



# THE HISTORIC RESOURCES

OF THE U.S. VIRGIN ISLANDS

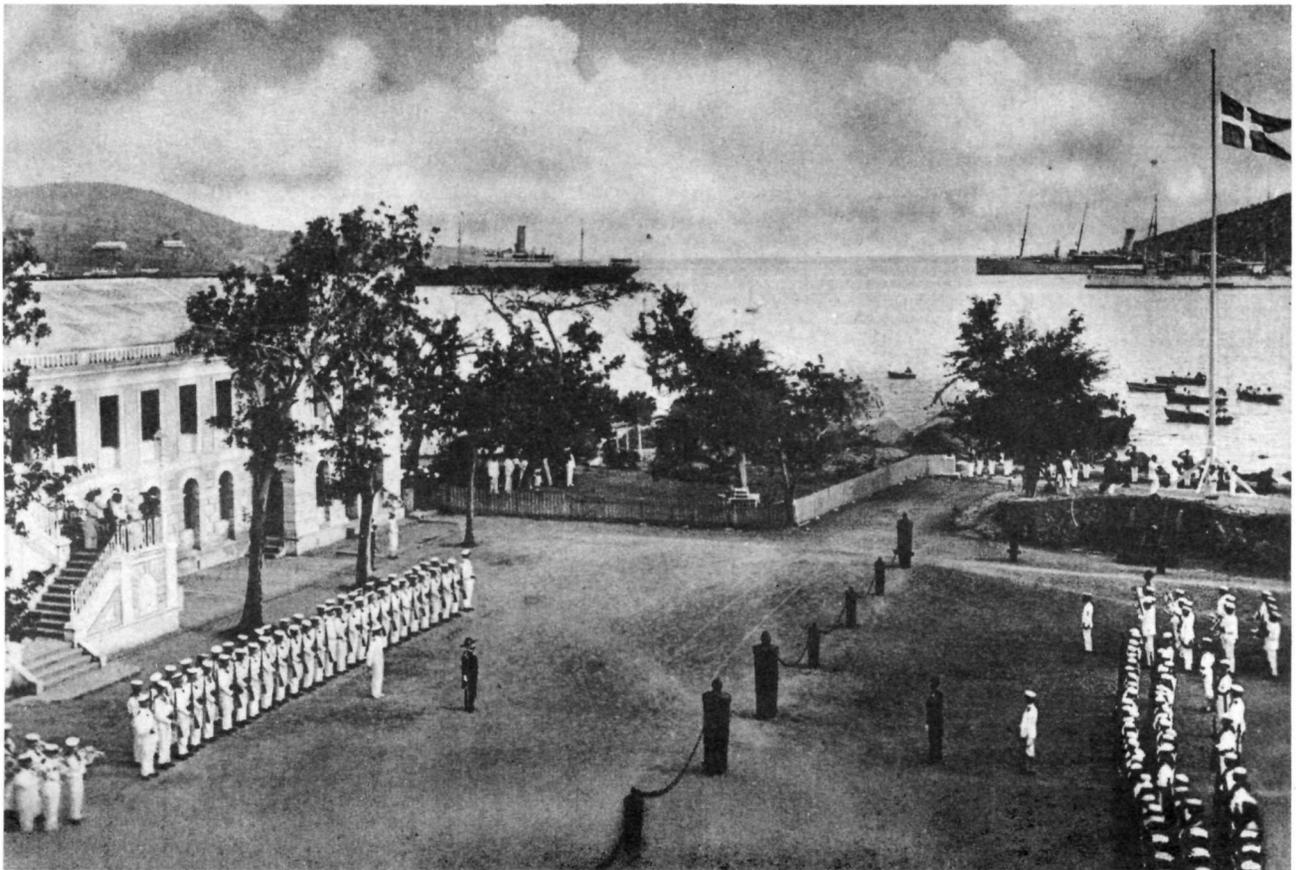
A Review and Assessment  
and Forms for Public Comment



*Virgin Islanders no longer possess the convenience of time to save the few remnants of their human history. The time for action is now if we are to preserve what remains of our cultural heritage.*

# The Historic Resources of the U.S. Virgin Islands

Prepared by  
The Cultural Resource Group  
Caribbean Strategy  
National Park Service



St. Thomas Harbor - view from Ft. Christian before the Danish Flag came down.

May 1988

**ACKNOWLEDGEMENTS:** Several people provided assistance with obtaining illustrations for this booklet. Their help is sincerely acknowledged. They include: William Cissel and the National Park Service; Fred Gjessing, St. Thomas; Barbara Hagen-Smith and Carol Wakefield, St. Croix Landmarks Society; Betsy Resende, Christiansted Public Library.

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# PURPOSE



**Christiansted Harbor**

*Photo by: Fritz Henle*

## PURPOSE

This booklet contains the results of the efforts of several concerned federal and territorial officials and private citizens regarding real and potential degradation or loss of significant historic remnants within the U.S. Virgin Islands. This effort was designed to identify the key cultural resource issues which fall under the purview of either the federal or territorial governments, assess those issues to determine what must be done to mitigate or prevent further resource degradation, and to build a necessary constituency so that useful followup actions will result.

This special Cultural Resource program was instigated by the National Park Service because of that agency's comprehensive responsibilities for cultural resource protection. Southeast Regional Director Bob Baker recognized the need for a comprehensive assessment and action program, and sent a Park Service employee - Ro Wauer - to the Virgin Islands to coordinate this ambitious undertaking. The initial step was to develop a working group of cultural resource specialists to assist him with the various facets of the task. Their efforts have resulted in nineteen (19) elements; the basics are included herein.

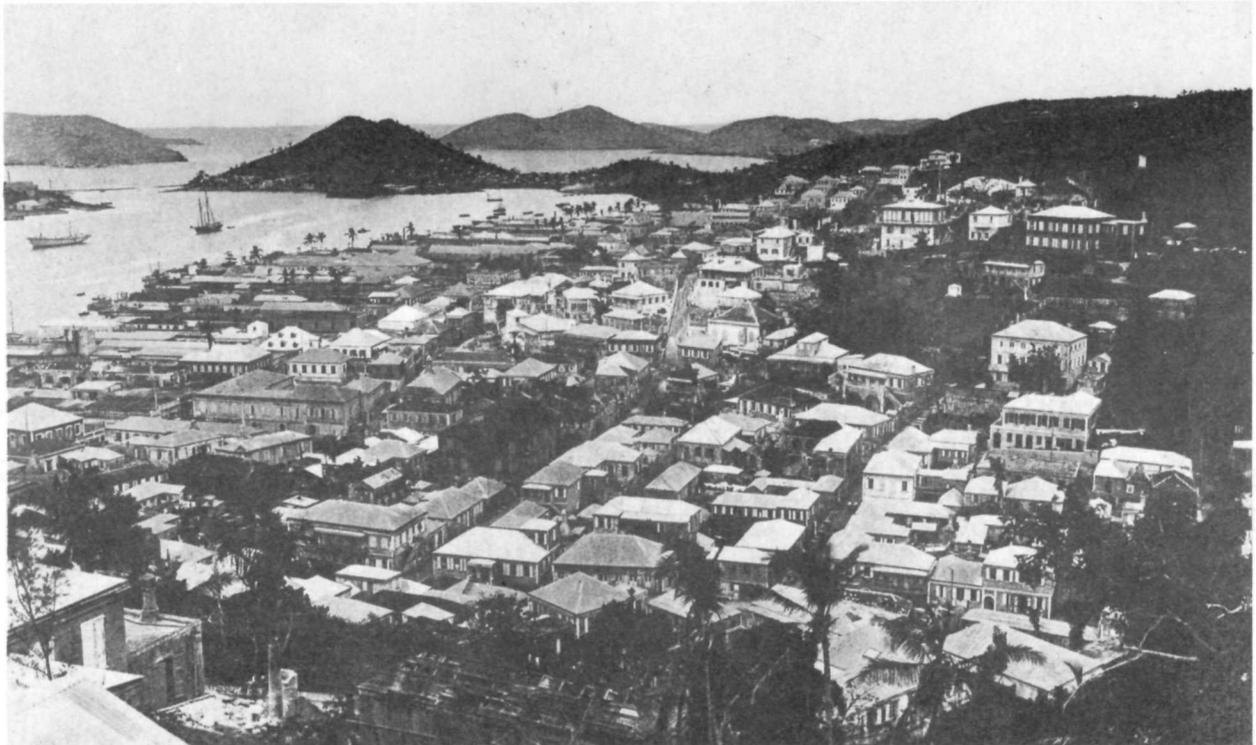
The working group is chaired by Ro Wauer with special assistance provided by George Tyson, St. Thomas historian and consultant. Key group members, who along with Wauer and Tyson prepared initial element drafts, include Tom Bradley, previous Superintendent of Christiansted National Historic Site (CNHS); William Cissel, Curator at CNHS; Fred Gjessing, St. Thomas historian; Barbara Hagen-Smith, Executive Director of the St. Croix Landmarks Society; Dolores Jowers, Curator of Fort Christian; Claudette Lewis and Elizabeth Righter, both from the VI Office of Archeology and Historic Preservation; Richard Maeder, Superintendent of Virgin Islands National Park (VINP); and Bruce Tilden, Curator of Fort Frederik. Other group members who assisted with element review and advise include: David Bornn, St. Thomas Historic Trust; Steve Edwards, St. John historian; Dr. Arnold Highfield, University of the Virgin Islands historian; Suzanne Lewis, Acting Superintendent of CNHS; Noble Samuel, concerned citizen from St. John; Allan Smith, Commissioner of the VI Department of Planning and Natural Resources; and Jessie Thomson, Chairperson of the Christopher Columbus Jubilee Committee.

This booklet incorporates all of the Cultural Resource elements so far written so that they can receive further review by all interested people within the Virgin Islands, to solicit their ideas and suggestions about the issues. Each element write-up incorporates a brief description of the issue, pertinent management objectives, proposed corrective measures, and the kind of funding required to address the issues.

This booklet also contains tear-out pages in the rear so that readers may send their comments, pro or con, about any of the elements, to the working group for input into the process. All responses received will be considered for incorporation into the pertinent elements. All interested readers are encouraged to respond.

