired from and at Fort Sumter by opposing sides. After thirty-four hours, Fort Sumter was captured by the Confederacy. During the duration of the Civil War, Fort Sumter suffered heavy damage at the hands of both sides attempting to defend and capture Charleston. While over 300 Confederate soldiers defended the Fort throughout the war, it essentially was a pile of ruins from years of bombardment. The Fort was evacuated shortly before the official end of the War in April 1865.

³⁴ "Fort Moultrie." Nps.gov. https://www.nps.gov/fosu/learn/historyculture/fort_moultrie.htm (accessed January 31, 2018).

While it has remained in federal government ownership since its inception, the Fort was never fully restored following the end of the Civil War. The concrete Battery Huger was added to the Fort with the beginning of the Spanish-American War in 1898 but other than that, the Fort has remained largely untouched.



Figure 3.4 – Fort Sumter today This photograph shows Fort Sumter from the Charleston Harbor (*Image from NPS*).

A fraction of the original gun mounts remain today, the soldiers' barracks surrounding the Fort were never replaced, and only a few low walls remain of the once grand Fort. The Fort has been purposely maintained as a ruin and is now facing issues of erosion and rising sea levels as it sits in the middle of the Harbor. The Fort was declared a national historic monument in 1948 and became part of the National Parks system.³⁵

CHARLES PINCKNEY NATIONAL HISTORIC SITE

The Charles Pinckney National Historic Site, also known as Snee Farm, is located just outside Charleston in Mount Pleasant, South Carolina. As it stands today, the Site is a 28-acre remnant of what was once a grand 715-acre plantation for Charles Pinckney, a

³⁵ "Fort Sumter, Fort Sumter National Monument, Charleston Vicinity, South Carolina." Survey (measured drawings, written and historical data), Historic American Building Survey, National Park Service, U.S. Department of the Interior, 1991. Library of Congress (HABS NO. SC-194, <https://www.nps.gov/fosu/learn/historyculture/upload/392-D194---Scanned%20Images-53666.pdf>, accessed February 1, 2018).

former South Carolina governor and signer/ author of the U.S. Constitution.³⁶ The plantation was considered the Pinckney's country home, away from the family's townhome across the river in the city of Charleston. Pinckney inherited Snee Farm from his father in 1782 and would go on to become a prominent figure in American and international politics over the next forty years. Although Pinckney primarily used his Charleston residence for political and social purposes, he continued to utilize Snee Farm to grow cotton and indigo and provide a stream of revenue.

In addition to Snee Farm, Pinckney owned six other plantations in the Southeast. Eventually, Snee Farm was sold in 1817 and went through a phase of multiple owners. In 1828, Snee Farm's owners built a Lowcountry cottage-style house on the site of the original Pinckney home. Well into the twentieth century, Snee Farm remained intact for agricultural purposes but by the 1930s the property began to be utilized as more of a country house than a working farm.

The town of Mount Pleasant was quickly growing into the thriving city it is today by the mid-twentieth century. By the early 1970s, the Snee Farm property was divided among developers to build the housing development and golf course known today as Snee Farm subdivision while maintaining a 28-acre tract of land surrounding the 1828 house. Snee Farm was listed in the National Register of Historic Places in 1973 and was designated as a national historic landmark later that same year.

Land values and the desire for more home sites in the town of Mount Pleasant continued to increase and in 1986 a developer purchased the remaining 28-acre tract

³⁶ "History & Culture," National Parks Service, October 17, 2017, accessed January 15, 2018, <https://www.nps.gov/chpi/learn/historyculture/index.htm>.

surrounding the 1828 house. In 1988, following the beginnings of development on the property, the Friends of Historic Snee Farm purchased the 28-acre tract, which housed the 1828 house as well as 20th-century agricultural outbuildings. With congressional authorization, the Friends of Historic Snee Farm sold the tract to the National Park Service, ensuring the area's survival for future generations.



Figure 3.5 – Charles Pinckney House This photograph depicts the Charles Pinckney House as it sits today, fully restored by the NPS (*Image from southcarolinaplantations.com*).

In 1988, Congress established the Charles Pinckney National Historic Site in order to interpret the life of Charles Pinckney, the lives of Snee Farm's "free and enslaved inhabitants, and the early history of the United States."³⁷ Because no buildings from the time of Charles Pinckney's ownership of Snee Farm remain, the Site focuses on archaeological evidence to connect the site to the time of his ownership.

SCRUGGS CABIN AT COWPENS NATIONAL BATTLEFIELD

³⁷ "History & Culture," National Parks Service, October 17, 2017, accessed January 15, 2018, <https://www.nps.gov/chpi/learn/historyculture/index.htm>.

Similar to other war-related sites that have consistently maintained federal ownership, Cowpens Battlefield has remained under federal ownership since its rise to national attention with the Battle of Cowpens during the Revolutionary War in 1781. While the Battlefield itself was listed on the National Register of Historic Places in 1966, there is one historic built structure that resides in the Park but is not associated with the actual Battle of Cowpens. Robert Scruggs constructed Scruggs Cabin in 1828. The house was constructed in the style of “19th century yeoman farmhouse architecture”³⁸ and remained in the Scruggs family until the National Park Service purchased it in 1970.



Figure 3.6 – *Scruggs Cabin* This photograph depicts Scruggs Cabin as it appears today at Cowpens Battlefield, fully restored to its original appearance by the NPS (*Image from author*).

³⁸ Steven L. Markos. “Cowpens National Battlefield – Touring the Battlefield.” Npplan.com. <http://npplan.com/parks-by-state/south-carolina-national-parks/park-at-a-glance-cowpens-national-battlefield/touring-the-battlefield-cowpens-national-battlefield/> (accessed January 31, 2018).

While not part of the actual Battle of Cowpens (as it was constructed after the Battle), visitors to the Battlefield would often stop at the nearby cabin and ask for directions to the Battlefield, leading the Park Service to desire to acquire it as part of the Park.

The National Park Service restored the cabin to its original appearance upon gaining ownership of the structure by removing modern additions and making improvements. Scruggs Cabin maintains its original appearance today and contains reproduction furniture, adding to the interpretation of the site as a rural nineteenth century cabin that housed a farming family. The cabin is accessible by walking path.

CHAPTER FOUR

ANALYSIS

This thesis examined three factors in order to form an objective opinion of the management practices of the USFS when compared with those of the NPS. Site documentation of chosen areas, owner surveys of each site, and legislation on management practices helped in analyzing first if there exists a different standard of care within the two entities, and second where in the organizational framework management structures may generate such a difference.

Site Documentation

On-site documentation of the five sites provides a visual representation of the results of the management of each site. The conditions of a historic resource reflect multiple layers of influence, including how owners have managed their budgets and care for the site since assuming ownership. Material durability and intended use of the various sites significantly affects maintenance as well as current condition. Fortifications like Fort Moultrie, which was rebuilt multiple times, and Fort Sumter were purposefully overbuilt as they were meant to defend Charleston from incoming enemy troops. Sites like Tibwin, Walnut Grove, and Scruggs Cabin were built as residences, meaning they were not intentionally overbuilt and perhaps were not built to withstand centuries of use. One of the reasons Walnut Grove's current condition is drastically different from that of neighboring Tibwin is that, in addition to being younger in construction date, was built as

a seasonal house that meant to have as little maintenance as possible.³⁹ Tibwin and Scruggs Cabin were originally built as year-round residences, meaning they were anticipated to receive more regular maintenance.

Another factor affecting current condition is location of sites and, by association, public accessibility. The location of Fort Sumter, in the middle of Charleston harbor, means it is subjected to wake from large ships as well as changes in sea level and the brunt of hurricanes that hit the area. Its open location also means that it has nothing to protect it from the elements. However, Fort Sumter is highly visible to anyone residing in or visiting Charleston, aiding in its ability to be kept up. Fort Moultrie is not located in as vulnerable a location as Fort Sumter but is still relatively susceptible to the elements. Its location on a barrier island means relatively little protects it from incoming hurricanes and the generally aggressive marine climate. Similar to Fort Sumter, Fort Moultrie is also highly visible to the public as it is located on an extremely popular and highly populated beach vacation destination, meaning the National Park Service's need to maintain its appearance is a high priority. Scruggs Cabin's proximity to Cowpens Battlefield means it too is highly visible to Park visitors, aiding in the public pressure to maintain the building's aesthetics.

In contrast, Tibwin is essentially hidden from public view. It lies at the end of an unmarked road, behind a locked gate and while it is within the bounds of the Francis Marion National Forest, is somewhat off-limits to the public. Tibwin is not entirely safe for public access, as parts of it are not structurally stable. Tibwin is also not on or near

³⁹ See History chapter on Walnut Grove

any path in the Francis Marion National Forest, further inhibiting its public access and is located in close proximity to the boundary of the Forest. All of these factors combine to make a structure essentially hidden from public view and, by extension, public interest or sympathy. Similar to Tibwin, Walnut Grove is also largely hidden from public view. It too lies at the end of a long, unmarked road and is blocked from vehicular access by a locked gate. Walnut Grove is not in close proximity to any trails within the Forest and is mothballed, making it off-limits in appearance and by physical access to entry.

The Charles Pinckney House is like Tibwin, Walnut Grove, and Scruggs Cabin in that it was built as a residence. While the design is very similar to that of Tibwin, its highly visible location sets it apart from Tibwin. The Charles Pinckney House is located in the middle of the town of Mount Pleasant, a thriving city since the mid-twentieth century that has experienced tremendous growth, now making it the fourth largest municipality and singular largest town in South Carolina.⁴⁰ Its location in a highly populated area means it was more likely to be noticed by preservation-minded interest groups than Tibwin.

While both properties were at one point owned by developers, the Pinckney House's location in the midst of the burgeoning suburb in Mount Pleasant provided it an easier way to gain local sympathy from preservationists. The town of McClellanville's population was 543 in 2016, whereas Mount Pleasant's population in 2016 was 84,170.⁴¹ The small size of McClellanville relative to Mount Pleasant is prohibitive in regards to fundraising for historic sites as it has a much smaller pool of local residents to draw from.

⁴⁰ United States Census Bureau

⁴¹ United States Census Bureau

McClellanville's small size and location away from the main city of Charleston mean it is less likely to be seen or gain attention from the local press.

While it helps to preserve the building, mothballing deters (and prevents) people from entering a building. Since the front door of Tibwin is not mothballed, the building is accessible to people who stumble upon the structure, enabling the public to take interest in the structure. There is no plaque or information readily available at Tibwin, perhaps preventing interested parties that do find it from investigating further. Walnut Grove is completely mothballed, preventing entry to the main house. This prevents any interested parties that stumble upon it (and preservationists) from assessing the current conditions of the interior of the structure and perhaps taking a greater interest in the care of the building and plans for future preservation.

Individual conditions reports are presented in Appendix A. This discussion summarizes the findings of the five surveys. Overall, NPS sites studied were in better condition than USFS sites. The lowest average existing condition score (on a 1 – 5 scale, with 5 being in excellent condition) on a USFS site was 2.3 at Tibwin, the highest average score was 3.83 at Walnut Grove, and the overall average score was 3.07. The lowest average score on an NPS site is 4.42 at Fort Sumter, the highest average score was 5 at Fort Moultrie, Scruggs Cabin, and Charles Pinckney House, and the overall average score was 4.86. Tibwin Plantation was in the worst shape out of all the sites examined. While Tibwin has a relatively new (and in excellent condition) roof and foundation, its building envelope, excessive holes in walls, and structurally insufficient chimneys and porches meant it received a relatively low average score. Tibwin's age and building

materials (when compared with those of Walnut Grove) also played into its lower average score than Walnut Grove, which received a 3.83 average score. Tibwin was built with less durable building materials and is approximately 150 years older than Walnut Grove. Walnut Grove was explicitly designed and constructed as a seasonal residence that could be left for periods of time with no maintenance needed, meaning its design utilized sturdier, more modern building elements than did Tibwin.

The Charles Pinckney House, Fort Moultrie, and Scruggs Cabin all scored averages of 5 on existing conditions, whereas Fort Sumter received a 4.42 average score due to its structural damage of exterior walls as well as damage to Battery Huger. The Charles Pinckney House, Fort Moultrie, and Scruggs Cabin have all been fully restored.⁴²

Tibwin scored a 5 for its roof on the conditions survey as the roof was recently replaced and in excellent condition. Tibwin scored a 1 for its floor and building envelope systems as there are multiple holes within these systems and they are overall structurally unsound. Tibwin scored a 3 for its downstairs porch and a 1 for its upper and back porches. The downstairs porch at Tibwin has been recently replaced but is still missing building materials while the back and upper porches are both structurally unsound. Tibwin scored a two for its decorative elements as the majority of them have been stolen, removed, or damaged. Tibwin scored a 1 for its chimneys and wall system. The chimneys are visibly pulling away from the house and require immediate attention. The wall system is missing material and has multiple holes throughout where the wall and ceiling meet.