## THE ELEMENTS

1. COMPREHENSIVE HISTORIC PRESERVATION PLAN
2. VIRGIN ISLANDS ANTIQUITIES ACT
3. REHAB AND MAINTENANCE OF CHRISTIANSTED'S GOVERNMENT HOUSE
4. ENHANCEMENT OF URBAN HISTORIC DISTRICTS
5. MAINTENANCE OF CHRISTIANSTED NATIONAL HISTORIC SITE
6. REHABILITATION AND MAINTENANCE OF FORT CHRISTIAN
7. COLUMBUS LANDING SITE AREA ASSESSMENT AND PROTECTION
8. VIRGIN ISLANDS NATIONAL PARK ARCHEOLOGICAL SURVEY AND ASSESSMENT
9. ASSESSMENT OF HISTORIC STRUCTURES ON ST. JOHN
10. HISTORIC RESOURCE STUDY AND ARCHEOLOGICAL SURVEY OF BUCK ISLAND REEF NATIONAL MONUMENT
11. COMPREHENSIVE MARINE ARCHEOLOGICAL SURVEY OF OFFSHORE WATERS WITHIN NPS UNITS OF ST. JOHN, HASSEL ISLAND, BUCK ISLAND AND COLUMBUS LANDING SITE
12. REEF BAY GREAT HOUSE STABILIZATION
13. CORAL BAY CULTURAL RESOURCE ASSESSMENT AND GROWTH MANAGEMENT PLAN
14. ASSESSMENT OF CULTURAL RESOURCE VALUES AT MAGENS BAY
15. HASSEL ISLAND COMPREHENSIVE PLAN
16. WATER ISLAND CULTURAL RESOURCE SURVEY
17. ASSESSMENT OF KRUM BAY CULTURAL RESOURCES
18. MUSEUM COLLECTIONS MANAGEMENT IN THE VIRGIN ISLANDS
19. GUIDELINES FOR CARE AND MAINTENANCE OF HISTORIC STRUCTURES



**Charlotte Amalie and harbor scene**

**ELEMENT 1. COMPREHENSIVE HISTORIC PRESERVATION PLAN**  
**FOR THE VIRGIN ISLANDS**

**ISSUE:** A Comprehensive Historic Preservation Plan for the Virgin Islands, as required by the National Historic Preservation Act, has progressed only to a comprehensive outline stage. This document must be completed to satisfy legal requirements and to permit eligibility for the continuation of federal funds to support the Historic Preservation Office. No funds or personnel are currently available to complete this comprehensive document.

**Description**

The National Historic Preservation Act charges the State Historic Preservation Officer (SHPO) with implementing a comprehensive historic preservation plan. The Plan must include an explanation of the philosophy or rationale behind the program component, a report on current status, an evaluation of effectiveness, and a projection of future plans. The program components shall include: (1) organizational framework and personnel qualifications; (2) comprehensive statewide survey methods, timetable and progress; (3) National Register nominations and other registration activity; (4) review and compliance procedures and activity; (5) progress in integrating historic preservation planning into general planning process; (6) public information and education activity; and (7) grants program activity. The territory's eligibility to participate in the National Register and grants programs is contingent upon its submission of a State Historic Preservation Plan and upon approval of the Plan by the Secretary of the Interior.

An extensive outline of a Plan has been prepared and a timeframe for completion of the various phases of the Plan have been approved by the National Park Service. The VI Department of Archeology and Historic Preservation is seeking community aid for the preparation of various sections of the Plan.

The 1966 National Historic Preservation Act authorizes "the Secretary to grant funds to states for the purpose of preparing comprehensive statewide historic surveys and plans, in accordance with criteria established by the Secretary, for the preservation, acquisition, and development of districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, and culture."

#### Pertinent Management Objectives

1. Complete the State Historic Preservation Plan by 1989.
2. Initiate actions to acquire assistance for writing the Plan within the Virgin Islands community, either through volunteers or by cooperative agreements with organizations or institutions.
3. Initiate request for special funds through the normal federal funding process.

#### Corrective Measures Necessary

The completion of the Virgin Islands Historic Preservation Plan is contingent upon the acquisition of funds or volunteers to assist with the writing of this document. The already completed comprehensive outline provides the necessary format, although certain sections of the Plan are more urgent than others.

Adequate funds to complete the entire Plan, perhaps in increments, will be sought within and outside the Virgin Islands from appropriate sources. Attempts will be made to enjoin the cooperation of the community, such as the St. Croix Landmarks Society or St. Thomas Historic Trust, in making contributions. The acquisition of funds through the normal appropriation cycle within Government will also be continued.

#### Funding Requirements

Salary and per diem funding is necessary for a two-year period for one full-time and one part-time employee, and additional support costs for minimal amount of travel, and secretarial activities and materials, to prepare a complete draft of this document. Document review and assessment, and further modifications of the document, will be the responsibility of the current staff.

## ELEMENT 2. VIRGIN ISLANDS ANTIQUITIES ACT

ISSUE: The absence of any sort of territorial antiquities legislation places cultural resource sites and objects in the Virgin Islands at risk from intensifying population and development pressures. There is an urgent need to enact a Virgin Islands Antiquities Act that will provide effective protection and management for these resources.

### Description

The Virgin Islands has experienced nearly 4000 years of human occupation. During much of that time the Islands have been densely populated and their residents have conducted an extensive trade with the outside world. Cultural remains associated with prehistoric and historic settlements and maritime commerce are widely distributed throughout all three islands.

The remaining evidence constitutes a rich and unique cultural patrimony that is becoming increasingly important to Virgin Islanders. Moreover, the structures and materials are potentially valuable assets for enriching the expanding tourist economy. In recent decades, however, the significant cultural resources have been subjected to considerable destruction and depredation due to escalating population growth, the spread of residential and commercial development, the growing influx of tourists, and the emergence of an international and local trade in antiquities. Submerged cultural resources also are at risk from the increased number of sport divers, treasure seekers, boaters, and the availability of new detection equipment.

Not only have valuable cultural properties been destroyed or damaged by earthmoving activities, but they are being vandalized, sometimes systematically and openly, for personal gratification and/or profit. Today, cultural objects removed from territorial harbors and other sites, are being openly sold in tourist shops. Moreover, there is growing evidence that large numbers of cultural objects are being transported outside the territory. Even objects recovered as part of official archeological excavations have been sent outside the territory without provision for their eventual return.

Further, there is a need to provide a reasonable framework for permitting scientific investigation, recovery and conservation of cultural material, so that its educational value can be fully realized, and a better understanding of past cultural systems. In the past, unscientific, unprofessional, poorly reported archeological investigations resulted in the destruction of important sites, the removal of important artifacts from the territory, and the loss of important documentation and information.

The mounting threat to the cultural patrimony has encouraged some concerned legislators, government officials and organizations to call for the enactment of a territorial antiquities law. A draft antiquities

act was prepared in the 1970s by the Territorial Archeologist, but it was never submitted for legislative approval. A few years ago the Division of Archeology and Historic Preservation submitted draft legislation to the territorial legislature, but it was never enacted.

Within the past year several Virgin Islands senators have expressed a desire to enact an antiquities act, and a legislative staff lawyer has been asked to draft a bill. To date, however, no progress has been made on this request. The delay has probably been a blessing in disguise, for it is imperative that concerned, knowledgeable, local agencies, individuals and organizations have meaningful input into the development of the proposed legislation.

#### Pertinent Management Objectives

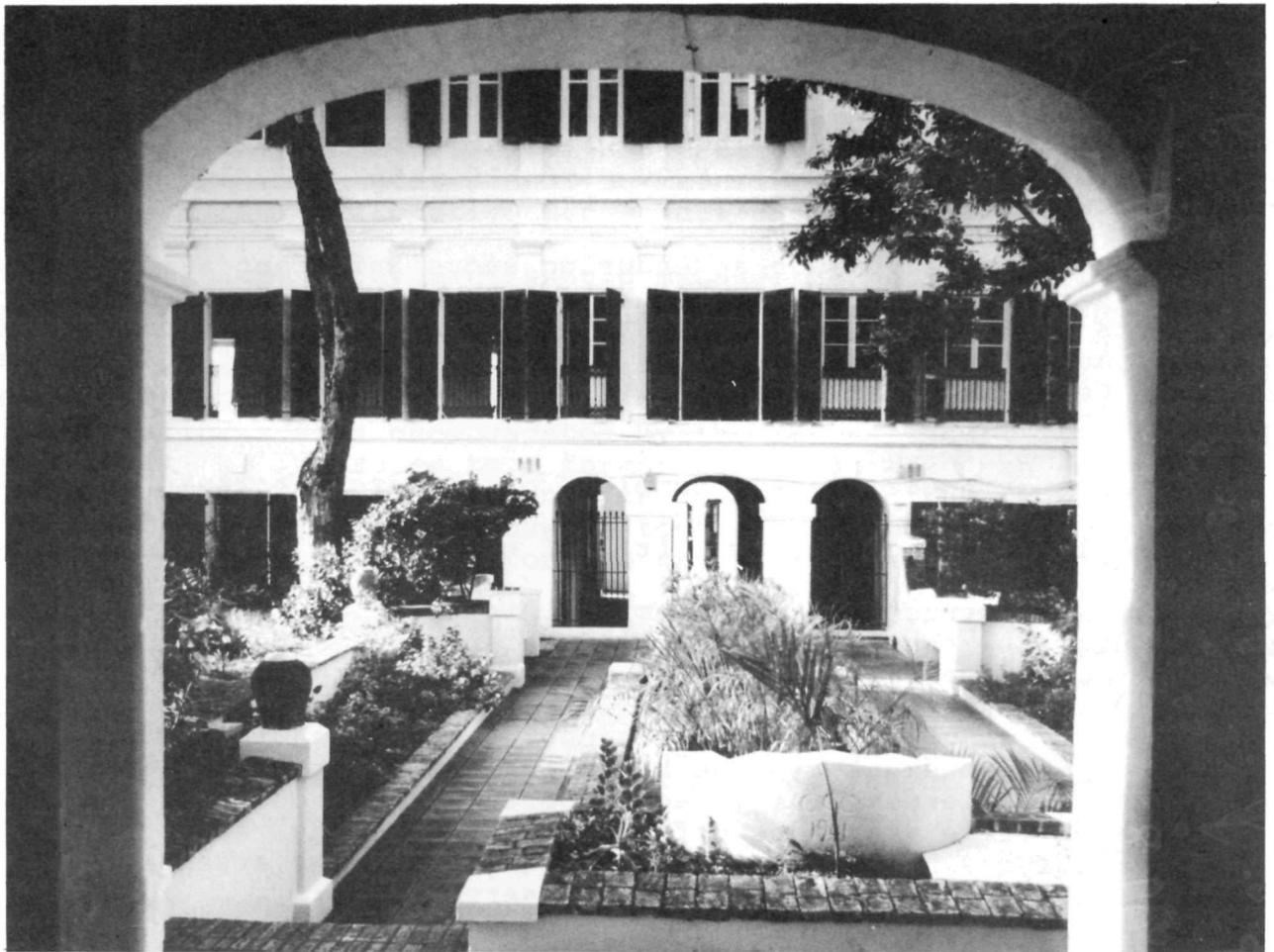
1. To provide effective legal protection to territorial cultural properties;
2. To provide a management framework for regulating the scientific investigation, recovery, and conservation of cultural material within the territory;
3. To regulate the sale and transportation of cultural objects within the territory;
4. To establish a reasonable system of rewards and punishments for ensuring compliance.

#### Corrective Measures Necessary

A Task Force should be constituted by the Commissioner of Planning and Natural Resources, who is also the State Historic Preservation Officer, to work with legislative counsel in drafting the necessary bill. The Task Force would research state and federal antiquities legislation, consider previous draft legislation by OAS and DAHP, and recommend appropriate guidelines and provisions for the territorial law. NPS could be asked to provide professional and legal assistance to the Task Force. The legislative counsel would then prepare the final bill.

#### Funding Requirements

Funding needs would be very low since participants on the Task Force would be voluntary. NPS technical assistance could be provided through funds programmed for that purpose. Funds for inter-island travel by Task Force members would comprise the major expenditure. There would also be minor typing and copying expenses. The Department of Planning and Natural Resources could be asked to contribute secretarial and copying assistance. That Department and/or the Legislature could be asked to provide travel funds, which should not amount to more than \$2500.



**ELEMENT 3. REHAB AND MAINTENANCE OF CHRISTIANSTED'S GOVERNMENT HOUSE**

ISSUE: Government House at Christiansted is falling into serious disrepair due to the lack of funds to properly maintain this important structure. The National Park Service sent a team of historic archetects to assess this structure in Aug. 1987, and the report of their findings and recommendations provide the substance for this element.

Description

Christiansted's Government House has had a long tradition of ownership and physical evolution. It was constructed in 1749 as the residence of Johan Wilhelm Schopen and purchased by the colonial government in 1771 for the Governor Generals' residence. The Government Annex was built between 1749-97 by Major Adam Sobotker as his townhouse and out-buildings. In 1826 this property was purchased by the government. The third component of the complex, Old Servants Quarters, was orginally an outbuilding to the Schopen residence.

During the 1830s the buildings were renovated and modified under the direction of Governor General von Scholten. This included the second floor ballroom, and the addition of an entrance pavillion and stairs at the east end of the orginal building, and a two story gallery

to the west connecting to Government Annex. In January of 1936 a fire damaged the third story of the Sobotker and Schopen houses. As a result the buildings were completely renovated and their exterior appearance restored between 1939 and 1940.

Few buildings have such an enduring and significant a role in the history of the Virgin Islands as this structure. It predates its counterparts on St. Thomas by almost 100 years. Over the years it has performed multifunctional services, such as home for the St. Croix Municipal Council until 1954, the District Court and a variety of government offices.

Government House is a complex of interconnected structures containing approximately 24,000 sq. ft. of enclosed space, 6400 sq. ft. of covered loggias and 1800 sq. ft. of brick paved roof promenades.

Today, the structure is in serious disrepair. Preliminary investigation indicates that while the building appears to be in relatively good condition, there are a variety of non-structural defects that have accumulated from years of neglect. For example, water floods the 3rd floor bedroom wing during heavy downpours, and termites infest the extensive wooden elements. The beautiful ornate iron railings which encompass the galleries look intact from a distance but close examination reveals large areas of surface corrosion. The accumulation of minor problems are now compounded and require serious attention if this historic structure is to be of continued service.

As the initial product of this project, the Southeast Region of the National Park Service sent a team of historic archetects to the Virgin Islands to assess the Government House structure. Generalities of their conclusions and recommendations are discussed below as corrective measures necessary.

#### Pertinent Management Objectives

Christiansted's Government House must be maintained to a standard that requires cyclic care and attention and the work necessary to bring the structure into a safe and historical condition.

#### Corrective Measures Necessary

The following material was derived directly from "Field Inspection Report - Government House, Christiansted, St. Croix U.S. Virgin Islands," prepared ny NPS Historical Architect Thomas V. Baltzell.

#### "Conclusions and Recommendations:"

"1. Building Ownership and Management: Although the Government House complex is the property of the Virgin Islands Government it appears to be managed as two separate structures. The Federal Courts manage their part separately from that used by the territorial government. For instance the Territory decided to have their portion tent-fumigated for termites. The Federal Courts did not, even though the contractor said

that treating the whole building would be more effective. This split management is also the cause of the structure having a variety of air conditioning systems, differences in interior finishes and what appears to be the lack of a systematic maintenance plan."

"The Virgin Island Government should manage the whole complex with the Federal Courts as tenants. Single owner management and responsibility for the complex will lead to better preservation maintenance and care of the historic resource. There are many decisions to be made about the future of the Government House complex including the use and treatment of the interior spaces once vacated by the Federal Court; whether the complex will be restored to a former period or used as offices and whether it will be air conditioned or opened up to the tropical breeze as it was originally. The answers to these questions and others will effect the treatment selected for the structure."

"2. Further Research and Investigation: There is need for further research into the history and construction of the GOVERNMENT HOUSE complex. Eventually this should result in a complex Historic Structures Report. This will provide the needed information on the historic, archeological and architectural significance of the structures involved. This inturn will enable the Virgin Islands Government and the National Park Service to make decisions on the future use and level of preservation treatment."

Estimation of rehabilitation costs were derived for the repair of roof, gutter and downspout system, exterior wall surface, and exterior millwork and trim, correction of surface draiange, trimming of courtyard trees, control of termite infestation, repair of interior moisture damage, repair of concrete slabs, electrical improvements, and repairs to mechanical and plumbing systems.

### Funding Requirements

Estimated costs were included in the report above for all of those items listed as repairs or preparation for repairs as follows:

Repair of Roof:	total of \$76,600.
Repair of Gutter and Downspout System:	\$3,600.
Repair of Exterior Wall Surfaces:	\$250,000.
Repair of Exterior Millwork and Trim:	\$15 to 100,000.
Surface drainage: costs to be determined locally	
Tree trimming: costs to be determined locally	
Termite control: costs to be determined locally	
Repair of Interior Moisture Damage:	\$3,000.
Repair of concrete slabs:	\$500.
Electrical Improvements:	\$3,000.
Repairs to Mechanical System:	\$5,500.
Repairs to Plumbing System:	\$8,000.

#### ELEMENT 4. ENHANCEMENT OF URBAN HISTORIC DISTRICTS

ISSUE: The Virgin Islands contain three architecturally rich and distinct towns: Charlotte Amalie on St. Thomas, Frederiksted and Christiansted on St. Croix. Although all three towns have been designated as Historic Districts on the National Register, the historic character of each is being steadily eroded by the loss of old buildings, modern intrusions, insensitive alterations and other disruptions. Historic District Commissions are either non-existent, or seem incapable of providing effective controls. New preservation legislation is necessary to protect the historical integrity of the towns, and to expand District boundaries. Otherwise, District designation could be revoked and the town's social, cultural and economic values will become appreciably diminished.

#### Description

The port town of Charlotte Amalie, founded in 1690 by Danish settlers, now consists largely of structures built during the mid-nineteenth century, the peak period of its mercantile prosperity. Christiansted, founded by the Danes in the 1730's, contains a wealth of late 18th and 19th century masonry structures, while Frederiksted's architecture is characterized by an abundance of wood frame dwellings and Victorian features dating from the late 19th century.

Manifest in the distinctive architecture and ambiance of the three towns are rich cultural, social and economic values, which have been widely appreciated by both residents and visitors. Their historical and aesthetic significance has received national recognition by their placement on the National Register of Historic Places as Historic Districts. Because of the small size of the islands, and their highly urbanized character since slave emancipation in 1848, virtually all living Virgin Islanders have had direct connections with one or more of the towns, which have, therefore, assumed a prominent place in their historical and cultural identity. The unique character of the towns also constitute a priceless asset for the expanding and increasingly important tourist economy.

While the towns represent cultural and economic resources of unparalleled importance, little is actually being done to judiciously protect or manage them. Consequently, intensifying development pressures, coupled with poor urban planning and ownership neglect, have combined in recent years to seriously erode their historic fabric. Large numbers of historic structures have been lost or modified beyond recognition. Unsympathetic architectural intrusions are becoming increasingly apparent. The overall appearance of the towns is marred by poor landscaping, powerlines, inappropriate signage and other unsightly features. Urban archeological sites are being regularly destroyed or disrupted by both private and public sector activity.

The territory has no effective mechanisms in place for controlling these multiple and multiplying threats to its urban resources. Historic Commissions have not been established for any of the towns. Special "Architectural Control Districts" have been created for Christiansted and Charlotte Amalie, but these only extend over a portion of historic town boundaries. Frederiksted, despite its Historic District designation, is not governed by any special architectural control regulations at all. Its building code is based solely upon a territorial zoning ordinance, which takes no cognizance of architectural or historical features. There is no provision within existing legislation for protecting urban archeological sites. Nor are local tax incentives available to encourage owners to maintain the historic character of their properties. Thus, a significant percentage of the overall resource base receives no protection under existing legislation.

Moreover, effective regulation has not been achieved within the Control Districts. The Planning Boards (recently renamed "Preservation Commissions") established to manage the Control Districts have in recent years been excessively permissive in allowing demolition or alteration of historic structures. While the Boards have developed architectural guidelines for buildings within the Control Districts, these are far from clear and comprehensive, and are being selectively imposed. Because penalties for violating District guidelines are inconsequential, the Board seldom cites violators. Finally, the Boards are essentially reactive in function. They are not instrumental in planning, nor do they engage in public education or provide leadership for local preservation constituencies.

The composition of the Planning Boards is also problematic since membership qualifications and conflict of interest requirements are not specified. Many Board members are actively involved, as government officials, architects or businessmen, in architecturally restructuring the towns. There is no provision within existing legislation for representation by district residents, neighborhood groups or concerned civic organizations. A related problem is that Board appointments are not made in a timely manner. Hence, the St. Croix Board has not been in existence for more than a year because the terms of all but the statutory members have expired and no new appointments have been made.

In sum, diverse and widely acknowledged cultural resources/values found within the three urban Historic Districts are increasingly at risk, largely because legislative mechanisms governing their protection and management are inadequate and ineffective. If present trends are allowed to continue District designation may be revoked and the territory will suffer severe, long-term economic, social and cultural loss.