⁴² While restoration is good for conditions reporting, it can be problematic for historic integrity. The Charles Pinckney House and Scruggs Cabin have both been fully restored but have sacrificed original materials in the process of making them fully restored for visitor use.

Tibwin scored a 3 for its staircase as it is structurally sound but in need of cleaning and investigation as there are animal droppings littering it. Tibwin scored a 5 for its foundation as it was recently rebuilt. Overall, Tibwin averaged 2.3 on the conditions assessment.

Walnut Grove, the second USFS property examined for this study, scored better than Tibwin in its conditions assessment with an overall average score of 3.83. The roof at Walnut Grove scored a 4 as it appears to be in good shape with slight sagging and minor material loss. The floor and decorative elements were not accessible and there are no staircases since Walnut Grove is a one-story structure, meaning these components were not scored. The building envelope at Walnut Grove scored a 4 as it has been mothballed in order to protect it overall and there was no apparent material loss. The porch at Walnut Grove scored a 3 as it contains severely damaged screens but appears to be in good structural shape. The chimneys at Walnut Grove scored a 4 as there is no visible material loss but some bio-growth present. The wall system at Walnut Grove scored a 4 as there is no bowing or material loss and it appears structurally sound.

The Charles Pinckney House, under NPS ownership and maintenance, scored an overall average of 5 for its conditions assessment, meaning every system scored a 5. There was no visible material loss or structural inadequacies on any system examined at Charles Pinckney and every system examined had been fully restored. The NPS maintains a cyclical budget for expected annual maintenance on the structure and surrounding property every year and also maintains an ongoing budget for corrective maintenance, to update systems and replace worn materials.

Fort Moultrie, also under NPS maintenance, scored an overall average of 5 for its conditions assessment. As the structure was built as a fortification, there are no porches or chimneys, so these building components were not scored. The remaining building components all scored 5 out of 5 as Fort Moultrie has been fully restored. Similar to the Charles Pinckney House, the NPS also maintains a cyclical budget for expected annual maintenance of the Fort as well as an ongoing budget for corrective maintenance and special projects at Fort Moultrie.

Fort Sumter is also under NPS maintenance and scored an overall average of 4.42 on its conditions assessment. Fort Sumter's location in the middle of the Charleston Harbor makes it more prone to water damage, resulting in its lower overall score. As Fort Sumter was built as a fortification, it has no porches or chimneys, meaning these building components were not scored. The roof and floor systems at Fort Sumter both received a 5, as they have been preserved to the condition in which they were found and have no visible material loss. Fort Sumter's building envelope scored a 4 as it is in overall good condition but there is material loss on one exterior wall. Fort Sumter's decorative elements scored a 5 as what simple elements are present are in excellent condition. The wall system at Fort Sumter scored a 4 as it is overall in good condition but there is some material loss on an outer seawall. The staircases at Fort Sumter scored a 5 as they have been fully rebuilt for visitor use. The foundation at Fort Sumter scored a 3 as parts of Battery Huger's foundation are crumbling.

Scruggs Cabin was the last NPS-managed property examined for this report. Overall, Scruggs Cabin scored an average of 5 on conditions assessment. The cabin has

been fully restored by the NPS and is adequately maintained. Interior access to the Cabin was restricted so the staircase was unable to be assessed, meaning this building component was not examined or scored. The porches and foundation at the Cabin have been completely rebuilt in recent years.

The overall average conditions assessment score for USFS-managed sites was 3.07 while the overall average score for NPS-managed sites was 4.86. Despite the small sample size and other factors that influence condition, there is definite suggestion of difference in standard of care among the different agencies. All NPS-managed sites scored better than the highest-scoring USFS site examined. While the USFS has taken the mothballing approach for its historic buildings, this approach clearly has not totally prevented damage from occurring. The NPS has fully restored all of its historic buildings.

Owner Surveys

Six surveys were sent out to the managers of the six sites examined in this thesis and five responses were received. The only property for which no owner survey response was received was Scruggs Cabin, which is managed by the NPS. Of the five surveys received, all questions on every survey were answered. Question 5 on the owner survey asks the owner the condition of their building on a 1 – 5 scale (the same as that used in conditions assessment) when it was acquired by the agency for which they work. Tibwin received a score of 0 from its manager for its overall condition when acquired by the USFS, while current conditions assessment rank it at a 2.3 out of 5 as scored by the

author.⁴³ Walnut Grove received an overall score of 4 for its overall condition when acquired by the USFS according to the site manager while current conditions assessment rank it at a 3.83 according to this researcher. Fort Sumter received a score of 3 from its manager for its overall condition when acquired by the NPS while current conditions assessment rank it at 4.42. Fort Moultrie received a score of “2 or 3” from its owner for its condition upon acquisition by the NPS while current conditions assessment rank it at a 5. The Charles Pinckney House received a 3 for its overall condition upon acquisition by the NPS with current conditions assessment scoring a 5. Overall, the rankings by the author were higher than those by the managing agency. In the case of the USFS, Walnut Grove and Tibwin have physically deteriorated since acquisition but still retain value in their buildings. The NPS sites examined for this thesis have all been fully restored since acquisition, leading the author to score them higher than site managers did upon acquisition.

Apart from condition upon acquisition, there is also a clear discrepancy between agencies on how much money is spent on the upkeep of historical sites upon examining the owner surveys. One factor affecting this is that NPS charges an admission fee to some of its sites to offset these costs. While the Charles Pinckney House is fee-free, visitors must pay an admission to Fort Moultrie and a ferry fee to visit Fort Sumter. USFS sites are fee-free as they are located within national forests that do not charge admission fees.

⁴³ A ranking of 0, an off the chart score, by Tibwin’s owner demonstrates that the USFS perceived no value in the building at the time of acquisition. At acquisition, a horse barn was still standing but has since fallen down. Today, after decades of ownership by the USFS, Tibwin is still standing. Visitors are able to walk into the house, walk up the stairs, and walk onto the porch at Tibwin.

One of the issues affecting the USFS is a perception problem. Whereas the NPS was created as a “front facing” organization founded to foster the American ideal of travel and adventure (as a means of facilitating citizens seeing their country). This has the effect of creating a great deal of constituent interaction with the NPS, which directly correlates to public support and resource allocation. By contrast, the USFS is largely a “support player” and is viewed by the public as maintaining natural forests, which are much more passively interacted with; seen as ecological as opposed to historical and therefore the historic structures overseen by the USFS become overshadowed by the physical surroundings and do not receive similar public attention.

Tibwin was bought by the USFS in 1996 and has faced a lack of adequate funding ever since. The building undergoes an annual inspection, required by the USFS, but the Francis Marion Forest personnel try to inspect the building quarterly. Currently, there is no inspection or maintenance plan specifically for Tibwin. Approximately \$20,000 per year is put into maintaining Tibwin, a very small amount relative to the overall operating budget for the Forest. During USFS ownership, the roof and foundation have been repaired as well as part of the front porch while deferred maintenance has piled up. Currently, there are no approved plans for improvements to Tibwin.

Walnut Grove was acquired by the USFS in 1977 through exchange. An annual inspection is conducted by the USFS and other than replacing the roof, no funds have been committed to maintaining the building. The USFS admits that Walnut Grove’s

condition has declined since it acquired it. Walnut Grove also has a “backlog of deferred maintenance” and has “no approved plans for improvements.”⁴⁴

Fort Sumter was transferred to the NPS in 1948 from the War Department. At the time of acquisition, Fort Sumter was infilled with dirt as well as infrastructure from World Wars I and II. The NPS spent approximately ten years discovering the remains of the original Civil War-era Fort. Depending on tides and rain, part of Fort Sumter flood. Fort Sumter is monitored by staff on a daily basis. For 2017, the combined allowance spent on cyclical maintenance by the NPS at Forts Sumter and Moultrie was \$257,804. The combined corrective maintenance spent by the NPS at both Forts in 2017 was \$314,794. Fort Sumter’s overall condition has improved since acquisition by the NPS, with a large amount relative to the overall budget being spent on maintenance. Improvements made to Fort Sumter by the NPS include installation of a new dock at the Fort, installation of a new roof for the museum, constructing a new visitor center and departure point, adding new museum exhibits, adding new HVAC units, and updating and expanding restrooms. Currently, there are plans to replace accessible lifts at Fort Sumter with ramps and an enclosed elevator. On an ongoing basis, the historic brickwork is repointed and currently the historic cannons and carriages are being conserved.

Fort Moultrie was acquired by the NPS in 1960 under the Historic Sites Act of 1935. At the time of acquisition, Fort Moultrie’s overall condition was a 2 or 3 out of 5 since little was being done to upkeep the Fort. Depending on tide, portions of Fort Moultrie can flood. The Fort is monitored by staff on a daily basis. For 2017, the

⁴⁴ See Appendix B

combined allowance spent on cyclical maintenance by the NPS at Forts Sumter and Moultrie was \$257,804. The combined corrective maintenance spent by the NPS at both Forts in 2017 was \$314,794. Fort Moultrie's overall condition has improved since being acquired by the NPS and a large portion of the NPS' budget is spent on maintenance of the Fort. The NPS installed a new roof on the Fort Moultrie visitor center, updated visitor center exhibits, installed a new flag pole, reconfigured the cannon row exhibit area, and worked on water seepage since assuming ownership of the Fort. Currently, brickwork is repointed on an ongoing basis and historic cannons and carriages are being conserved.

The Charles Pinckney House was acquired by the NPS in 1988, through a donation by local citizens to the agency. There was a commonly held belief when the NPS acquired the House that it dated back to the time of Charles Pinckney and George Washington. Upon further examination, the NPS discovered that the House is newer and utilizes the site to tell the story of Charles Pinckney and the enslaved residents that once lived on the property.⁴⁵ The House is monitored on a daily basis by NPS staff and the NPS has a 5-year cyclical maintenance plan for the site. In 2017, the NPS spent \$34,751 on cyclical maintenance and \$40,316 on corrective maintenance for the Pinckney House. Overall, the house, barn, corn crib, and grounds have improved under NPS management.

⁴⁵ The Pinckney House's association with George Washington provided it national historic importance and a point of pride around which local residents could rally. Because of his importance to the founding of America, as citizens know it today, numerous sites associated with George Washington are listed as being of national significance. There are 142 designated historic sites in the United States associated with George Washington. The American public is quick to designate areas associated with Washington as being of historical significance, no matter the triviality of association. For example, some of the sites listed as being of historical significance are listed so because George Washington attended a wedding at the location, George Washington once stayed at a location, or George Washington attended a dinner at the site. Sites associated with such a prominent historical figure are more likely to receive a national historic recognition.

A large portion of the NPS' overall budget for the Pinckney House Park is dedicated to maintenance of the House. Since acquisition, the NPS has added public restrooms, replaced an HVAC system, painted the House, replaced the shutters, replaced the roof, repainted the barn and corn crib and replaced the roofs on both, and installed an interpretive footpath along the property. The Park recently received funding to redo all the current exhibits in the House. The original exhibits were installed in 1995 and were paid for by the Friends of Snee Farm interest group. On an ongoing basis, the Park adds live oak trees when historic ones die out.

The fact that jumps out most upon examining the owner surveys is the disparity in spending on historic structures between the USFS and NPS. To compare two historic structures that were both once private houses and initially similarly built, the NPS spends an average of \$34,751 on cyclical maintenance and an average of \$40,316 on annual corrective maintenance for the Charles Pinckney House. It is important to keep in mind that these numbers are spent on maintaining a structure that was properly restored before it was open to the public, thus a large initial chunk of money was spent to ready it for public access. In contrast, Tibwin has not been properly restored but only \$20,000 on average is spent maintaining the structure, most likely to prevent further decay. It is also important to note that the amount of money spent at the Charles Pinckney site covers the land surrounding it as well as a barn and corn cribs, not just the house itself. The money spent on Tibwin covers only the maintenance of the main house, not any secondary structures or surrounding landscape. The difference in budgets is the result of management frameworks and the result of priorities for fund allocation. As such, money

spent on maintenance and repair is both the result of the upstream system of institutional management and can be viewed as a factor driving the condition of the sites.

The USFS does not have any money set aside for the annual maintenance or upkeep of Walnut Grove and no friend groups to help raise money. In contrast, the NPS spent a combined \$257,804 on cyclical maintenance and a combined \$314,794 on corrective maintenance for Forts Sumter and Moultrie in 2017. These sites in particular are subjected to harsher climatological realities, as one is on the edge of the ocean and the other is literally in the middle of the harbor. Also, both Forts Moultrie and Sumter were built as fortifications, thus corrective and cyclical maintenance is a bit more extensive since the structures were overbuilt in order to withstand enemy fire so there is much more building material to care for.