In Spring 1987, several members of the Virgin Islands Legislature requested the St. Thomas Historical Trust and the St. Croix Landmarks Society to prepare draft legislation as the basis for a new Bill. The Trust/Society established a Task Force for this purpose and submitted a draft legislation in April 1987. The Legislative counsel is now preparing it for submission as a legislative Bill. Once the Bill has been introduced, public hearings will be held and the legislative branch will be asked to comment on it.

### Management Objectives

1. Expand urban Historic District boundaries to coincide with historic town boundaries.
2. Establish effective protection and management throughout the urban Historic Districts.
3. Provide protection for archeological resources.
4. Involve the private sector in urban preservation by providing financial and other incentives to encourage property owners to maintain or improve historic structures in accordance with prescribed guidelines.
5. Educate the public in preservation values and benefits.
6. Incorporate urban preservation concerns into the territorial comprehensive land use management plan.

### Corrective Measures Necessary

All pertinent government agencies, non-government organizations, and interested persons should encourage and assist the executive branch of the V.I. Government to complete and enact new Historic District legislation embodying the pertinent management objectives.

The Executive Branch should establish a task force of pertinent individuals to review currently available materials, revise as necessary, and provide the necessary support for passing of the new legislation. The task force can also provide support for:

- a. insisting that the comprehensive land use management plan for the territory incorporate urban preservation concerns;
- b. initiating guidelines for each town, regarding what is acceptable so that developers know about requirements prior to starting new projects;
- c. establishing rural historic districts as part of comprehensive estate survey/nomination project, to influence development impacting upon estate sites to make them eligible for tax act and other federal programs;
- d. developing restoration/rehab requirements. Include full complement of needs; types of cement, paint, etc.

Funding Requirements - none

## ELEMENT 5. MAINTENANCE OF CHRISTIANSTED NATIONAL HISTORIC SITE

ISSUE: The historic structures at Christiansted NHS include Fort Christiansvaern, Old Customs House, Scale House, bandstand, Steeple Building, Government House, and Danish West India and Guinea Co. Warehouse. All of these buildings are under National Park Service ownership and responsibility except for Government House (VI Gov't.) and Danish West India and Guinea Co. Warehouse (GSA). Although a substantial amount of restoration work has occurred in the past decade, the buildings to varying degree suffer from rot, termite infestation, peeling paint, loose plaster/stucco, efflorescence, warped doors/shutters, and inadequate water and electrical utility service. Current funds are insufficient to adequately address the maintenance needed to keep these significant structures maintained to standard.

### Description

In general the five historic structures under NPS ownership are receiving proper preservation treatment which has reduced the substantial backlog of needed work. In the long-term, however, total annual funds are not adequate to maintain these extremely significant historic structures to standard. For the foreseeable future, a very solid cyclic maintenance program of approximately \$100,000 annually is required but currently is unavailable. The park is staffed and equipped to undertake this work.

The Danish WI and Guinea Co. Warehouse (not owned by NPS) currently is in satisfactory external condition as a result of its extensive renovation in 1982. Its interior was largely gutted to accommodate adaptive use by the U.S. Customs and the Postal Service. Government House (also not owned by NPS) is in eminent danger of roof failure and other serious damage. See Element No. 3.

### Pertinent Management Objectives

The following objectives are listed in the park's General Management Plan:

1. "To preserve the historic resources of CHRI including its structures, grounds and collections."
2. "To ensure adequate maintenance efforts are undertaken to protect park historic resources, natural resources and visitor/administrative facilities."
3. "To assure adequate measures are in place for law enforcement and fire suppression response, to minimize vandalism to park facilities/resources, protect park facilities from fires and/or visitor hazards and property loss."

4. "To monitor park resources to enable early identification of negative changes in the condition of park resources that require remedial action."
5. "To assure cooperation with Federal, Territorial and local agencies as well as private organizations and interests to insure protection of park resources from internal and external negative influences and to assure visitor safety/well-being and positive recreation experience."

The Secretarial Order establishing the NHS, subsequent memoranda of agreement, the Statement for Management, and the General management Plan all provide pertinent objectives. The NPS is preserving as much as possible the condition of these historic structures to that of the von Scholten era of the 1840s. This preservation effort is conditioned to a large degree by various needs of adaptive use that include interpretation, office space, restrooms, maintenance, sales outlets and museum storage. All preservation and changes to the historic fabric fall under the strict purview of the Historic Preservation Act of 1966, in particular Section 106 requirements.

#### Corrective Measures Necessary

An improved documentary foundation is required for proper preservation programs; eg., a historic structure report for the Danish WI and Guinea Co. Warehouse, historic preservation guides for all of the structures, and a historic furnishing report for Fort Christiansvaern.

The NPS should strongly consider a historic leasing program should the Scale House or Danish WI and Guinea Co. Warehouse come fully under its jurisdiction.

The heretofore successful cultural cyclic maintenance program at the NHS needs to be strengthened and continued into the foreseeable future. Actually, many of these annually recurring programs such as limewashing and plastering should be transferred from the Regional Office cyclic maintenance program to the park base.

Government House should undergo a professionally conducted assessment of its structural condition. Consideration should then be given by the Governor and the Delegate to Congress to seeking a line item Congressional appropriation to fund a major stabilization effort which may cost \$2M.

Maintenance of the exterior appearance of the Danish WI and Guinea Co. Warehouse could be addressed through a memorandum of agreement with GSA.

#### Funding Requirements

Internal NPS cultural cyclic maintenance funding or increase to park base of \$100,000 annually; a \$50,000 one-time expense for improved planning; est. \$2000 annually for Warehouse expenses.

## ELEMENT 6. REHABILITATION AND MAINTENANCE OF FORT CHRISTIAN

ISSUE: Fort Christian, which is currently being utilized primarily as a museum and community center, is one of the most important historic structures in the Virgin Islands. Because of its accessible and highly visible location in Charlotte Amalie, this National Historic Landmark receives considerable public attention and usage. Despite its prominence, the structure has deteriorated badly, and only minor funding has been committed to its preservation and maintenance. If major funding is not forthcoming in the near future this important structure will may decline to the point that it becomes a hazard and its appearance and continued usage will be seriously impaired.

### Description

The original fortress was built between 1672 and 1680 by the Danes. The completed structure became the Danish "Government House," as well as the site for the Lutheran Church. Two early governors were buried in the courtyard. The original structure underwent major alterations and expansion in the 1730 's and again in 1874. After 1874 the Fort was used as a prison, courthouse and police station. In 1971 a portion became the territorial government's first museum of local history. Fort Christian received National Historic Landmark designation in 1977.

Currently, the Fort is a major attraction for the hundreds of thousands of tourists who visit Charlotte Amalie annually. Most of its space is utilized as a museum and community cultural center. A portion is occupied by the Office of Civil Defense, which is expected to vacate the premises in the near future.

The Fort Christian Museum has ambitious plans to expand its facilities and operations. However, these cannot be implemented because of the extent and degree of structural deterioration which has intensified in recent years. The most pressing problems are in the roof and the eastern wall, large portions of which are in a virtual state of collapse.

A historic structures report was completed in 1982. It recommended a program of stabilization, restoration and rehabilitation that has yet to be implemented. Presently, a preservation plan is being developed to address the most urgent needs. However, it is an open question whether requisite funding can be secured to implement even this limited action.

A concurrent need exists to secure regular funding to allow for an on-going maintenance program, and to facilitate the expansion and enrichment of museum services and acquisitions within the Fort.

Finally, consideration must be given to preserving and enhancing the Fort's surrounding environment, which is marred by mobile snack bars, public restrooms, parking facilities that abut its walls,

inadequate landscaping and insufficient green space. Plans are on the drawing board to erect a multi-story parking lot on the large open space directly to the east, which, if implemented, would have the effect of enclosing the Fort and blighting the historic scene.

#### Pertinent Management Objectives

1. Restoration of the Fort to encourage its utilization as a major cultural center and tourist attraction.
2. Improvement and expansion of museum services and cultural programming to meet public demands.
3. Maintain the Fort at a level commensurate with its status as a National Landmark and focal point of local cultural activity.
4. Preserve and enhance the immediate environment of the Fort.

#### Corrective Measures Necessary

1. Restore the Fort in accordance with the recommendations of the Historic Structures Report.
2. Create more useable space to permit expansion of exhibits and cultural programs.
3. Improve storage and conservation facilities.
4. Promote the establishment of an independent Museum Division with the Department of Planning and Natural Resources.
5. Increase and upgrade staff and services.
6. Establish a fund raising committee.
7. Secure an acquisitions budget.
8. Promote necessary legislation.
9. Secure technical assistance from the National Park Service.
10. Develop a landscape management plan designed to protect and enhance the Fort's external appearance and general environment. This plan should be incorporated into the territory's comprehensive land management plan.

#### Funding Requirements

Phase I Restoration estimate will amount to \$900,000 or approx. \$180,000 annually for 5 yrs.; plus \$50,000 increase in the annual operating budget

## ELEMENT 7. COLUMBUS LANDING SITE AREA ASSESSMENT AND PROTECTION

ISSUE: The Salt River area is considered one of the most significant sites within all the Virgin Islands, from both a cultural and natural resource perspective. Both sides of the Salt River mouth is of special historical importance because it is the only known site under the U.S. flag directly associated with Christopher Columbus. Many historians consider Salt River as a pivotal site in the development of relations between pre-Columbian and European cultures. It is particularly important at this time as America and several other nations make plans to celebrate the 1993 Columbus Quincentennial at this site. But several developments have been constructed within the confines of the Salt River shoreline and several more, that will directly impact upon the historic integrity of the area, are proposed.

### Description

The Salt River site is considered by historians as extremely important because it is a pivotal site in determining relationships between pre-Columbian and European cultures, and an excellent example of European struggles for dominance in the West Indies in the 17th century. It was there that Columbus landed on his second voyage to the New World to investigate a Carib Indian Village and obtain fresh water. A skirmish between the Spanish and Caribs occurred, and the skirmish site was named "Cabo de Flechas" (Cape of the Arrows) by Columbus after the battle.

One of the most important archeologically sites in the Virgin Islands, Salt River contains evidence of prehistoric inhabitation encompassing all major cultural periods, as well as the only ceremonial ball court ever discovered in the Lesser Antilles. Adjacent to the ball court is the remains of a 16th century Dutch Fort that is considered the oldest earthen fort in the Americas.

Salt River was ranked as the most significant wetland out of 52 identified in all the Virgin Islands. The area contains major stands of mangroves, major seagrass beds utilized by endangered sea turtles, and a deep marine habitat that has become a major research site of America's Undersea Research Program of the National Oceanic and Atmospheric Administration.

In 1958, the VI Legislation passed Bill No. 770 authorizing the purchase of 50 acres on the western side of the bay for "historical and public recreation." Only five acres were purchased in 1961, and that 5-acre site was established as a National Historic Landmark in 1965.

The five-acre Landmark as well as the adjacent beach and wooded areas have experienced heavy use and considerable abuse, including pot-hunting and land clearing. The entrance road passes over what was once the "ball court" of the Indian Village, and extremely important site because there are no others known in the Virgin Islands.

On the east side of the bay, a National Natural Landmark, that encompasses the entire eastern shoreline, including a 12.5-acre mangrove tract that belongs to The Natural Conservancy, was established in 1979.

Considerable development has occurred along the Salt River shoreline in recent years and additional development is proposed up to the existing boundary of the National Landmark. The Salt River Marina and facilities were built to the south within Sugar Bay (a finger of Salt River), and the large condo complex of Gentle Winds was built west of the mouth of Salt River. Several private homes have been constructed on the hillside inland from the site.

The Salt River Marina developer has proposed an expanded complex to include a 80-apartment unit and additional facilities. And across the bay, easily visible from the national historic landmark site, Sugar Bay Land Development, Ltd. has proposed a major complex of a 288 unit hotel, 300 condo units, a 157-slip marina, and support facilities; this package was approved by the local CZM Board, although the permit for the marine and necessary dredging has so far not been approved by the US Corp of Engineers. The CZM Permit was appealed to the Board of Land Use Appeals by the St. Croix Environmental Association (SEA), but that appeal was denied. SEA has now petitioned the District Court and a date for the hearing has not yet been established. Several additional developments have been proposed along Salt River and Bay and the developers are awaiting the decision on the larger Sugar Bay Development project.

Preliminary archeological surveys of the Cabo de Flechas area revealed that it contains numerous sites that deserve additional study. Pre-Columbian sites and burials are known to occur within the area proposed for development by the Sugar Bay Land Development, Ltd.

In April 1987, NPS Regional Archeologist John Ehrenhard visited the site and met with other NPS personnel and VI Government Archeologists regarding project needs at Salt River. A strategy was discussed and a Statement of Work is being prepared that will call for a thorough study of the Salt River archeology, starting with the Cape of the Arrows.

The extension of the National Historic Landmark beyond the 5-acre site has been recommended by the Director of the National Park Service, and that action is awaiting the archeological assessment called for in the Ehrenhard Statement of Work.

#### Pertinent Management Objectives

1. Protect the historic Columbus Landing Site and scene.
2. Provide adequate interpretation of the site.
3. Assure long-term perpetuation of the area's historical and natural integrity.

### Corrective Measures Necessary

1. Initiate a comprehensive archeological survey, along with a thorough literature search, synthesis and assessment, of the entire Salt River drainage for both the terrestrial and marine areas to determine the extent and importance of the area for understanding and protecting the significant history of the area within both the local and regional context. Phase this project so that the most significant areas, specifically Cabo de las Flechas which is proposed for "restoration" by the Columbus Jubilee Committee and also proposed for hotel/condo development, will be studied first.

2. Initiate archeological investigations, including excavations, at all significant sites as determined necessary by the preliminary survey and assessment.

3. Initiate an interpretive exhibit on the Salt River watershed to illustrate the diverse natural and cultural sites to demonstrate the importance of this resource within the Virgin Islands. This exhibit should be designed for use in commercial businesses (banks, library, etc.) on St. Croix.

4. The NPS will assist the VI Government with planning activities, in conjunction with the Jubilee Committee, relative to the protection and interpretation of the Columbus Landing Site in preparation for the Quincentennial Celebrations in 1993. This effort will be within the confines of a Cooperative Agreement between the National Park Service and the V.I. Government.

5. In the interim, before the NPS can take steps to conduct a comprehensive cultural resource survey of the Salt River Basin, development proposals continue to be submitted to CZM for major permit approval. There is a need to insure that important archeological and historical resources are not lost during studies required in preparing the EARs. Cultural resource surveys conducted by unqualified or careless consultants can damage or destroy important values. Therefore, a set of Standards and Guidelines has been promulgated by the Department of Planning and Natural Resources Unit for Archeology and Historic Preservation (UAHP). These Standards and Guidelines also will be incorporated into the Area of Particular Concern study for Salt River. All cultural resource investigations conducted as part of the permitting process must conform to these Standards and Guidelines.

### Required Annual Funding

The initial planning phase should begin with a \$60,000 grant from the V.I. Government to the NPS to begin planning for the Columbus Landing Site park area, as per direction provided in the 1986 Virgin Islands Bill.

## ELEMENT 8. VIRGIN ISLANDS N.P. ARCHEOLOGICAL SURVEY AND ASSESSMENT

ISSUE: Although Virgin Islands National Park was authorized in 1956, a comprehensive archeological survey and assessment has never been undertaken. Visitor use of the park is increasing yearly and resultant activities are causing real and potential threats to the archeological values, from both the direct removal of artifacts and the indirect degradation of the sites. An immediate survey/ inventory and assessment of the park area, followed by more thorough field studies and synthesis is necessary.

### Description

Virgin Islands National Park is responsible for the protection and interpretation of all the natural and cultural resources therein. But little resource protection and interpretation can be done when the resources are poorly known. In the case of the archeological resources, only minimal information has been acquired on the underground pre-historic and historic values, and none of the sites identified and studied were given a complete systematic investigation to determine the condition of the resources, the boundaries of the resources, the locations of in situ deposits, and the nature of the sites. No management strategy was specifically outlined based on such information. An example is Trunk Bay, which was listed as "eligible" for the National Register, but the basis of that determination was never completed.

A good inventory of historic sites exists, which emphasizes the structural components and their state of preservation. Forms prepared at the time of the inventory called attention to the archeological deposits and the archeological potential of the sites. Therefore, much of the potential archeological significance was included within the Historic Site National Register nominations. Nevertheless, there is a possibility that reevaluation of priorities would be in order. For example, a site which does not contain outstanding ruins may actually have the greatest archeological potential. And it also is likely that many sites have not yet been identified at all. Without an adequate comprehensive survey and inventory, and followup actions required to further document all of the significant findings, much of the story and individual artifacts will be lost to the weather and human impacts.

Executive Order 11593, signed by President Nixon in 1971, requires all Federal agencies to identify and inventory their important cultural resources and to, in cooperation with the State Historic Preservation Officer, evaluate eligibility of the sites for the National Register of Historic Places. Further, there also is a mandate to preserve, restore and maintain those significant resources for the inspiration and benefit of the people.

### Pertinent Management Objectives

Three items were listed in the 1983 General Management Plan (GMP).

1. "Preserve or restore historic resources according to a priority system that considers intrinsic values as well as practical maintenance requirements and interpretive potential."
2. "Provide visitors with examples of cultural resources meaningful to the interpretive theme, while at the same time safeguarding these resources from wear and abuse."
3. "Maintain records of cultural sites; research historical accounts and evolving folk cultures; and document or salvage archeological materials as they are discovered."

Moreover, the GMP states that cultural resources will be managed according to the NPS's "Management Policies" and "Cultural Resource Management Guidelines, NPS-28."

### Corrective Measures Necessary

The initial step in the NPS process includes a comprehensive scope of work which will be undertaken with the special assistance of archeologists from the NPS regional office and SHPO. That document will list all of the actions and details of those actions required to address the deficiencies listed above, including:

1. Assess all known sites to determine any additional work necessary to finalize the study or to refine the information already available so that it can be more pertinent and accessible.
2. Systematically survey the entire park area in phases, beginning with the most significant areas first, and develop the inventory in such a way so that it can be integrated into the already available database and be usable in developing a park information management system. Include assessment of sites to determine additional studies necessary to fully assess the significance and value of the sites.
3. Initiate further Phase II testing of certain sites as called for in the survey and inventory phase.
4. Document all phases of the program so that all data can be utilized within the context of the systematic process and also for individual interpretive measures to help understand and protect the historic values.
5. Prioritize the sites in terms of management categories.

### Funding Requirements

Funds for developing the scope of work will be requested from the SE Regional Office. Once that document has been completed more specific information will be available for further planning and funding requirements.

## ELEMENT 9. ASSESSMENT OF ST. JOHN'S HISTORIC STRUCTURES AND SITES

ISSUE: To facilitate management of the many valuable historic structures and sites within Virgin Islands National Park, and on St. John generally, there is a need to develop and apply a comprehensive, uniform, evaluation criteria that would establish the relative significance of each structure and/or assemblage of structures. The resultant classification project will help NPS and the Virgin Islands Government prioritize structures and sites in terms of treatment, maintenance and funding.

### Description

To date, a total of 236 historic structures within the park boundary have been placed on the List of Classified Structures (LCS). Many of the LCS structures are also listed in the National Register of Historic Places. On the basis of these designations and other criteria, seven historic complexes have been designated for annual stabilization and maintenance within the park's General Management Plan (GMP). These sites, in order of importance, are the Annaberg sugar factory and mill, Reef Bay sugar factory, Cinnamon Bay plantation, Hammer Farm, Trunk Bay factory, Lameshur plantation and great house, and Brown Bay plantation. The remaining structures and sites are to be "recorded to the level and type recommended by the regional office cultural resource specialists and managed as archeological sites."

Concerns have been expressed by members of the preservation community about the representativeness and relative importance of the seven designated sites. All seven sites represent the sugar industry, while military fortifications, educational structures, and other kinds of plantation settlements (cotton and livestock, for example), within the park have been excluded. Furthermore, several sites/complexes, such as Beverhoudtsberg and Leinster Bay plantations, recently added to the park, have not been placed on the LCS, and were not taken into consideration by the GMP. Other structures may have deteriorated to such an extent that their inclusion on the LCS is now unwarranted. Finally, questions have been raised about the criteria used to develop the LCS and to select the sites meriting preservation and annual maintenance.

These concerns led to the recommendations by the Cultural Resources Advisory Group that the park reevaluate and/or expand its list of sites requiring annual maintenance and special funding.

Early in 1988, the park superintendent assembled a working group consisting of park staff, a regional office cultural resource specialist, and three knowledgeable local historical/architectural experts for the purpose of developing assessment and evaluative criteria essential to the reclassification of park historic sites and structures. The group revised the criteria into a matrix that classifies structures or ensembles by type, time period and theme, determines their condition and evaluates them in accordance with their integrity, uniqueness and historical significance. The matrix is being refined in conjunction

with a preliminary assessment of LCS structures/sites. Once the preliminary assessment is completed, all historic structures/sites within the park will be systematically surveyed and then evaluated in accordance with the new classification scheme. This task should be completed during 1988.