Essentially all employees at NPS sites are preservation specialists. NPS staff focus on preserving the natural and built environment and those NPS sites associated with the built environment are staffed almost exclusively by preservationists of the built environment. The positions of cultural resources steward, historic preservation specialist, historic preservationist, and cultural interpretation are all job titles for NPS positions associated specifically with preservation present in the NPS sites examined. Individual NPS sites exercise much discretion in determining their priorities and staff make-up, dependent upon why that particular site is critical to national historical significance.

Section 112 of the *National Historic Preservation Act*, which will be discussed in greater detail in the following section, states that preservation personnel working for federal agencies (USFS and NPS) must meet professional qualification standards

consistent with the Secretary of the Interior.⁴⁶ These preservation personnel are the only people within the USFS that may make recommendations regarding National Register listing, effects of projects on historic structures, and “management use categories for cultural (historic) resources.”⁴⁷ Heritage personnel within the USFS are largely relevant to strictly archaeological endeavors but also include the National Heritage Program Leader, Regional Heritage Program Leader, Forest Heritage Program Leader, District Archeologist, Archaeological Technicians, and Heritage Paraprofessionals. There is one heritage professional, a Regional Heritage Program Leader, working for both the Francis Marion and Sumter National Forests that oversees the management of Tibwin and Walnut Grove.

Similar to that of individual sites within NPS, individual Forests largely claim responsibility for creating or utilizing external partnerships to further protection of historic sites, specifically historic structures. While cultural/ heritage resource managers are present within each Forest region, they are often the only person specifically responsible for historic preservation of built resources within vast areas, are responsible for a large and diverse burden of resource management, and must find the time, budget, and interested parties to aid in protection of historic structures.

Legislation

The USFS and NPS were founded as two separate entities to serve separate functions but followed parallel developmental paths. Each agency was governed by

⁴⁶ (NHPA) (16 U.S.C. 470h-4(a)) and Title 36, Code of Federal Regulations, Part 800 – Protection of Historic Properties, section 800.2(a)(1)

⁴⁷ Section 04.1, FSH 2309.12

different legislation until the coalescence of the preservation field and the attendant laws required both agencies to manage their historic resources. Beginning in the early twentieth century, the preservation of the physical resources of the United States, and by extension the historical and cultural assets became a legislative priority. The legislative intent was to ensure that these resources, which at the time were vulnerable to destruction and degradation through competing private uses (such as the development of urban and suburban assets as well as the extraction of commodity resources ranging from mining activities to deforestation by the timber industry) as well as neglect due to lack of adequate funding. This section reviews the legislative resources both the USFS and NPS followed in their creation as well as guiding legislation on how they manage historic resources.

Founding Legislation

Congress laid the foundation for the modern-day United States Forest Service in 1891 with the passage of the *Forest Reserve Act*. This Act allowed the President of the United States to declare timberlands under the public domain as forest reserves.⁴⁸ The *Organic Administration Act of 1897 (Organic Act)* created a National Forest System and declared the mission of the Forest System as timber production, watershed protection, and forest protection. Less than a decade later, Congress passed the *Transfer Act of 1905*, creating a Forest Service (USFS) that would be under the jurisdiction of the Department of Agriculture. The Forest Service expanded federal holdings into the eastern United

⁴⁸ T. Destry Jarvis, *The National Forest System: Cultural Resources at Risk*. Page 6, May 2008, National Trust for Historic Preservation.

States with the passing of the *Weeks Act* in 1931, allowing the USFS to purchase privately held lands in the east in order to create forested reserves. The *Weeks Act* was the basis for the USFS establishing the Francis Marion National Forest, of which both Tibwin Plantation and Walnut Grove are a part.

In 1960, Congress passed the *Multiple-Use, Sustained-Yield Act (MUSY)*, ordering the USFS to manage its lands for purposes beyond timber and watersheds. *MUSY* states that “the national forests are established and shall be administered for outdoor recreation, range, timber, watershed, and wildlife and fish purposes.”⁴⁹ While *MUSY* addresses additional responsibilities of the USFS, it does not address management of the agency’s cultural and historic resources. If *MUSY* were to include language on historic resources, it could be a model for extending the USFS’ purview again.

In 1976, Congress passed the *National Forest Management Act of 1976 (NFMA)*, forcing the USFS to create and continuously update an inventory of renewable resources within its lands and administer these resources in compliance with previously drawn-up land use plans. Similar to *MUSY*, *NFMA* also did not explicitly mention historic or archaeological resources as the USFS’ obligation, meaning that the protection of historic buildings specifically is not part of the USFS’ mandate and falls outside of their purview.

A rising concern among the public over environmental issues in the 1960s and 1970s led to several lawsuits against the USFS regarding timber production. In one of these landmark lawsuits in 1978, the Supreme Court ruled that Congress had only intended to create National Forests for two primary purposes, watershed protection and

⁴⁹ Multiple-Use Sustained Yield Act of 1960, 16 U.S.C. 528

timber production. The argument was that national forests were not created for forest protection as stated in the *Organic Act*⁵⁰. This Supreme Court ruling meant that the USFS was allowed to prioritize timber and watersheds over other resources it managed. This clear hierarchy to priorities is seen in the different standard of care historical resources receive as established in the following condition assessment and review of owner surveys.

Antiquities Act of 1906

The first major step toward the protection of the physical resources of the United States was the *Antiquities Act of 1906*⁵¹, signed into law and championed through Congress by President Theodore Roosevelt, a staunch supporter of the natural resources who had experienced the splendor of America's national treasures as a younger man. The focus of the Antiquities Act was to ensure that archeological sites were protected from looting (unauthorized excavation of cultural antiquities) through the creation of a permit process for excavation on Federal (and tribal) lands as well as establishing monetary fines and criminal punishment.

The preservation of antiquities was supplemented by the *Archeological Resources Protection Act of 1979*, which provided additional clarity on what constitutes an archeological resource, and substantially increased the penalties for looting.⁵²

⁵⁰ United States v. New Mexico, 438 U.S. 696, 707 (1978).

⁵¹ 54 U.S.C. 320301 *et seq.*

⁵² 16 U.S.C. 470aa-470mm

While the *Antiquities Act* does not itself provide any direct resources for the management of historic structures, it does signal a shift in Federal policy toward the preservation of culturally significant resources and provides a framework by which the government can contextualize assets as existing for the public good and in need of protection by the government.

National Park Service Organic Act of 1916

A decade after the *Antiquities Act*, the *National Park Service Organic Act of 1916* created the National Park Service within the Department of the Interior. The purpose of the National Park Service was specifically to promote (and regulate) certain Federal land, which was to be conserved for the public good. These lands consisted of parks, monuments and reservations with the express intention of leaving them unimpaired for future generations.

While still falling short of specifically protecting historic structures, the *National Park Service Organic Act of 1916* does recognize both natural and historic objects (thus *man-made creations*) and provides a mechanism by which an area can be deemed worthy of preservation. These areas, ranging from parks to battlefields are then made available to the public, in perpetuity, with a mechanism for their upkeep.

Historic Sites Act of 1935

By 1935, the Federal government expressly provided legislation for the preservation of historic and prehistoric areas of national significance. Expanding beyond the mandate of physically securing lands and monuments, as afforded by the *Park Service*

Organic Act of 1916, the *Historic Sites Act of 1935*⁵³ authorizes the Secretary of the Interior to “secure, collate and preserve drawings, plans, photographs and other data of historic and archeologic sites, buildings and objects.” By providing the Federal government the ability to preserve both the physical structures as well as the critically important supporting information, which becomes essential in the process of conservation.

Reservoir Salvage Act of 1960

In 1960, additional legislation was enacted to protect artifacts salvaged from historic sites in the form of the *Reservoir Salvage Act of 1960*⁵⁴. The intent of the program was to protect against these artifacts from destruction at the hands of large infrastructure projects, such as those that began during the Great Depression and through World War II. The intention of the act was ensuring that these artifacts were preserved as opposed to destroyed and to classify them into collections, although the act stopped short of providing any significant regulation regarding the care and management of the collections that were the inevitable byproduct of such recovery.

National Historic Preservation Act (NHPA)

The *National Historic Preservation Act (NHPA)* was passed by Congress in 1966 and is the largest single piece of federal legislation governing historic preservation to have ever been passed. The NHPA delegates federal agencies, including the USFS and NPS, with responsibility for care of historic structures under their purview. While the

⁵³ 16 U.S.C. 461-467

⁵⁴ 16 U.S.C. 469-469c

entirety of NHPA is vastly important to preservation, Sections 106 and 110 are of particular importance to the USFS. Section 106 forces the USFS, NPS, or any other entity receiving federal funding to take into account the effects of potentially adverse actions on historic sites (including historic buildings) and provide the Advisory Council on Historic Preservation (Advisory Council) with a chance to comment on their actions. While Section 106 does not explicitly prevent the outright destruction of historic sites, it does force a dialogue between the USFS (or NPS) and preservation professionals before permanent damage is done. Section 110 of the NHPA requires the USFS and NPS to adopt a historic preservation program that identifies and qualifies historic structures within its managed lands and determines which of these are eligible for the National Register. Section 110 does not place these properties on the National Register but by identifying them, it allows the USFS and NPS to perhaps take a greater interest and allocate greater resources towards those historic buildings that are deemed of national importance. This sets a low base of consideration so the USFS has a low minimum requirement for due diligence and consideration of historic resources in its jurisdiction.

National Environmental Policy Act (NEPA)

The *National Environmental Policy Act (NEPA)* was passed by Congress in 1969 and requires all federal agencies to “preserve important historic, cultural, and natural aspects of our national heritage”⁵⁵ Similar to Section 106 of NHPA, NEPA provides that for every inter-agency action with the potential to affect the quality of the environment, the agency must provide information on the environment affected, any impacts of the

⁵⁵ 42 U.S.C. § 4331(b), (b)(4).

proposed action, alternatives to the action, and any resources that would be detrimentally damaged by the action.⁵⁶ In compliance with NEPA, the USFS and NPS would prepare environmental impact statements (EISs) when constructing land-use plans. In 2005, the USFS adopted a new regulation (planning rule) that exempted the agency from NEPA. This was done in an attempt to streamline the planning decision process. The new regulation required each National Forest to create and impose an Environmental Management System (EMS), to be utilized in creating each forest plan. The EMS places an emphasis on environmental impacts of decisions made and does not take into account historic resources. In contrast, the NPS still drafts EISs.

The newly utilized planning rule focuses on local interests versus national interests. While this is beneficial to individual National Forests and provides them with greater latitude, it means that national interests can be overlooked in favor of local interests. This means that resources, like historic buildings, could be overlooked at a national level and as such could continue to fall to the wayside as individual Forests prioritize individual interests. As previously discussed in the Literature Review section, Stephanie Toothman outlines many of these Park or Forest-specific themes. Without area-specific mandates for managing historic resources, other priorities will consume the NPS or USFS' attention. Further, the planning rule does not address how the USFS will assess overall impacts of individual (local) projects on forest resources, historic resources included. Before the implementation of the planning rule, individual Forests prepared EISs in order to assess how actions taken in the name of land management would affect

⁵⁶ Ibid.

individual resources. The new planning rule does not require preparation of an EIS for any land management action taken, meaning there is a greater possibility that the overall goal of land management will sacrifice lower priorities, like historic resource management. NEPA required EISs, forcing a conversation about the overall impact of activities undertaken in the name of land management of Forests' individual resources.

This Planning Rule stood from 2005 to 2012. Currently, the USFS follows the 2012 Planning Rule. Under the 2012 Planning Rule, EISs are no longer required. The USFS' historic structures as well as its cultural and historic resources fall under what it deems "heritage resources." In the 115 pages of the 2012 Planning Rule, "heritage" is used twelve times, only one of which has any bearing on historic structures.⁵⁷ The greatest passing reference to the USFS' historic structures mentions that historic resources are important to the USFS and should be a consideration when creating land management plans.⁵⁸ While the Planning Rule does mention "heritage resources," it does not mandate their care as it only states that these resources should be considered when creating land management plans.

Preserve America Executive Order

President George W. Bush signed *Executive Order 13287: "Preserve America"* into law in 2003. *Preserve America* creates federal policy that promotes the enhancement,

⁵⁷ References to "heritage" include it being discussed as a cultural service, discussing the NHPA as a 'legal instrument' that cannot be affected by the 2012 management plan, that "cultural heritage values" contribute to a broader landscape and will be taken into consideration, and that heritage resources must be considered when developing land management plans.

⁵⁸ § 219.10(b)(1)(ii)

protection, and modern use of historic properties owned by the federal government.

Preserve America states:

It is the policy of the federal government to provide leadership in preserving America's heritage by actively advancing the protection, enhancement, and contemporary use of the historic properties owned by the Federal Government, and by promoting intergovernmental cooperation and partnerships for the preservation and use of historic properties.⁵⁹

While *Preserve America* lays out what should be done by federal agencies caring for their historic buildings, it does not mandate that these buildings must be cared for. *Preserve America* does, however, encourage federal agencies to partner with varying levels of government as well as the private sector in order to better utilize their historic properties, a topic to be explored in the recommendations following this analysis. Additionally, *Preserve America* gives the Secretary of Commerce authority to work with other agencies in utilizing existing resources to promote the development of heritage tourism programs. While often more remote than those of the NPS, the USFS' historic properties are part of its growing heritage tourism sector and any outside promotion as such increases awareness of existing historic resources. Part of *Preserve America* allowed the USFS to shift more personnel to cultural resources. These personnel often number only one to two people to oversee an entire Forest's historic and cultural resources and the USFS' priorities often still win out as the broader land management initiative is seen as more directly related to the USFS' chartered purpose.

As part of *Preserve America*, the USFS was required to compose a report on its historic properties, which it published in 2011. The total report for the entire USFS was

⁵⁹ President George W. Bush, Executive Order 13287: Preserve America. March 3, 2003.

approximately 50 pages and does not provide details on specific historic sites. The report highlights changes implemented within the USFS to raise inter-agency awareness of its historic resources as well as show improved management of them. Since the report is published by the USFS, it does not offer an objective opinion on the agency's preservation progress however it does address additional preservation initiatives undertaken by the agency.

Forest Service Facility Realignment and Enhancement Act (FREA)

FREA was passed in 2005 and grants the USFS authority to sell or lease administrative sites it manages. FREA does not require the USFS to consider a site's historical significance before making a property transfer. Also, FREA does not require the USFS to place legally binding historic easements on any of these properties in order to preserve historical integrity of sites.⁶⁰ However, historic resources are still subject to Section 106 of the NHPA if they will be removed by the USFS or the new owner if the new owner is subject to Section 106. Administrative sites eligible for ownership transfer under FREA include fire towers, Ranger Stations, and Forest Service Guard Stations (sites historically significant because of their association with the USFS). FREA does restrict the USFS from conveying land in areas designated for natural or recreational use but does not explicitly forbid the conveyance of land containing historic structures. While FREA provides the USFS with a means for transferring ownership of administrative sites, it does not offer any protection to historic buildings nor does it provide for the sale/

⁶⁰ A historic preservation easement is a voluntary legal agreement that permanently protects a significant historic property

transfer of sites that are historic but are not used for explicitly administrative purposes, such as those studied in this thesis.

Secretary of the Interior's Standards for Rehabilitation

The *Secretary of the Interior's Standards for Rehabilitation* are rules set forth by the Secretary of the Interior that pertain to all federal agencies undertaking the preservation of historic properties eligible for or listed on the National Register of Historic Places. These standards are applicable to both the USFS and NPS. These *Standards* are meant to serve as a guiding tool in making sure federal agencies enforce their preservation duties. While the NPS has followed these rules in regards to the preservation and restoration of its sites in South Carolina, the USFS has not followed such rules in regard to its properties in the state.

While no properties examined in this thesis are being used for their historic purposes, the NPS sites are used in such a manner that has preserved the historic integrity of the sites. Forts Sumter and Moultrie as well as the Charles Pinckney House and Scruggs Cabin have all been restored and rehabilitated as National Parks, recognizing these sites as physical manifestations of the time and place in which they were constructed. In contrast, Walnut Grove and Tibwin have not been preserved and Tibwin especially has suffered extensive damage due to the lack of regular maintenance it receives.

Internal Documents

While the USFS and NPS are subject to overarching legislation passed by Congress and the President of the United States, both agencies are also subject to internal documents, policies, etc. Internal USFS policies are enforced through individual National Forests in the form of manuals, handbooks, and directives. These internal documents can be quickly changed and implemented, meaning there is considerably less time for public or governmental agency input. These internal documents are not legally enforceable, meaning individual Forest rangers hold extensive power in choosing what to enforce and what to ignore – a dangerous precedent when historic structures are not considered a priority item. Contrastingly, the NPS employs the use of internal documents in the form of *Foundation Documents*. These are documents created for the entire management of each individual site, designating resources and priorities for each individual location. This section examines these internal documents in depth and discusses what impact they have on the management of agencies' historic resources, specifically historic structures.

Forest Service Manuals and Handbooks

The *Forest Service Manual (FSM) 2360 – Recreation, Wilderness, and Related Resource Management* outlines the USFS' cultural (historic included) resource policies. *FSM 2360* identifies the cultural/ historic resources under its care but again, is not enforceable. *FSM 2360* states:

National Forests contain much of the undisturbed evidence of early habitation in America. The remoteness of much National Forest land has limited the impact on these cultural resources. Increasing public use of the outdoors and the intensified development of public lands are increasing the probability that cultural resources

may be damaged or lost. Prompt and effective action is necessary to integrate cultural resources into multiple-use management of the National Forest System.⁶¹ “Prompt and effective action[s]” described by the USFS in *FSM 2360* include declaring “special management zones” when creating land management plans for individual Forests in order to preserve “unique values,”⁶² recommending areas of national interest for National Historic Listing on the National Register, managing cultural (historic) resources in a way that maintains their integrity, establishing a program to inventory these identified cultural resources, avoiding damage of historic properties, and enhancing public enjoyment of these historic properties.⁶³ While these manuals outline how historic resources should ideally be managed, it does not mandate their care. Individual Forests have significant discretion in choosing which lines from the manuals to incorporate into their own land management plans that guide their decision-making.

The *Forest Service Handbook (FSH) 1909.15 – Environmental Policy and Procedures, Chapter 60.1, Physical Factors* provides guidance on what the USFS deems cultural resources, including historical resources. FSH 1909.15 details what individual Forests must consider from an agency compliance standpoint when addressing cultural resources. The only piece of FSH 1909.15 implemented into the management of Tibwin and Walnut Grove is that historic sites must be checked annually. *FSM 1900, Planning* details the overall USFS land management plan. *FSM 1900, Planning* goes into great detail on wildlife and watershed protections but fails to address cultural resources. *FSH 6509.11k, Service-wide Finance and Accounting Handbook* details reporting

⁶¹ Forest Service Manual 2360

⁶² Forest Service Manual 2360.2(2)

⁶³ T. Destry Jarvis, *The National Forest System: Cultural Resources at Risk*. Page 6, May 2008, National Trust for Historic Preservation.

requirements for cultural resources, creating a comprehensive internal database of these resources known as Heritage I-web. This database details all historic resources deemed “significant” within the USFS. Heritage I-web is only available to USFS personnel. Though a useful inventory tool, it does not offer any protection to historic resources. I-web is a step toward recognition of significance for historic sites but provides no information to USFS personnel on how to actually maintain the sites.

Heritage Program within USFS

Since the passing of the *Preserve America* Executive Order in 2003, the USFS has made great strides in improving and enforcing its Heritage Program. The program provides an extensive manual codifying how the USFS trains Heritage Professionals and develops a methodology for the USFS to work with outside groups and ensure that other stakeholders have input in decisions made by the USFS regarding historic sites. The responsibilities set forth by the Heritage Program are: 1) protect historic properties through stewardship (the identification, formal recognition, protection and management of historic properties on National Forest System lands); 2) Share their values with the American people (through the development, enhancement, interpretation and use of cultural resources for the USFS and public benefit); 3) Contribute relevant information and perspectives to natural resource management (via the use of cultural resource data to help understand the evolution and condition of ecosystems). The Heritage Program provides excellent framework for the USFS managing its historic buildings but does not elaborate on how the Heritage Program will be funded and ensuring its directives will be enforced. While there is a Heritage Manager for the Francis Marion National Forest in

charge of overseeing management of both Tibwin and Walnut Grove, he is also in charge of the heritage program for the Sumter National Forest while simultaneously overseeing both Forests' archeology initiatives. Management practices established in the Heritage Program are moot without the means to implement them effectively.

NPS Foundation Documents

Recently, the NPS switched over to a new form of management for individual Parks called Foundation Documents. These Foundation Documents are created for each Park and provide an overall management plan, addressing each Park's individual needs and how they should be managed, prioritized, and planned for. The Foundation Documents are the internal policies by which all decisions are based for each individual Park, centering on that Park's individual mission statement or purpose. Foundation Documents are made up of two overarching components – core components and dynamic components. Core components include a brief description of the individual Park, the Park's purpose and national significance, core resources and values within the Park, secondary resources and values within the Park, and interpretation of the Park.⁶⁴ Dynamic components of Foundation Documents include special mandates for individual Parks and commitments as well as an assessment of planning and data needs. (Dynamic components, given their name, are updated regularly and amended with the changing resources of each Park.) The Foundation Documents for Forts Moultrie and Sumter as well as Charles Pinckney summarize each Park's purpose, significance, interpretive

⁶⁴ Foundation Document: Fort Sumter National Monument. US Department of the Interior, May 2016.
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themes, resources and values, and dynamic components. Each fundamental resource or value is analyzed for threats and opportunities, data and GIS needs, planning needs, legislation affecting NPS policy-level guidance, related significance statements, and current conditions and trends. Then, each Park is assessed for overall planning and data needs.

External Partnerships

Both the USFS and NPS utilize partnerships with external sources to further historic preservation. The USFS utilizes a greater number of these partnerships as it has less monetary and personal resources devoted to historic structure maintenance and preservation than does the NPS. The USFS utilizes partnerships including Passport in Time, HistoriCorps, and Heritage Expeditions while the NPS relies on its partnerships with “friend” groups in order to fund preservation initiatives not fully covered by its cyclical or annual maintenance budgets.

Passport in Time is a volunteer organization sponsored by the USFS that now works on USFS as well as other federal lands to aid in the protection of cultural and historic resources. Passport in Time volunteers work closely with professional USFS archaeological and cultural resource staff to help document, preserve, and restore historic sites. Passport In Time is a useful tool available to the USFS but is subject to the whims of the presence of large groups of volunteers qualified to help on specific USFS projects. The USFS needs outweigh available tools and the last time a Passport in Time project took place in South Carolina was in 1999. No Passport in Time volunteers have worked on any USFS sites examined for this thesis.

HistoriCorps is another partnership tool available to the USFS. Unlike Passport in Time, HistoriCorps is a registered 501(c) 3 and is not sponsored by the USFS.

HistoriCorps began in 2002, when a group of preservationists, including land managers, identified a need to help restore buildings in the Pike-San Isabel National Forest. From this initial collaboration, HistoriCorps volunteers recognized a need for a national partnership to aid in preserving and protecting historic structures located on public lands, USFS included. HistoriCorps works with land managers to identify and preserve historic structures by providing much-needed knowledge, volunteers, and equipment to aid in preserving historic structures lacking for such attention. To date, HistoriCorps has not worked on any projects in South Carolina and is not scheduled to complete any through 2018.⁶⁵

Heritage Expeditions are another partnership tool available to the USFS. Heritage Expeditions are educational courses centered on historic and prehistoric sites located within USFS lands. Heritage Expeditions are open to the public for a fee and all fees collected help fund the preservation of the sites about which they educate. Heritage Expeditions are a way for the USFS to raise additional funds for preservation and are conducted through the USFS, although there has been no new information published about them in the last ten years, leading one to question the extent to which they are utilized.

⁶⁵ Information taken from <https://historicorps.org> . There is no record of HistoriCorps completing any work in South Carolina before or during the 2018 year.

The NPS utilizes fewer external partnerships than the USFS but has a larger budget, staff, and pointed mission dedicated towards preserving its historic resources. The NPS utilizes external partnerships with friend groups, for example Friends of Charles Pinckney and The Fort Sumter and Fort Moultrie Historical Trust, in order to raise necessary funds for preservation maintenance. The Friends of Charles Pinckney was actually established before the Charles Pinckney National Historic Site gained association with the NPS and initially purchased the property with the hopes of preserving its national significance. The Friends of Charles Pinckney were instrumental in turning the site into an NPS Park and still continue to raise funds for the Park as needed. The Fort Sumter and Fort Moultrie Historical Trust is also active in the preservation of the Park and recently raised over \$200,000 to help conserve historic cannons on Fort Sumter, a sum on par with what has been spent combined on maintenance of historic structures within the USFS in South Carolina in the last decade.⁶⁶

While there are multiple laws pertaining to preservation that are applicable to both the USFS and NPS, the NPS views these laws as mandatory whereas the USFS views this same legislation as guidance. Federal legislation is central to the standard of care historic properties within the NPS receive. Although both agencies are held to the same legislation, different agencies interpret the laws differently because of the difference in chartered purposes.