### Pertinent Management Objectives

1. Classify and assess historic structures/sites within Virgin Islands National Park for inclusion on the List of Classified Structures.
2. Prioritize historic structures/sites in terms of preservation and maintenance.
3. Expand classification and evaluation project to include territorial structures/sites.

### Corrective Measures Necessary

Complete the process of classifying and evaluating historic structures/sites in accordance with the new classification matrix. This undertaking will necessitate a survey of all structures/sites within the park in order to determine current conditions and maintenance needs. Refine classification matrix as necessary.

One outcome will be a revised LCS. Some structures currently on the LCS may be reclassified as archeological sites. A second outcome will be the assignment of a management category, as defined in NPS Cultural Resource Management Guidelines to each LCS structure and/or ensemble. The management categories will be used to (1) identify groups of structures for programming, (2) prioritize preservation projects, and (3) establish maintenance requirements.

Expand the classification project to include sites/structures outside park boundaries. The Division of Archeology and Historic Preservation (DAHP) should take the lead in this undertaking. Enlist the support of territorial preservation organizations in the implementation of this project.

### Funding Requirements

All funding for a survey and assessment of historic structures/sites inside Virgin Islands National Park can be acquired from either park base or assistance from the regional office. All work can be undertaken by NPS employees and volunteer assistance.

Expansion of the project outside the park could be accomplished at little or no cost by assigning the task to the DAHP with volunteer assistance from the St. John Historic Society on St. John, St. Thomas Historic Trust on St. Thomas, and St. Croix Landmarks Society on St. Croix.

ELEMENT 10. HISTORIC RESOURCE STUDY AND ARCHEOLOGICAL SURVEY  
OF BUCK ISLAND REEF NATIONAL MONUMENT

ISSUE: A comprehensive cultural resource survey of Buck Island is necessary to fully identify and record the human historic and prehistoric uses of the island before all evidence is lost. Increasing visitor use of the Island is threatening the cultural values that yet remain. This study should utilize the twin disciplines of archeology and history to provide an important interpretive element and enhance the Monument's public value.

Description

Although Buck Island is small (176 acres), it was occupied by man during prehistoric and historic times. Yet very little is known about human activity there. No systematic, comprehensive archeological survey or historic resource study has been undertaken. Preliminary investigations during the 1970s identified remnants of a prehistoric site on the shore of the northwest end of the island, and several historic structures/features associated with a small settlement thought to have been owned by town clerk Johan Hendrick Diedrich.

In 1975, Wayne Prokoptz conducted a reconnaissance survey of Buck Island. He focused on the northwest end of the island with special attention to the previously recorded prehistoric site, which appeared to be undergoing extreme stress due to shoreline erosion and storm runoff. Prokopetz concluded that the majority of the deposits associated with prehistoric occupation of the northwest end of the island had been lost to erosion. Subsequently, a field inspection of the site was conducted by Barbara Johnston, who concluded that archeological material was buried in the flat alluvial plain for a distance of about 200 feet inland.

In an effort to resolve the different opinions, NPS requested the services of SHPO Archeologist Elizabeth Righter to conduct a controlled systematic survey of the shoreline and flat land at Buck Island's northwestern end. Righter directed a ten-day field study and reported finding only a narrow, three meter wide strip of in situ midden along the shoreline. Materials uncovered in situ in this area were weather worn and appeared to have been re-deposited. There was a possibility that additional midden material was buried beneath the sand in the wave action zone. Because knowledge of prehistoric uses of offshore islands in the Virgin Islands is limited, it was deemed worthwhile to attempt to recover the remainder of the midden materials, even though there was a high probability that the context of the materials had been disturbed. Because cycles of severe erosion occur along the northwest shore, the opportunity to recover the remainder of the site may be of very short duration. During the course of the Righter survey, a pedestrian reconnaissance survey was conducted of the slope and hilltop inland from the prehistoric site. Near the base of the slope, an extensive historic midden was identified. A masonry ruin was discovered at the top of



the hill. Identification of additional historic resources on the island led to the conclusion that Prokopetz' original survey had been far from definitive and a thorough comprehensive survey of the entire island was necessary.

Despite these recent findings, funds have not been available to continue with necessary follow-up archeological and historical studies of the known Buck Island sites, or to undertake a comprehensive survey of the entire island.

Currently, erosion is still impacting upon the prehistoric site, and the historic remains are exposed to loss and/or damage from soil slump, erosion, possible "pothunting" and an increasing visitor use. Meanwhile, because of insufficient research and analysis, NPS is unable to reliably interpret the site to tourists, school children, and the local public.

#### Pertinent Management Objectives

The 1983 General Management Plan for the Monument specified the following management objectives:

"To identify, evaluate, preserve, and protect the park's cultural resources in a manner consistent with executive and legislative requirements and the Service's historic preservation policies."

"To promote public understanding of the prehistoric and historic significance of Buck Island."

Moreover, the Monument's General Management Plan states that cultural resources will be managed according to NPS's "Management Policies" and "Cultural Resource Management Guidelines, NPS-28," which explicitly states: "All archeological sites within National Park Service areas should be documented with adequate site survey records, map locations, photo records and artifact catalogs. For each park, a cultural sites inventory should be compiled and maintained. Those archeological sites considered significant should be included on the National Register."

These NPS guidelines cannot be achieved without a comprehensive archeological survey of Buck island.

Finally, Executive Order 11593 requires that the Virgin Islands



**Aerial view of Fort Christiansvaern and surroundings (see Element 5, pg. 13)**

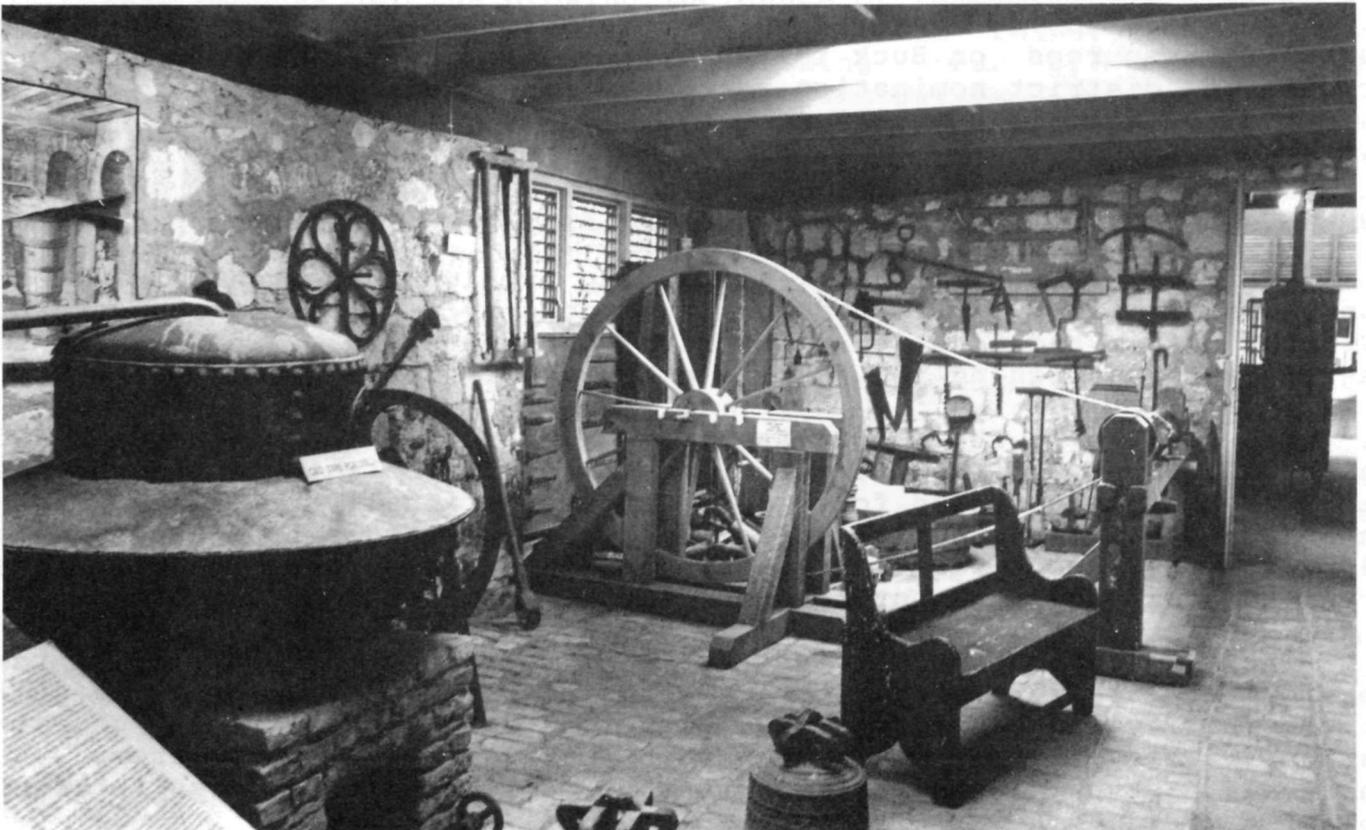


**Restored Estate Annaberg in Virgin Islands National Park (see Element 9, pg. 22)**



**Reef Bay Great House Ruins (see Element 12, pg. 31)**

*Photo by: David M. Hamilton*



**Whim Museum Exhibit/collections (see Element 18, pg. 44)**

Parks survey and assess all their cultural resources, including archaeological sites. Buck Island seems like a good place to initiate this long overdue undertaking, because it is small and manageable.

### Corrective Measures Necessary

Four studies should be undertaken immediately: 1) a Historic Resource Study; 2) an islandwide comprehensive Phase I Cultural Resource Survey with appropriate subsurface testing; 3) mitigation excavation of the remnant of the known prehistoric site; and 4) follow-up Phase II, or National Register testing of all resources identified during the comprehensive Phase I survey.

Following the above studies, a management strategy should be developed for protection of Buck Islands' resources which complies with the Visitor Impact Management project underway to assess visitor use and perceptions.

Although priority should be given to the underwater archeological survey, these studies should proceed concurrently and interdependently. In particular, historical background research should be used to guide and inform archeological investigations of historic remains, while archeological findings should be used to supplement documentary information respecting historical settlement and land use. This integrated approach is all the more necessary, as it is unlikely that archeological investigations or historical research alone will yield complete and conclusive information about historic occupation.