⁶⁶ According to owner surveys from the USFS, no money has been spent on Walnut Grove since ownership was assumed by the USFS and \$20,000 per year is spent on the maintenance of Tibwin Plantation, thus approximately \$200,000 total per decade is spent on the combined maintenance of these structures. See Appendix B.

CHAPTER FIVE

RECOMMENDATIONS AND CONCLUSION

Many federally owned historic buildings have become so essential to the American historical fabric that although once privately owned, are now considered part of the public domain. Sometimes these buildings receive adequate maintenance and funding and other times, they are left wanting. There are many barriers to such buildings within the USFS receiving a higher standard of care. One of the underlying questions that has come up through this research is if the USFS should manage historic resources. The USFS, as it stands, should not be a steward of historic resources. This chapter discusses multiple ways to improve the level of stewardship to historic properties within the USFS if they are to remain with the agency and discusses ways by which these properties could be divested to new owners.

Private Partnerships

The USFS does not have the resources to adequately manage its historic properties. The financial burden for historic preservation should not be borne exclusively by the USFS, insofar as it is outside of its legislative mandate and the expansion of its mandate, and commensurate funding requirements, would be inefficient given other, and likely more palatable, alternatives.

One option available to the USFS is to broaden its abilities to expand public-private partnerships to ensure better management of and care for its historic buildings. The 2012 USFS Planning Rule, which guides all management decisions, should be amended to expand the agency's authority to form public-private partnerships in an effort

to enhance its preservation responsibilities. Currently, the greatest mention of historic resources within the 2012 Planning Rule states:

The Department considers cultural and historic resources to be very important for social sustainability as well as important economic contributors. [...] The final rule provides direction for cultural and historic resources throughout the planning process. The assessment phase requires identifying and evaluating information about cultural and historic resources and uses and areas of Tribal importance, in addition to ecosystem services, which include “cultural services.” Section 219.8 also requires the responsible official to take cultural and historic resources on the plan area into account when developing plan components to contribute to economic sustainability and social sustainability, which includes the traditions and culture that connect people to the land.⁶⁷

An explicit addition addressing an ability to form public-private partnerships would provide the USFS with greater leverage to turn over the management of its historic structures to more qualified parties.

There is precedent in the US Government for preservation of historic buildings through a systematic transfer to private individuals, under a framework of oversight and conservation that has shown signs of promise. A successful program to look to for inspiration in establishing such partnerships is the National Historic Lighthouse Preservation Act program, stemming from the US Coast Guard. Under this Act, the Federal government is allowed to dispose of historic light stations that have been declared excessive for the ownership agency.⁶⁸ The *National Historic Light House Preservation Act of 2000*⁶⁹ (NHLPA) was enacted as a means of ensuring that lighthouses, many of which had become either functionally obsolete, but remained

⁶⁷ § 219.10(b)(1)(ii)

⁶⁸ Jennifer Leeds, May 2017. “The New Lighthouse Keepers: A Comparative Analysis of Ownership Structures Under the National Historic Lighthouse Preservation Act Program.” https://tigerprints.clemson.edu/all_theses_2649

⁴⁸ U.S.C. 470w-7

historically and aesthetically of national interest, could be responsibly conserved without creating a massive burden on the US Coast Guard, the original custodian of the assets, for whom such an undertaking would have been massively outside of their legislative purview. This process of transition from government asset to private ownership, is quite detailed and affords a great deal of transparency and comment from interested parties to ensure that the historic (and environmental) concerns are addressed prior to transition (see Figure 5.1).

Similar to many of the USFS' historic properties, many historic lighthouses were in disrepair due to high cost of maintenance and a Coast Guard that is no longer heavily dependent on these lighthouses for navigational aids, thus many of these structures became obsolete to the Coast Guard's original intent in maintaining them. Since the passing of the NHLPA, over 120 lighthouses have been transferred to new owners and restored. If an Act such as the NHLPA was passed in regards to the historic structures within the bounds of USFS forests, it would provide the USFS with a mechanism for disposing of historic buildings that are irrelevant to their mission statement and that they are unable to properly care for.

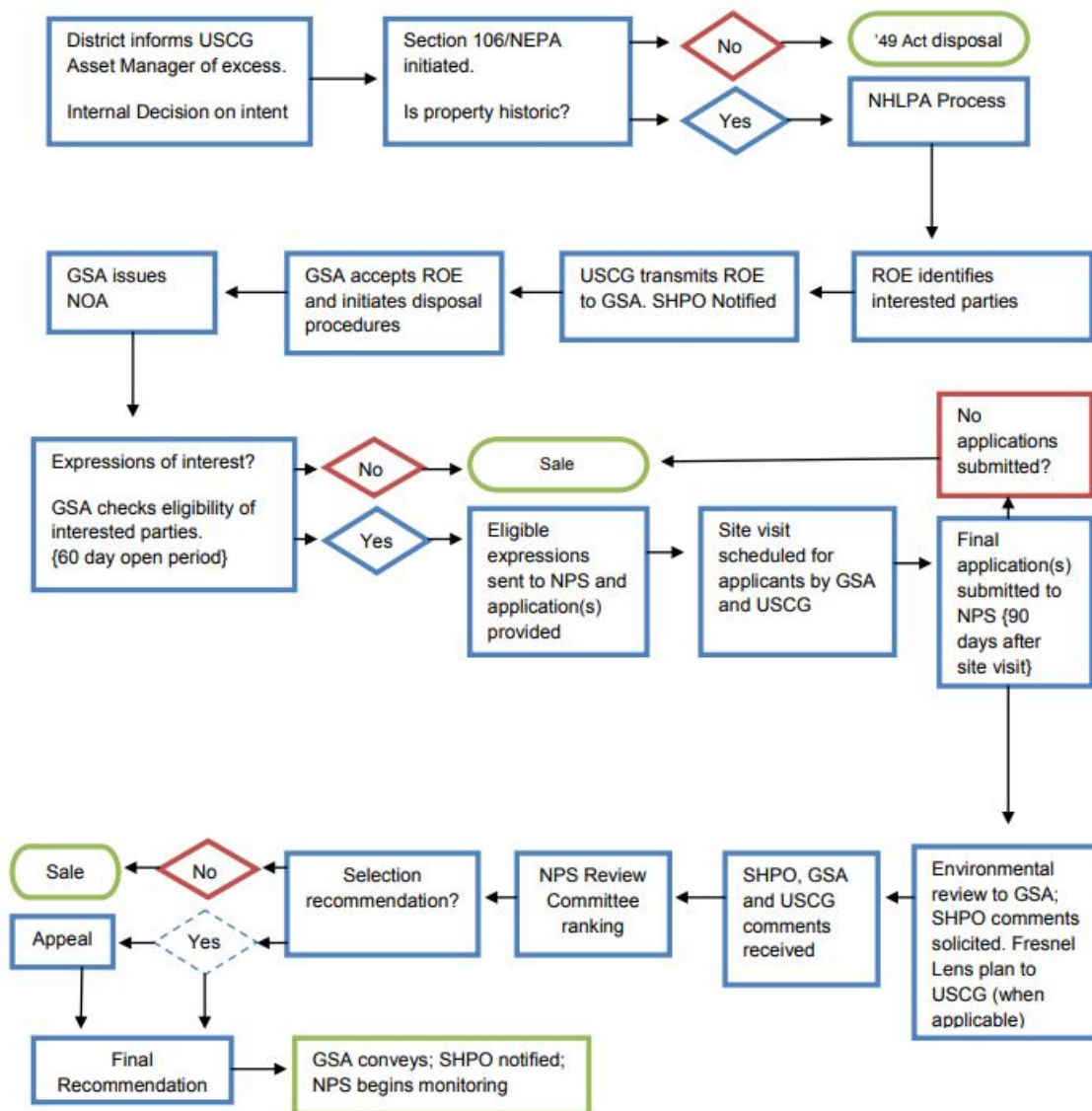


Figure 5.1 – National Historic Lighthouse Preservation Act flow chart This flow chart shows the process through which lighthouses are transferred from the federal government to new, often private, owners (Image from NPS).

Moreover, by transitioning the property to private ownership, the new owners are able to avail themselves of various historic preservation tax incentives at the Federal and State level, creating a new source of financing to offset the cost of preservation. Under this structure, the government is relieved of both the logistical and financial burden for conserving historic structures, but still retains the benefit of a degree of oversight as well

as fulfilling the public policy objective of ensuring these structures remain (and in many cases are restored).

The NHLPA is not without its own unique challenges; issues of rights of public access and competing legislative interests for the site (such as wildlife considerations and concerns over pollution) show the limitations of such a program. The public is often uncomfortable with the idea that they are no longer able to visit a site that was previously part of the “common good” and has now been transferred into private hands – depriving them of access. In the case of lighthouses, this has led to issues of legal proceedings over trespass and conflict with local zoning ordinances.

Another example of a successful public-private partnership is the NPS’ concessionaire for the Old Faithful Inn. In 1894, the NPS changed the regulations regarding the minimum distance for construction of any structure near a natural object of interest from one quarter of a mile to one eighth of a mile. This change made it feasible for the construction of the Old Faithful Inn, as it could now be located close enough to “Old Faithful” in the renowned Upper Geyser Basin to be feasible for attracting tourists visiting *Old Faithful*. In 1902, the Yellowstone Park Association, which held the lease from the NPS for the site, obtained financing from the Northern Pacific Railroad, which sought to capitalize on the transportation opportunities of additional tourism to the site, to build the Old Faithful Inn. The Old Faithful Inn has been operating since its opening in 1904 and has attracted millions of visitors and in the process has, itself, become designated as a National Historic Landmark in 1987. If the USFS were to utilize the concessionaire of the Old Faithful Inn as a model in funding the maintenance of its

historic buildings, it would grow its natural tourism while ensuring proper stewardship of its landmark properties.

There is precedent for an external partnership already within the USFS. In the George Washington National Forest in Virginia, the USFS has undertaken such a partnership with private individuals with success. The USFS acquired a 6,400-acre tract in the mid-twentieth century that houses the historic Warwickton Mansion, built in 1848. The George Washington National Forest had no dedicated use for the crumbling mansion so Pam and Ron Stidham received a special use permit from the USFS to restore the mansion, allowing them to operate it as a commercial bed and breakfast for thirty years.⁷⁰ This partnership ensures proper management of a historic asset for which the USFS had no use.

The NPS has a budget and multiple personnel dedicated solely to the upkeep of their historic buildings. These things, combined with financial support from outside interest groups, assure the preservation of historic buildings under their care. The USFS does not have nearly the budget, manpower, or support from private groups that the NPS does when it comes to maintaining their historic buildings. If the USFS were able to garner more outside support or were able to supplement its shortcoming of internal personnel and resources from private partnerships, the historic resources under USFS care would be in a far less precarious position.

⁷⁰ David Reed. February 27, 1993. "Film's Production Upsets Antebellum Mansion Renovator." Washingtonpost.com. https://www.washingtonpost.com/archive/realestate/1993/02/27/films-production-upsets-antebellum-mansion-renovator/226e0dd4-19da-4abd-a5e8-2688f10cd677/?utm_term=.af6f6b4e49db (accessed January 31, 2018).

Further utilizing existing external partnership programs, such as HistoriCorps, is a feasible option for the USFS in maintaining its historic structures. By sharing the burden of care for its historic structures with volunteer organizations, the USFS would acquire interested volunteers and tools to maintain its resources.

A solution that has been undertaken in the past is applying for grants to make up for the shortfall in managing historic buildings. Understandably, the public is often hesitant to give money to the federal government to manage what is perceived as their responsibility. Additionally, the USFS is ineligible for many grants and funds due to it being a federal entity. A private partnership for the preservation of historic structures would create grant applicants vested in the preservation of the resource but unencumbered by the stigma and/or restraints of the USFS. By partnering with a private individual or entity, the USFS would have new sources of funding for its historic resources.

Internal Changes

If properties are to remain under the direct care of the USFS, the agency has several options available to it for providing a higher level of care. One such option is providing greater funding to its historic buildings. The USFS should provide greater funding to individual Forest regions in order to better manage its historic buildings. As laid out in the owner surveys, there is not enough money to spend on regular maintenance of USFS historic sites.⁷¹ By increasing the budget explicitly earmarked for care of

⁷¹ See Appendix B

historic buildings, the USFS would be able to properly manage these properties, preventing permanent damage due to neglect.

Heritage tourism is an overlooked sector with room for growth within the USFS. By expanding the budget available to promote such an endeavor as well as creating staff to promote it, heritage tourism would drive USFS visitors to sites for their history, encouraging maintenance of such sites.

The USFS should ostensibly change its mission statement to better reflect all the resources it cares for (historic buildings included). To accomplish such a change would require an act of Congress – which is, as the idiom suggests, a sizable task and requires massive support from innumerable stakeholders to be feasible. To the extent this can be achieved, a revised mission statement that addresses the historically and culturally significant resources within its lands would provide a better chance at enhanced preservation and protection of these USFS structures. Also, a preservation-minded mission statement may mean greater funds available to the maintenance of these structures since the preservation of the buildings would be in line with the agency's chartered purpose and mission.

The USFS should implement language into its mission statement or planning documents that recognizes its duty to protect the historic buildings for which it cares. *FSM 1900, Planning* details the overall USFS land management plan but fails to address historic buildings within these lands. By explicitly recognizing this great asset in planning documents, the USFS would publicly recognize that it has a duty to adequately manage all of its resources and be held responsible for that duty.

Furthering the idea of language implementation, the USFS should implement more direct language that explicitly outlines the care historic buildings should receive and makes it enforceable. The *Foundation Documents* implemented in NPS sites clearly and succinctly lay out the current and projected care and management historic structures will receive and by what means. Having all of this information within one cohesive document eliminates the possibility of subjectivity and ensures historic structures under the purview of the NPS receive the care they need. If the USFS were to implement similar documents for all of its historic buildings, it would provide a less convoluted approach to making sure its historic resources are cared for.

Lease Agreements

One option to better manage historic buildings within the USFS is to change the options for lease agreements. Currently, the USFS is prevented from selling its historic buildings, barring an act of Congress as these buildings are considered parts of federally owned properties. This matter is further complicated by the way in which the USFS acquires properties for various purposes. The USFS has several means for acquiring property – through exchange from the federal government, by purchasing property in private ownership, by donation of private property, by the sale of federal land, or by condemning private property resulting in USFS acquisition. A lease, even a long-term one, is not optimal and discourages many potentially interested private parties from stepping in and aiding with the maintenance of historic buildings within the USFS as a lease does not outright transfer ownership, making necessities such as loan and insurance acquisition more difficult, if not impossible.

The USFS should take advantage of the NHPA in order to lease out excess historic property. Section 111(a) of NHPA states that:

Notwithstanding any other provision of law, any Federal agency after consultation with the Council, shall, to the extent practicable, establish and implement alternatives for historic properties, including adaptive use, that are not needed for current or projected agency purposes, and may lease an historic property owned by the agency to any person or organization, or exchange any property owned by the agency with comparable historic property, if the agency head determines that the lease or exchange will adequately insure the preservation of the historic property.

If the USFS chose to utilize this law to its fullest extent, it would be better prepared to lease out historic buildings it cannot use to qualified parties for adequate restoration. This partnership with private individuals and interest groups would allow the USFS to better direct its budget toward its chartered purposes – timber production and watershed protection – while ensuring its historic assets are well cared for.

A model for lease partnership already utilized by the USFS is the agency's leasing of cabins residing on Federal land. Cabins are available for sale on USFS lands, mostly out in California. While the buildings themselves are for sale, the land beneath them is leased from the USFS, thus ensuring a degree of continued oversight by the USFS insofar as it can terminate the lease if the tenants do not adhere to USFS policies – a critical feature that would be lost if the properties were irrevocably transferred through sale. These cabins are frequently priced well below market rate for similarly situated structures available on private lands and the terms of the lease are often more financially advantageous than that of an outright purchase from private owners. This structure still requires considerable intervention by the USFS on a perpetual basis as well as provides

the challenge to prospective lessees of financing and insuring the property as traditional banks and insurance companies are often unwilling to provide either loans or insurance to the structures as they are non-conventional and subject to significant government restriction (a stipulation that makes the risk of involvement unpalatable to private financial institutions, who may not wish to become adverse to the Federal government in a claim).

Conclusion

As it stands, the USFS is not qualified to manage historic resources. Originally designed to protect the nation's forested lands and produce timber, the USFS still prioritizes these initiatives as part of a larger land management plan. If historic resources are to remain with the USFS, the agency should either adopt new binding legislation to ensure care of its historic resources, expand its lease agreements for these resources, better utilize private partnerships in order to manage these resources, or change its mission statement to better reflect the care these historic resources need. If the USFS is to divest itself of these historic resources, it should encourage the passage of an act of Congress, similar to the NHLPA, to transfer or sell ownership to more qualified parties.

APPENDICES

Appendix A

Conditions Assessment

Tibwin Plantation

Building Component

Poor-----Good-----Excellent
1 2 3 4 5

- 1. Roof (5)** in excellent condition as was totally replaced since being lost in Hugo
- 2. Floor (1)** holes in floor; loose floorboards; parts not structurally adequate
- 3. Building Envelope (1)** holes in building envelope where walls meet ceiling allowing for intrusion from pests and elements
- 4. Porch (downstairs – 3; upstairs and back – 1)** downstairs porch relatively new and sound; upstairs and back porches are structurally failing and need to be replaced
- 5. Decorative Elements (2)** most elements still contained in house but are damaged; Federal mantel has been stolen and must be replaced in kind
- 6. Chimneys (1)** chimneys are pulling away from house and are missing multiple bricks; require immediate action or will fall down
- 7. Walls (1)** missing material; holes throughout walls where walls meet ceiling
- 8. Staircase(s) (3)** staircases are structurally sound but in need of plasterwork on underside and cleaning of animal debris from location
- 9. Foundation (5)** the foundation was rebuilt when Tibwin was moved from its original location in the early nineteenth century; the foundation was recently rebuilt in the last decade thanks to local interest groups and is in excellent condition

Overall Thoughts: Material loss is one of the largest threats as the structure is in dire need of repairs and stabilization and poses a risk of total loss/ building failure; animals in the building are a nuisance that must be dealt with as there are many droppings along the stairs; the entire structure needs to be secured as it is open to the elements and public currently. The roof and foundation stand in contrast to the remainder of the building and are in excellent condition.



Figure A.1 – *Tibwin Plantation Tibwin as it appears today (Image from author).*



Figure A.2 – Tibwin porch supports Tibwin’s front porch is in need of structural repair (*Image from author*).



Figure A.3 – *Tibwin chimney support* Tibwin's chimneys are pulling apart from the house (*Image from author*).



Figure A.4 – Tibwin holes in building envelope Although it has been mothballed, Tibwin has several spaces open to the elements and in need of repair (*Image from author*).



Figure A.5 – Tibwin porch roof Tibwin's porch roof is in need of repair (*Image from author*).



Figure A.6 – *Entrance to Tibwin* The front entrance to Tibwin (*Image from author*).



Figure A.7 – Lath at Tibwin The plaster at Tibwin has moved removed in large sections, damage from it being a movie set in the 1980s (*Image from author*).



Figure A.8 – *Damage to living room floor in Tibwin* Tibwin has damage to its building envelope and the original floor has been replaced in parts (*Image from author*).



Figure A.9 – Stolen fireplace mantel in Tibwin living room The federal mantelpiece from the living room in Tibwin was stolen while under the care of the USFS (*Image from author*).



Figure A.10 – *Tibwin living room mothballed* This image shows vents placed over the living room windows for mothballing by the USFS (*Image from author*).



Figure A.11 – Tibwin fireplace damage This image shows a fireplace in Tibwin physically separating from the main house (*Image from author*).



Figure A.12 – Tibwin wall damage This image shows damage to walls at Tibwin (*Image from author*).



Figure A.13 – Tibwin fallen bricks This image shows bricks stacked along the floor that have fallen from the damaged chimney at Tibwin (*Image from author*).



Figure A.14 – *Tibwin windows stacked* Windows from Tibwin were removed by the USFS in order to properly mothball the building (*Image from author*).



Figure A.15 – *Tibwin porch railings* Porch balustrades from Tibwin were removed and stacked in the drawing room (*Image from author*).



Figure A.16 – Tibwin shutters Shutters from Tibwin were removed and stacked in the drawing room (Image from author).



Figure A.17 – Tibwin stairs Animal droppings are visible along the stairs at Tibwin, indicating better need for protection from elements (*Image from author*).



Figure A.18 – *Second story support at Tibwin* A sagging ceiling on the second floor gets some structural help from a piece of dimensional lumber (*Image from author*).



Figure A.19 – *Off limits area at Tibwin* A second floor bathroom addition is currently off-limits due to its structural failing (*Image from author*).



Figure A.20 – *Structural support at Tibwin* Tibwin's porches are currently shored up with the help of dimensional lumber and are in desperate need of repair (*Image from author*).



Figure A.21 – *Side façade of Tibwin* Tibwin's side façade provides an excellent glimpse of all the shoring in place, currently holding up porches and fireplaces (*Image from author*).



Figure A.22 – *Tibwin exterior chimney repair* A chimney at Tibwin is currently prevented from further separating from the building with sheet metal, a temporary fix (*Image from author*).



Figure A.23 – *Tibwin exterior chimney sheet metal* A chimney at Tibwin is currently prevented from further separating from the building with sheet metal, a temporary fix that is running out of time (*Image from author*).



Figure A.24 – Tibwin rear elevation The rear elevation at Tibwin has been mothballed by the USFS (Image from author).



Figure A.25 – Tibwin horse barn The ruins of a former horse barn on property that fell down due to neglect under USFS care (*Image from author*).



Figure A.26 – *Overgrowth at Tibwin* The drive into Tibwin is overgrown (*Image from author*).

Conditions Assessment

Walnut Grove

Building Component

Poor-----Good-----Excellent
1 2 3 4 5

1. Roof (4) no visible material loss or sagging; unable to assess from inside or all sides due to lockup and extreme overgrowth; sagging in roof over breezeway connecting main house to guest quarters

2. Floor (n/a) not accessible as house is mothballed and fully locked up

3. Building Envelope (4) has been mothballed; windows boarded over as well as doors; windows have vents to allow house to breathe; roof appears in good shape; no visible wall material loss

4. Porch (3) relatively poor physical condition but appears structurally sound; damage appears physical only; screens on porch all in need of replacement

5. Decorative Elements (n/a) unable to assess

6. Chimneys (4) no visible material loss; threat of biological growth as two chimneys have bushes growing out of them; one chimney hat needs re-pointing at arch; chimneys are not pulling away from structure

7. Walls (4) (able to assess exterior only) appear to be in good condition; no bowing or material loss; mortar appears to be in good condition

8. Staircase(s) (n/a) one-story structure

9. Foundation (4) (not entirely visible) what is visible of the foundation appears to be in solid condition as the house was built to be left for long periods of time with no maintenance

Overall Thoughts: biggest threats faced are decay from non-use, biological growth and loss of original materials



Figure A.27 – *Overgrowth at Walnut Grove* The front of Walnut Grove has severe biological overgrowth (Image from author).



Figure A.28 – *Walnut Grove biological growth on chimney* A chimney at Walnut Grove has biological growth coming out of it (*Image from author*).



Figure A.29 – *Walnut Grove front façade mothballed* The front façade of Walnut Grove was mothballed by the USFS, with sealed windows shown here with vents, allowing the house to breathe (*Image from author*).



Figure A.30 – *Walnut Grove back porch* The back porch at Walnut Grove has had all of its screens ripped out (*Image from author*).



Figure A.31 – *Walnut Grove biological growth on back porch* The back porch at Walnut Grove is starting to be overtaken by biological growth (*Image from author*).



Figure A.32 – Walnut Grove wood rot Wood rot at Walnut Grove on a post on the back porch (*Image from author*).



Figure A.33 – *Walnut Grove breezeway* The breezeway at Walnut Grove connecting the main house to the servants' quarters is beginning to sag and has lost its screens (*Image from author*).



Figure A.34 – *Walnut Grove servants' quarters* A wooden panel has been removed from a window on the servants' quarters, meaning the structure is no longer closed off to the elements (*Image from author*).



Figure A.35 – *Walnut Grove side elevation* A view of the front and side elevations at Walnut Grove shows the extent of the biological overgrowth surrounding the structure (*Image from author*).



Figure A.36 – Walnut Grove barn The ruins of a former barn on property at Walnut Grove (*Image from author*).