In addition to guiding future management decisions respecting cultural resources on Buck island, study findings should be used to prepare a district nomination to the National Register and to develop interpretive materials.

### Funding Requirements

A Historic Resource Study, including archival research, would cost approximately \$15,000, providing it was done by a historian conversant with the nature and location of archival documentation. The cost could be reduced by assigning the work to a NPS staff historian.

The costs of a Phase I Cultural Resource Survey of Buck island, and Phase II Survey of the prehistory are more difficult to estimate. A similar project budgeted for Virgin Islands National Park to be undertaken by the NPS Southeast Archeological Center ranged from \$250,000 to \$400,000. If work was undertaken by private contractors based in the area, the cost would amount to approximately one-tenth of that cost.

The greatest cost savings could be achieved by utilizing the services of locally employed government archeologists, who might be able to recruit volunteers from local historical and archeological organizations. This strategy would seem to be particularly appropriate to the Phase II Survey, whose cost might thus be lowered to a few thousand dollars.

ELEMENT 11. COMPREHENSIVE MARINE ARCHEOLOGICAL SURVEY OF OFFSHORE  
WATERS OF ST. JOHN, HASSEL ISLAND, BUCK ISLAND AND SALT RIVER BAY

ISSUE: Several known shipwrecks and other suspected resources occur within park waters or adjacent to areas of NPS responsibilities that are being lost to human abuse. It is important that an underwater archeological survey be initiated to obtain information on the resources still available and to provide protection to those resources that can be protected.

Description

The National Park Service has responsibilities for certain offshore waters along the north and south coasts of St. John, and for waters surrounding Hassel Island and Buck Island, and all waters at the Columbus Landing Site and Salt River and Bay. A number of shipwrecks have been documented as occurring in these waters, and there are also reports of some submerged prehistoric sites. Although a few wreck sites have actually been located within park waters, NPS currently has no knowledge about either the number or nature of the submerged cultural resources under its jurisdiction.

Shipwrecks and prehistoric sites within NPS waters are increasingly at risk because of the growing incidence of recreational divers and pothunters using special equipment. These resources also are threatened by anchor damage from the growing number of vessels, particularly mini-cruise ships, frequenting park waters.

NPS has responsibility under Executive Order 11593 of 1971 to inventory and evaluate all cultural resources within terrestrial and submerged lands under its jurisdiction. NPS cultural resource guidelines also require a thorough survey and assessment. These responsibilities have not been met, although a "preliminary" survey was undertaken in the 1970's that produced little results.

Recently, the NPS specified the need for a comprehensive underwater survey in the park's General Management Plans. In 1986, BUIS requested the NPS Submerged Cultural Resources Unit (SCRU) to assist in the implementation of the survey. In response, Larry Murphy of SCRU made a site visit and prepared a preliminary action plan. Lack of funding, Southeast Regional approval and other SCRU commitments have deferred implementation.

Pertinent Management Objectives

The 1983 Virgin Islands National Park and Buck Island Reef National Monument General Management Plans (GMP) includes the following objectives:

The 1983 GMP for Virgin Islands NP stated that the submerged

cultural resources will be surveyed to determine the number, significant and level of treatment.

At Buck Island Reef NM., "To identify, evaluate, preserve, and protect the park's cultural resources in a manner consistent with executive and legislative requirements and the Service's historic preservation policies."

The Virgin Islands Government has similar objectives for underwater archeology.

### Corrective Measures Necessary

It is universally acknowledged that a comprehensive underwater survey and assessment must be undertaken in a timely and professional manner. This survey should be conducted by the SCRU or a professional equivalent organization and should employ a combination of survey techniques, including sub-bottom electronic instrumentation. The SE Regional SCUBA Coordinator voiced interest in assisting this project.

While this survey would focus on all NPS waters, it would be desirable if, for reasons of cost effectiveness, that it also include certain adjacent waters under V.I. Government jurisdiction, such as Salt River, Coral Bay and St. Thomas Harbor.

Survey findings should be used to evaluate and classify the underwater sites, and to develop a resource protection plan. All shipwreck sites eligible for the National Register should be recorded and/or measured and nominations submitted.

There is need for NPS to assign higher priority to the completion of this survey. Congressman deLugo and Governor Farrelly might also be asked to lend their support, which certainly would be more readily given if V.I. waters were included within the survey.

### Required Funding

Funding requirements are difficult to determine without input from the SCRU. Assuming that SCRU can provide manpower, equipment and instrumentation, the main expenses would be for travel, per diem, and boat rental. If SCRU does the work the costs would probably be in the \$50,000 to \$100,000 range. If the work is contracted elsewhere the costs could reach \$250,000.

## ELEMENT 12. REEF BAY GREAT HOUSE STABILIZATION

ISSUE: The National Park Service has begun a program to stabilize the Reef Bay Great House, St. John, Virgin Islands National Park.

### Description

The Reef Bay Great House, sugar factory, and ancillary structures represent the finest example of a complete sugar plantation in the Virgin Islands National Park. The site is the location of one of the earliest sugar plantations (Par Force Plantation, c. 1730s) on St. John and remained an active sugar plantation until 1912.

The Great House and surrounding site have become completely overgrown by vegetative growth. Vegetation is not only growing through the structure, but on the structure itself. Major collapse of the front porch roof, entablature, supporting columns, and entrance hall is in process.

### Pertinent Management Objectives

Prevent any further deterioration of the Great House and sugar factory and present the site as an interpretive feature in the Reef Bay Valley.

### Corrective Measures Necessary

The National Park Service has programmed funds for the 1988 fiscal year (ending 9/20/88) to halt further deterioration and to stabilize the Great House and factory buildings. Work planned for accomplishment includes:

- . Remove non-historic vegetation to a distance of 100 feet from the Great House and around the factory;
- . Remove particle board material from door and window openings;
- . Clean interior spaces and remove all miscellaneous debris. Stockpile all historic materials.
- . Stabilize unstable masonry walls, arched openings, window and door openings and floor.

### Funding Requirements

The National Park Service has committed \$100,000 in fiscal year (fy) 1988. Funding for 1989fy is uncertain, but funding for additional stabilization and some restoration is high on the NPS priority list.

ELEMENT 13. CORAL BAY CULTURAL RESOURCE ASSESSMENT AND  
GROWTH MANAGEMENT PLAN

ISSUE: Coral Bay area contains a beautiful bay and open watershed, with considerable flat agricultural land, on the northeastern portion of St. John. The area is outside of the national park boundary, but has retained much of its unique natural and historic character. In fact, the Coral Bay area contains some of the most significant historic resources in all the Virgin Islands. However, developers are now closing in on this important area, and the unique resources are threatened. Immediate action is necessary to provide protection to the most important sites and to establish a growth management plan for the area that will allow for planned development but still retain the area's most important resources.

Description

The Coral Bay area is rich in historical and cultural attributes. It was here that prehistoric people, and then Europeans, established their first settlements. It was here that the great St. John slave rebellion originated and ended. It was here that the St. John plantation system was founded and where Afro-Caribbean folk traditions of the St. Johnian peasantry were most firmly entrenched. The Bay itself was frequented by naval and merchant vessels, which came to trade, careen and find refuge from tropical storms.

Physical remnants of prehistoric and historic occupation dot the landscape, as well as the Carolina plantation ruins, Fortsbjerg ruins, the wreck of the H.M.S. SANTA MONICA, the Usher Key Custom House, Emmaus Church, and prehistoric sites at Johnson Bay and Carolina Plantation, the abandoned village known as "Freeman's Ground" are clearly of national significance. Others, such as the ruins of small cotton and cattle estates, the Carolina Bay Rum factory, careening sites along the East End peninsula and the few surviving wattle and daub houses in the Virgin Islands, may not qualify for the National Register, but are certainly locally important.

While a few historic and archeological sites in the Coral Bay area are located within park boundaries, most, and certainly the most important, are outside the park, although they do fall within the zone of concern relating to the Biosphere Reserve. Nearly all of the sites outside park boundaries fall under the jurisdiction of the Virgin Islands Coastal Zone Management program.

Development pressures on Coral Bay are intensifying, and the area's cultural and natural resources are increasingly threatened by the construction of homesites, subdivisions, resorts and commercial establishments, as well as by the arrival of growing numbers of water recreationists. The situation is complicated by the fact that Virgin Islanders, who own most of the area's land resources, are being compel-



**Frederik's Fort at Coral Bay** *(from Gjessing)*

led by rising land values and taxes to sell their properties to developers, or to become developers. Concurrently, activities by real estate agents and outside investors to secure family owned lands are causing social disruptions.

No comprehensive growth management plan exists for the area outside of NPS boundaries, or for the Coral Bay area as a whole. Consequently, the St. John CZM Committee and the Department of Planning and Natural Resources must assess and rule on development and subdivision proposals on an ad hoc basis. Both NPS and the people of the Virgin Islands have an interest in seeing that Coral Bay is developed in an orderly manner that insures the survival of those natural and cultural attributes that contribute to its uniqueness and the health of its total environment.

#### Pertinent Management Objectives

1. To insure environmentally and socially sound growth and development within the Coral Bay area.
2. To identify, protect and manage critical natural and cultural resources within the Coral Bay watershed.

#### Corrective Measures Necessary

A coordinated, participatory management strategy is needed that incorporates all jurisdictional units, user groups, a defensible data

base and ecologically derived parameters for ecosystem maintenance. This strategy should be compatible with the Biosphere Reserve concept.

The V.I. Department of Planning and Natural Resources (DPNR) should take the lead in the formation of a Coral Bay Planning Task Force, comprised of representatives of the Department, including members of the St. John CZM Committee, the National Park Service, and residents of the Coral Bay community and St. John Historical Society.

The Task Force would be responsible for developing a comprehensive plan to accomplish the stated objectives. While some elements of the plan might be contracted, the Task Force would assume responsibility for integrating the elements, developing overall guidelines and securing public support. The DPNR should declare a moratorium of any new development of subdivision in Coral Bay until this plan is completed.

The first steps of this plan would consist of inventorying and assessing both the cultural and natural resources within the Coral Bay area. Information derived from the cultural resource study would be used to identify and protect significant historic and archeological sites. It would also be used to prepare a Historic District nomination to the National Register, thus ensuring another layer of protection.

Even before the resource assessment and management plan are underway, the Task Force could try to persuade owners of obviously significant cultural properties, such as Carolina Plantation, Fortsbjerg, and the Usher Key Customs House, to deed or sell them to either the federal (when inside the park) or local governments, or to private sector land trusts or historic preservation organizations. As an alternative, conservation easements could be sought.