Conditions Assessment

Charles Pinckney House

Building Component

Poor-----Good-----Excellent
1 2 3 4 5

- 1. Roof (5)** in excellent, although not original, condition
- 2. Floor (5)** in excellent condition – restored to possibly original finish; halls between rooms feature painted floors while remaining floors are scraped and stained
- 3. Building Envelope (5)** in excellent condition; motto of this site is to replace in kind (recently replaced rotten wood board with modern hardyboard plank and painted to match original boards)
- 4. Porch (5)** both in excellent condition; restored to safe conditions with added rocking chairs for effect
- 5. Decorative Elements (5)** while some decorative mantels have been painted, decorative elements are largely in excellent, original condition
- 6. Chimneys (5)** in excellent condition; interior chimney flues are all reinforced with steel plates
- 7. Walls (5)** in excellent condition; some painted and some stripped back to original, stained finish
- 8. Staircase(s) (5)** in excellent condition; upstairs off-limits to visitors but safe for staff
- 9. Foundation (5)** like everything else in and outside of the house, the foundation was fully rebuilt and restored; in excellent condition

Overall Thoughts: Based solely on conditions assessment, all building components are in excellent condition, having been restored while turning the house into a modern house museum with modern conveniences, like electricity, plumbing, and air conditioning. The NPS is turning towards one, all-encompassing management document for each park, known as the Foundation Document.



Figure A.37 – *Charles Pinckney side elevation* The side elevation of Charles Pinckney House, fully restored (*Image from author*).



Figure A.38 – *Charles Pinckney wing addition* An addition to the original footprint of the Charles Pinckney House (Image from author).



Figure A.39 – *Charles Pinckney front elevation* The front elevation of Charles Pinckney House, fully restored (*Image from author*).



Figure A.40 – *Charles Pinckney main hallway* The restored main hallway at the Charles Pinckney House; note the addition of the glass door on the front entrance (*Image from author*).



Figure A.41 – *Charles Pinckney stair detail* The woodwork at the Charles Pinckney House has been restored to its original finish, as seen in this image of the staircase (*Image from author*).



Figure A.42 – *Charles Pinckney door hardware* When the Charles Pinckney House was restored, the NPS took care to maintain as many original details as possible, like the door hardware seen here (*Image from author*).



Figure A.43 – *Charles Pinckney A/C vent* The restoration of the Pinckney House also modernized it for visitors, including upgrading HVAC units (*Image from author*).



Figure A.44 – *Charles Pinckney repaired wood floor* The wooden floors have been patched in spots from damage sustained over the years, as seen in this image (*Image from author*).



Figure A.45 – *Charles Pinckney painted floor* Portions of the wood floor at the Pinckney House were left painted (*Image from author*).



Figure A.46 – *Charles Pinckney flanking wing joint* This image shows where the original interior paneling meets the newer, twentieth century paneling of the wings that were added to the house (*Image from author*).



Figure A.47 – *Charles Pinckney exposed brick* Exposed brick wall at the Charles Pinckney House (*Image from author*).



Figure A.48 – *Charles Pinckney modern plumbing* Modern pipes for plumbing have been run in plain sight in the restored Pinckney House (*Image from author*).



Figure A.49 – *Charles Pinckney fireplace* A restored fireplace at the Pinckney House (*Image from author*).



Figure A.50 – *Charles Pinckney classroom* One of the wing additions has been turned into a modern classroom, complete with track lighting (*Image from author*).



Figure A.51 – *Charles Pinckney back porch* The back porch at the Pinckney House has been fully restored, allowing for use and enjoyment by visitors (*Image from author*).



Figure A.52 – *Charles Pinckney rear elevation* The rear elevation of Charles Pinckney House, fully restored (*Image from author*).



Figure A.53 – *Charles Pinckney staircase* The upstairs of the Pinckney House is off-limits to the public but is deemed safe for use by NPS employees (*Image from author*).

Conditions Assessment

Fort Moultrie

Building Component

Poor-----Good-----Excellent
1 2 3 4 5

1. Roof (5) mixture of grass, replacement clay tile; in excellent condition

2. Floor (5) concrete/ brick/ grass – all in excellent condition as meant to be safe for visitors to traverse

3. Building Envelope (5) in excellent condition since it was built as a fortification, thus it was largely overbuilt

4. Porch (n/a) fortification; no porches

5. Decorative Elements (5) what simple decorative elements are present (triangular stone door pediment) are in excellent condition

6. Chimneys (n/a) built as fortification

7. Walls (5) in excellent condition; again, extremely overbuilt due to its intended use

8. Staircase(s) (5) historical staircases (brick) are in excellent condition, as are new, wooden ones built to make access easier for visitors

9. Foundation (5) that part of the foundation which is visible is in excellent condition as the building does not show any defects due to foundation failure

Overall Thoughts: The current condition of the fort makes it evident that the entire thing was intentionally overbuilt and what pieces have been restored have been done in a historically respectful manner. Overall, it is clear the fort is well taken care of. (Perhaps because of a charged admission fee? However, Pinckney House was free of admission and it a similarly excellent condition.)



Figure A.54 – *Entrance to Fort Moultrie* The entrance to Fort Moultrie, fully restored by the NPS (*Image from author*).



Figure A.55 – *Fort Moultrie entrance stonework* Repointed brick and restored stonework at Fort Moultrie (Image from author).



Figure A.56 – *Fort Moultrie wooden door* Restored wooden door to interior room at Fort Moultrie (Image from author).



Figure A.57 – *Fort Moultrie interior room A* restored interior room at Fort Moultrie (*Image from author*).



Figure A.58 – *Fort Moultrie peeling paint* Peeling paint on the interior of Fort Moultrie shows the stonework (*Image from author*).



Figure A.59 – *Fort Moultrie brick staircase to exterior* A restored brick staircase leads from the interior to the exterior courtyard at Fort Moultrie (*Image from author*).



Figure A.60 – *Fort Moultrie exterior stone stairs* Exterior, restored stairs at Fort Moultrie (*Image from author*).



Figure A.61 – *Fort Moultrie arched entrance* An arched entrance in the side of a hill at Fort Moultrie (Image from author).



Figure A.62 – *Fort Moultrie stone wall* A stone support wall at Fort Moultrie (*Image from author*).



Figure A.63 – *Fort Moultrie bluestone walkway* Bluestone walkway at Fort Moultrie (*Image from author*).



Figure A.64 – *Fort Moultrie perimeter wall* A repointed brick perimeter wall at Fort Moultrie (*Image from author*).



Figure A.65 – *Fort Moultrie vaulted roof* A restored vaulted roof at Fort Moultrie (*Image from author*).



Figure A.66 – *Fort Moultrie roof tile* Replaced roof tile at Fort Moultrie (*Image from author*).



Figure A.67 – *Fort Moultrie brick walkway* Brick walkway entrance at Fort Moultrie (*Image from author*).

Conditions Assessment

Fort Sumter

Building Component

Poor-----Good-----Excellent
1 2 3 4 5

- 1. Roof (5)** for how it was found, the roof has been preserved excellently
- 2. Floor (5)** mixture of grass, concrete, and brick; mostly grass and is in good shape; easily navigable by visitors to the Fort
- 3. Building Envelope (4)** again, considering NPS' mission of preserving as found, the building envelope is in solid condition; there is some evidence of engineering failure on exterior walls from excessive saltwater that will need to be addressed at some point but overall, the building envelope is in good condition
- 4. Porch (n/a)** fortification; no porches
- 5. Decorative Elements (5)** the simple, decorative elements that are in place (triangular pediments above Fort entrance) are in excellent condition and have clearly been restored
- 6. Chimneys (n/a)** built as fortification; no chimneys
- 7. Walls (4)** while there is evidence of some structural deterioration on the outer seawalls, overall Fort Sumter's walls are in good condition and have been adequately preserved as found
- 8. Staircase(s) (5)** the staircases on Battery Huger are in excellent condition and have been rebuilt for visitors
- 9. Foundation (3)** Parts of Fort Sumter's foundation are in excellent condition and parts leave much to be desired (see crumbling exterior brick walls and Battery Huger damage)

Overall Thoughts: With Fort Sumter, the NPS has taken an approach of preserve as found. This means that the former dormitories (upper stories) of the Fort will not be rebuilt and the NPS preserves the Fort in largely the condition it was in when they took ownership of it, while making it safe for visitors. Fort Sumter is subjected to more elements than any other site studied as it sits in the middle of Charleston Harbor. It has very little protection from impending floods, rain, and hurricanes. Considering this, as well as the fact that it has withstood enemy fire in its lifetime, it is in remarkably good shape.



Figure A.68 – *Fort Sumter interior brick wall* A damaged but partially restored brick wall at Fort Sumter (Image from Meghan Olson).



Figure A.69 – *Fort Sumter exterior brick wall* A damaged but partially restored brick wall at Fort Sumter (Image from Meghan Olson).



Figure A.70 – *Fort Sumter damaged harbor wall* A damaged wall at Fort Sumter (Image from Meghan Olson).



Figure A.71 – *Fort Sumter entrance* The restored, decorative stone entrance at Fort Sumter (*Image from Meghan Olson*).



Figure A.72 – Flooding at Fort Sumter Interior flooding at Fort Sumter (Image from Meghan Olson).



Figure A.73 – *Fort Sumter roof* Notice the repaired roof over the arched first floor (*Image from Meghan Olson*).

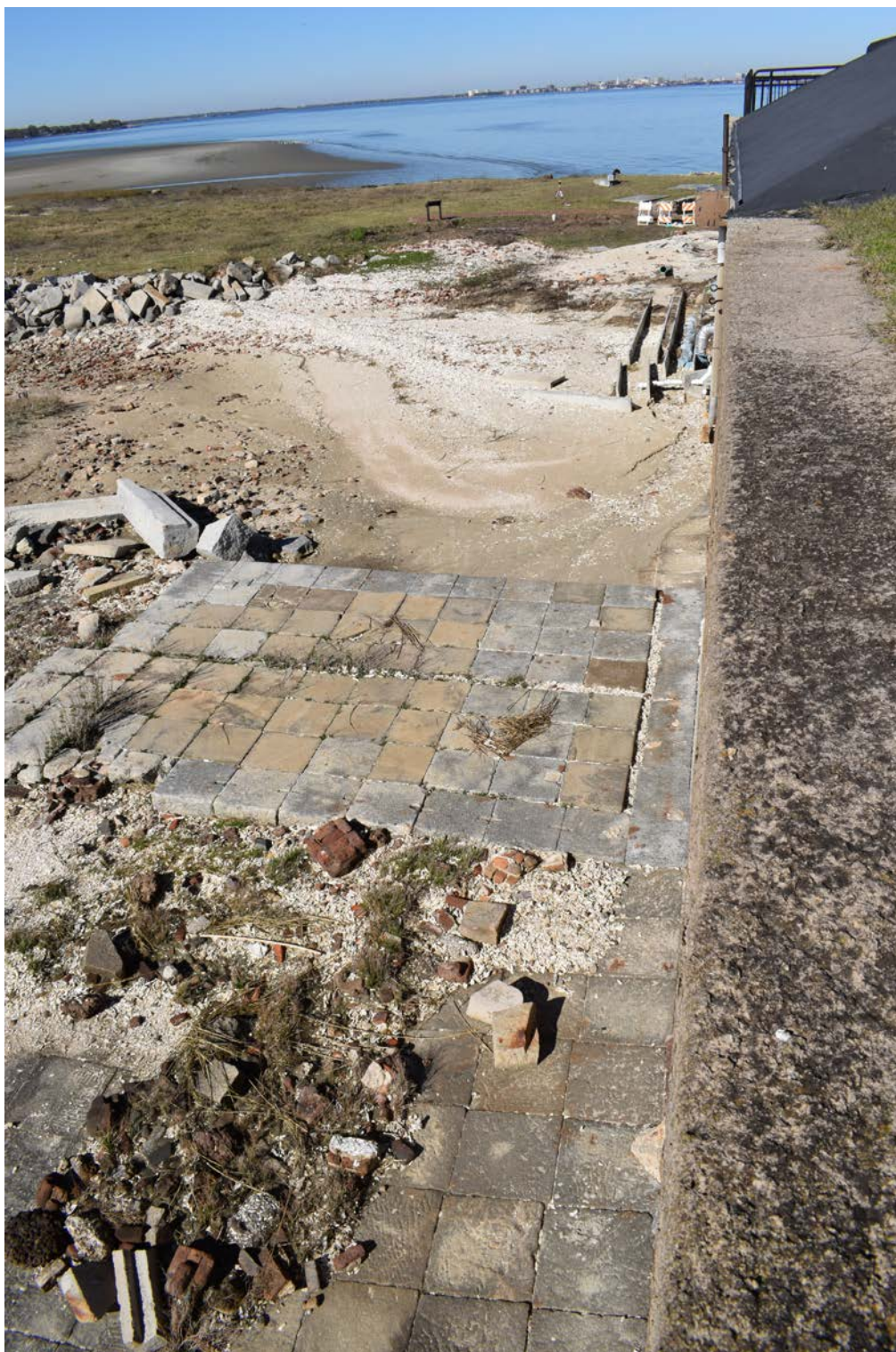


Figure A.74 – Debris at Fort Sumter Debris beside Battery Huger at Fort Sumter (*Image from Meghan Olson*).



Figure A.75 – *Damaged Battery Huger at Fort Sumter* Visible structural damage to Battery Huger at Fort Sumter (Image from Meghan Olson).

Conditions Assessment

Scruggs Cabin

Building Component

Poor-----Good-----Excellent
1 2 3 4 5

- 1. Roof (5)** in excellent condition; has been fully restored from appearance
- 2. Floor (5)** appears to be in excellent condition; solid structurally
- 3. Building Envelope (5)** in excellent condition; no visible holes or tears in building envelope
- 4. Porch (5)** both in excellent condition; have been rebuilt to allow visitors ability to walk up to the open house; structurally sound
- 5. Decorative Elements (5)** appear to be in excellent condition; unable to assess up close since interior access is restricted
- 6. Chimneys (5)** appears to be in excellent condition judging from exterior structure and stability
- 7. Walls (5)** in excellent condition; logs fit snugly together and no visible holes or damage to walls
- 8. Staircase(s) (n/a)** since interior access was restricted, unable to assess staircase condition although from afar, it appears to be in good shape
- 9. Foundation (5)** in keeping with the rest of the house, the foundation was fully rebuilt/restored and is in excellent condition

Overall Thoughts: Scruggs Cabin has been restored to its original condition. Upon taking ownership of it, NPS stripped off multiple additions that had been added throughout the years, restoring it to the condition that early visitors to the Battlefield would see it. While it is smaller than other structures examined in this report, it is also the furthest inland structure studied, meaning it avoids the high winds and salt water inundation plaguing buildings closer to the coast. Scruggs Cabin is also a log cabin, requiring less cyclical maintenance once fully restored.



Figure A.76 –*Scruggs Cabin front facade* The restored front elevation of Scruggs Cabin at Cowpens National Battlefield (*Image from author*).



Figure A.77 –*Scruggs Cabin rock foundation* The restored Scruggs Cabin is elevated from the ground by piles of stones (*Image from author*).



Figure A.78 –*Scruggs Cabin newly built stairs* Stairs were added to the porch at Scruggs Cabin to allow for ease of access by visitors (*Image from author*).



Figure A.79 –*Scruggs Cabin chimney* The restored chimney and log exterior at Scruggs Cabin; note the stone base and rebuilt brick chimney (*Image from author*).



Figure A.80 –*Scruggs Cabin interior* The restored interior at Scruggs Cabin is not physically accessible to the public but is restored (*Image from author*).



Figure A.81 –*Scruggs Cabin side elevation* The restored side elevation of Scruggs Cabin at Cowpens National Battlefield (*Image from author*).



Figure A.82 –Scruggs Cabin porch addition Porches were added to Scruggs Cabin to allow for ease of access by visitors, but according to NPS staff, most likely existed on the original cabin footprint (*Image from author*).



Figure A.83 –*Scruggs Cabin restored log siding* A close-up of the restored log siding of Scruggs Cabin at Cowpens National Battlefield (*Image from author*).

APPENDIX B

Appendix B

Owner Survey

Property Name: *Tibwin Plantation*

Owner: *US Forest Service*

1. When was the property acquired by your entity? 1996
2. Who manages the property? USDA Forest Service, Francis Marion & Sumter National Forests
3. How was the ownership transferred to you? Purchased
4. What was the overall condition of the structure upon transfer of your ownership?
(0 - 5 scale, 0 being the worst condition and 5 being pristine condition) 0
5. Any challenges during your ownership with maintaining the building? Yes, lack of funding
6. How often is the structure examined/ checked on by your entity? Do you have regular inspections/ maintenance plans in place for the property? Required annual inspection, try to inspect quarterly. We do not have inspection/maintenance plan.
7. Approximately how much money per year is put into the maintenance of this structure? \$20,000
8. Would you say the structure's condition has improved or declined since your entity took ownership of it? Yes
9. Does your entity have a portion of its budget set aside for the maintenance of such structures? Is that a large or small amount relative to your operating budget?
Yes, very small relative to operating budget

10. Have you made any improvements to the structure during your ownership? If yes, please describe. Repairs and deferred maintenance

11. Are there any immediate plans for improvements to the structure? If yes, please describe.

No approved plans for improvements

Appendix B

Owner Survey

Property Name: *Walnut Grove*

Owner: *US Forest Service*

1. When was the property acquired by your entity? 1977
2. Who manages the property? USDA Forest Service, Francis Marion & Sumter National Forests
3. How was the ownership transferred to you? Either by exchange or purchase, I need to check on that.
4. What was the overall condition of the structure upon transfer of your ownership?
(0 - 5 scale, 0 being the worst condition and 5 being pristine condition) 4
5. Any challenges during your ownership with maintaining the building? Yes
6. How often is the structure examined/ checked on by your entity? Do you have regular inspections/ maintenance plans in place for the property? Annual inspection
7. Approximately how much money per year is put into the maintenance of this structure? Other than the roof replacement, no funds have been committed for maintenance of the structure.
8. Would you say the structure's condition has improved or declined since your entity took ownership of it? Declined
9. Does your entity have a portion of its budget set aside for the maintenance of such structures? Is that a large or small amount relative to your operating budget?
No funds set aside for maintenance of structure

10. Have you made any improvements to the structure during your ownership? If yes, please describe. Replaced roof

11. Are there any immediate plans for improvements to the structure? If yes, please describe. No plans for improvements to the structure

Appendix B

Owner Survey

Property Name: *Fort Sumter (and Fort Moultrie)*

Owner: *National Park Service*

1. When was the property acquired by your entity?

Fort Sumter proper—1948

Fort Moultrie— 1960

2. Who manages the property? The National Park Service (NPS)

3. How was the ownership transferred to you?

Fort Sumter-transferred from the War Department to the NPS by joint resolution in US Congress on April 28, 1948. (Public Law 80-404)

Fort Moultrie-NPS accepted jurisdiction of Fort Moultrie in 1960 under the authority of the Historic Sites Act of 1935 (Public Law 99-637)

4. What was the overall condition of the structure upon transfer of your ownership?

(0 - 5 scale, 0 being the worst condition and 5 being pristine condition)

Fort Sumter 3-it still had a lot of infrastructure from the WWI/WWII period, plus the fort was filled in with dirt. The NPS spent about a decade, removing much of the WWI/WWII infrastructure and removing the fill from the left side of the fort in order to “find” the original remains of the Civil War era fort.

Fort Moultrie (unsure) maybe a 2 or 3- It had been transferred to the State of South Carolina after WWII, but from what I have read little was being done to care for the fort. Eventually (1960) it was transferred to the NPS. The NPS went

in and changed the interior to reflect the 171 years of coastal defense, including removing one of three Endicott Batteries from the interior of the fort. In anticipation of the bicentennial (1976), the park built a visitor center across the street from Fort Moultrie with exhibits and a film which is still shown today.

5. Any challenges during your ownership with maintaining the building? Harsh environment- high humidity- and severe storms (hurricanes)—Depending on tides and rain, parts of both forts can flood.
6. How often is the structure examined/ checked on by your entity? On a daily basis the park staff monitor and assess the conditions of the buildings, landscapes and artifacts. Do you have regular inspections/ maintenance plans in place for the property? There is a system in place for periodic inspections where 1-2 maintenance employees use a checklist to thoroughly inspect and document deficiencies. The park also has cyclical maintenance plans for every 5, 7 or 10 years, to address recurring maintenance needs such as painting, roofing, rehab doors and windows, applying sealant on the Endicott batteries, and re-pointing (masonry) the two historic forts.
7. Approximately how much money per year is put into the maintenance of this structure?

For 2017 Cyclical Maintenance - Fort Moultrie & Fort Sumter combined: \$
257,804.00

For 2017 Corrective Maintenance - Fort Moultrie & Fort Sumter combined: \$
314,794.00

8. Would you say the structure's condition has improved or declined since your entity took ownership of it? Overall, improved for both forts and visitor centers
9. Does your entity have a portion of its budget set aside for the maintenance of such structures? Yes Is that a large or small amount relative to your operating budget? A large amount is used relative to the overall budget
10. Have you made any improvements to the structure during your ownership? If yes, please describe.

The NPS has had ownership of the forts for 58-70 years (depending on the fort).

Yes, improvements have been made and will continue to be made. While it would take a considerable amount of time and resources to list everything done to the park for the past 58-70 years, here are some highlights over the last twenty-eight years:

Fort Sumter-

- New dock at Fort Sumter @1991,
- New roof for museum @1991,
- New visitor center and departure point for Fort Sumter opened Aug 2001,
- New museum exhibits were redone at Fort Sumter to include all new heating and air and removing the windows (1995),
- Restrooms were redone and expanded at Fort Sumter @2010,

Fort Moultrie-

- New roof for VC @1999

- Exhibits in VC redone between @2001-2008
- New flag pole in the fort @1993-94
- Reconfigured the cannon row exhibit area as well as conserved these historic guns, outside of Fort Moultrie
- Worked on water seepage issue at sally port- maybe early 2000s

11. Are there any immediate plans for improvements to the structure? If yes, please describe.

Fort Sumter- Starting this summer, the park will be replacing the unreliable and currently non-functioning accessible lifts at Fort Sumter. However, to improve reliability in the harsh climate, two of the lifts will be replaced with ramps and the third lift will be replaced with an enclosed elevator.

Both forts--On an ongoing basis, the historic brickwork is repointed- historic masonry work.

Both forts--Our friends group, The Fort Sumter and Fort Moultrie Historical Trust raised over \$200,000 to help conserve the historic cannon and carriages of the forts. This money was supplemented by NPS funding. This is an ongoing project.

Appendix B

Owner Survey

Property Name: *Charles Pinckney National Historic Site*

Owner: *National Park Service*

1. When was the property acquired by your entity? September 8, 1988-- it opened in May 1995 to the public
2. Who manages the property? National Park Service
3. How was the ownership transferred to you? The property was originally going to be developed when a group of local citizens and leaders raised the money to save it and donate it to the NPS. The Secretary of Interior was authorized to acquire the property by Congress through Public Law 100-421 which created Charles Pinckney National Historic Site on September 8, 1988
4. What was the overall condition of the structure upon transfer of your ownership? (0 - 5 scale, 0 being the worst condition and 5 being pristine condition) 3
5. Any challenges during your ownership with maintaining the building? Initially when the property and house were saved from development, there was a common view that the house on site existed during Charles Pinckney's time. When the NPS dated the house, we discovered the house was too "new" to be there when Pinckney owned the site. The NPS completed several archeological digs to learn more about the site and possibly find the site of the structure from Pinckney's time. Eventually, the NPS discovered the foundation for the Pinckney era house in the same area as the current house minus the two wings added in the 1936. The NPS used the house to tell the entire story of Charles Pinckney and all the

enslaved residents rather than just focus on the main plantation house. Therefore there is no furniture in the house.

Other challenges include maintaining the historic character of the house since it still is historic dating back to @1828.

6. How often is the structure examined/ checked on by your entity? ? On a daily basis the park staff monitor and access the conditions of the buildings, landscapes and artifacts. Do you have regular inspections/ maintenance plans in place for the property? There is a system in place for periodic inspections where 1-2 maintenance employees use a checklist to thoroughly inspect and document deficiencies. The park also has cyclical maintenance plans for every 5, 7 or 10 years, to address recurring maintenance needs such as painting, roofing, rehab doors and windows.

7. Approximately how much money per year is put into the maintenance of this structure?

For 1 year Cyclical Maintenance: \$ 34,751.00

For 1 year Corrective Maintenance: \$ 40,316.00 (Labor, Supplies & Materials)

8. Would you say the structure's condition has improved or declined since your entity took ownership of it? Overall, the house, barn, corn crib and grounds have improved with NPS ownership

9. Does your entity have a portion of its budget set aside for the maintenance of such structures? Is that a large or small amount relative to your operating budget? Yes, large part of the operating budget

10. Have you made any improvements to the structure during your ownership? If yes, please describe.

- Added public restrooms just before the park opened- @1994/95
- AC/heater was replace a couple years ago,
- House was painted in 2017
- Shutters have been replaced in recent years
- Roof has been replaced in recent years
- The barn and corn crib have been repainted and the roofs replaced in recent years
- Grounds are maintained as well, including an interpretive footpath through the property

11. Are there any immediate plans for improvements to the structure? If yes, please describe. The park received funding to completely rehab all of the exhibits in the house. The original exhibits from 1995 were temporary exhibits paid for by the Friends of Snee Farm.

The park has been adding live oak trees to the site as trees have died out. This is in line with the park's cultural landscape report.

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