The Task Force could also define a coordinated enforcement strategy, in which the V.I. Government and NPS share responsibilities.

#### Funding Requirements

Estimates for initial surveys and assessments may be \$100,000 to \$150,000.

UNESCO's Man and the Biosphere program, VI CZM Program, or private contributions might be acquired. In kind contributions to the development of the area growth management plan might be provided by NPS and DPNR. Submerged cultural resources could be surveyed and assessed as part of a comprehensive marine archeological survey of NPS waters specified in another element.

## ELEMENT 14. ASSESSMENT OF CULTURAL RESOURCE VALUES AT MAGENS BAY

ISSUE: Magens Bay contains some of the most important archeological values within the Virgin Islands, yet the area possesses a beautiful beach and has become one of the most popular recreational beaches on St. Thomas. The area is operated as a recreational park by the V.I. Government. Although Magens Bay is registered as an Archeological District, due to the initial discoveries of significant pre-historic deposits, the majority of the area has not been surveyed and assessed. Today, human use of the area is increasing and the importance of the sites is being lost or seriously degraded from overuse and abuse.

### Discussion

Magens Bay flatlands, at the foot of the Magens Bay watershed, was listed as the Magens Bay Archeological District on the National Register of Historic Places IN 1976. The area contains several episodes of St. Thomas prehistory, including a village site dating back to about 700 AD, and history. The listing of the District was based upon several earlier studies undertaken within the Magens Bay watershed, although none of those were comprehensive. Also, the collections were widely scattered and there is no adequate inventory of the materials. The artifacts that are available need considerably more study and curation.

Daily on-site activities relative to the recreation area, such as parking site maintenance and cleaning of the grounds, disturb additional sites. Erosion and daily site preparation has exposed ceramic sherds which are raked up and burned by the local staff.

Recently, a project to study land use in the watershed was begun and is designed to integrate botanical, geological, faunal, sociological and other disciplines into the archeological investigations. But in the meantime, 60 acres of Peterborg, an arm of Magens Bay, is being subdivided for development. No public hearings or other input is being undertaken. And so the significant archeological values of the Archeological District will continue to be degraded.

### Pertinent Management Objectives

The area's status as a Registered Archeological District requires continual monitoring of the conditions and any degradation of the area should be reported to Congress. And the cultural resources of the area should be given complete protection until a comprehensive survey and assessment of the complete District is completed.

Complete the archeological survey and investigation of the watershed to ascertain the full significance of the area and sites so that all of the key materials can be given full protection.

Develop a management plan for the District so that all of the resource values of Magens Bay can be placed into proper perspective.

#### Corrective Measures Necessary

1. Take immediate action to initiate a Virgin Islands Antiquities Act that will provide additional attention and protection to the significant resources within the Magens Bay Archeological District.

2. The first priority is to conduct a systematic archeological survey of the flat land which is being impacted by the recreational activities at Magens Bay (including a program of ongoing expansion of facilities which results in excavation of and damage to sections of the archeological deposit). A systematic archeological survey should be conducted as soon as possible and utilized as a planning tool. Once the loci of the undisturbed deposits are known, parking lots, recreational and restroom facilities and certain maintenance activities can be limited to areas where significant material is absent.

3. Develop a management plan for the District that includes a strategy on the implementation of activities that will negate the threats and mitigate the current impacts. The plan also should address the general management of the area, interpretation, and protection.

4. Institute the necessary controls necessary and documented within the above plan, including zoning activities and whatever else might be required to provide adequate protection to the significant archeological values therein.

5. If a Territorial Park System is established this would present an opportunity to point out the presence of the significant cultural resources in the Magens Bay watershed. A curatorial facility should be incorporated into the Territorial Park System so that the material generated by the Zufriedenheit Archeological Project would have a good home, and could be creatively utilized for interpretation to enhance visitor and community appreciation of Magens Bay.

#### Funding Requirements

A request for funds has been submitted to the Unit for Archeology and Historic Preservation for survey and planning money to be utilized for conducting a systematic archeological survey.

Grants from such institutions like National Science Foundation, Earthwatch, National Historic Trust and others could be considered.

An historic site, museum, etc. could be self-supporting after initial funding for surveys and program development. Private donors and corporations could help fund as "goodwill" and publicity. Advertising use should be on a fee system with money gathered being used to enhance the protection and management of the area.



**Frederik's Battery on Hassel Island** (from Gjessing)

**ELEMENT 15. HASSEL ISLAND COMPREHENSIVE PLAN**

**ISSUE:** Comprehensive planning for Hassel Island is essential to insure that the cultural and natural resources be adequately protected and that the area contributes to the economic and educational welfare of the Virgin Islands. Hassel Island is located within Charlotte Amalie's harbor and provides exceptional opportunities for environmental education and interpretation of its significant cultural and natural resources. Although most of the island became part of Virgin Islands National Park in 1978, inadequate funds have been able to do necessary planning and development of this most valuable area.

**Description**

Hassel Island, comprising 135 acres, forms the western arm of St. Thomas Harbor. Approximately 95% of the island has been part of and administered by Virgin Islands National Park since 1978. The remaining portion belongs to the VI Government (GVI) or a handful of inholders.

The island contains a particularly rich and diverse collection of cultural attributes, which reflect the maritime, agricultural, military and colonial history of St. Thomas. Hassel Island also possesses scenic, ecological and recreational values. Its prime location on St. Thomas Harbor, which once made it an integral part of the local maritime economy, endows it with extraordinarily high potential to once again contribute significantly to territorial economic and social betterment. Realization of that enormous potential depends on the ability of the Park Service to implement current development plans.

The 1983 General Management Plan (GMP) for Virgin Islands National Park put forward three development alternatives for Hassel Island. The park's proposed Alternative to "Improve Resource-Based Visitor Experience" involves a low key development approach, which basically calls for improved access, expanding the trail system, the establishment of a primitive campsite, and limited stabilization of historic properties.

However, because of public response and recommendations, the park eventually adopted its Alternative 2, "Recreation Emphasis," which expanded on the proposed alternative by providing for several new activities that would generate new economic and educational opportunities, including the adaptive restoration of the Creque Marine Railway. Concessionaires would be recruited to implement many of these new activities. The alternative would, in effect, transform Hassel Island to a major visitor attraction that could contribute significantly to local tourism.

Since the adoption of the GMP by the park, little has been done toward implementing Alternative 2, due to financial and manpower constraints, and to the overriding needs of the national park on St. John. In effect, the needs of the larger park have made it very difficult for park managers to concern themselves with Hassel Island development.

NPS unresponsiveness to Hassel Island has exposed cultural resources to deterioration by natural processes and vandalism, and has deprived the community of important economic and educational benefits that would accrue through implementation of the development strategy. Furthermore, the deterioration of some historic sites, most notably the Creque Marine Railway head house, has created public safety hazards, which may necessitate limiting public visitation or closure altogether.

#### Management Objectives

The Virgin Islands National Park GMP included several objectives for Hassel Island. They include:

1. Expansion of visitor usage and the enhancement of economic opportunities;
2. Promotion of educational objectives through the establishment of a comprehensive interpretative program and a marine industries training center;
3. Collaborate closely with territorial, public and private sectors in the development and management of Hassel Island parklands;
4. Improve access through dock improvements and construction;
5. Improve outdoor recreation opportunities through expansion of the trail system, establishment of a campground at the Careening Cove, and establishment of a picnic area near the Garrison House;

6. Maintain scenic and ecological values;
7. Improve public safety.

Corrective Measures necessary

Establish a Hassel Islands Commission, consisting of members from the VI Government and private sector, to collaborate with Virgin Islands National park in implementing the management objectives. The Commission should seek funds to support a phase I development program which would include:

- a) permitting the park to move into a more active management mode;
- b) completion of necessary planning studies, such as a Historic Resource Study, archeological survey, and development concept plans;
- c) resolution of federal/territorial ownership issues and jurisdictional responsibilities on and around Hassel Island;
- d) recruitment of concessionaires;
- e) development of rules and regulations governing park usage;
- f) establishment of a marine industries training center;
- g) stabilization and maintenance of all historic structures, except Creque Marine Railway complex;
- h) expansion of trail system;
- i) dock construction/improvements;
- j) development of interpretative program.

Funding Requirements

According to the Virgin Islands National Park General Manement Plan, Alternative 2 would involve the following costs (in 1983 dollars):

Capital costs for NPS facilities	-	\$854,000
Historic structures owned by NPS	-	65,000
Historic structures owned by VI Govt.	-	100,000
Private capital for Railway restoration	-	1,600,000

Costs would undoubtedly be higher today because of inflation and further deterioration of historic structures.

## ELEMENT 16. WATER ISLAND CULTURAL RESOURCE SURVEY

ISSUE: The current lease for Water Island will terminate in 1992, at which time the Department of the Interior (DOI) will determine the disposition of the island. This action will require full federal action that must follow pertinent legislation relating to cultural resource protection. Preliminary resource surveys and assessments will be necessary before a final determination can be made, and will be most important in the decision-making process. Early surveys and other action should begin immediately so that DOI determinations can move ahead as desired.

### Description

Water Island, the fourth largest (491 acres) in the U.S. Virgin Islands, is a federally owned property under the administration of the Department of the Interior (DOI). Since 1952, the entire island has been leased to a private party for the purpose of resort development. The leaseholder (expires in 1992) has in turn sublet much of the land to other individuals for residential purposes.

DOI has developed a set of options for the future of Water Island, and the Interior and Insular Affairs Committee of the House of Representatives has conducted hearings on those options. Any option selected will clearly constitute a "significant federal action," thereby requiring activities to comply with federal environmental and historic preservation legislation. Pertinent legislation includes the National Environmental Protection Act of 1966 (NEPA), the National Historic Preservation Act of 1966, as amended in 1976 (NHPA), the Archeological and Historic Preservation Act of 1974 (AHPA), and the Archeological Resources Protection Act of 1979 (ARPA). Moreover, DOI currently has responsibility under Executive Order 11593 of 1973 to inventory and evaluate all terrestrial and submerged cultural resources within the boundaries of Water Island.

Water Island is known to contain a number of potentially significant cultural resources, including two prehistoric sites, the ruins of two plantations dating from the seventeenth century, World War II military fortifications, and at least two nineteenth century shipwreck sites.

To date, federal NHPA laws have not been applied to Water Island. Consequently, uncontrolled development already has resulted in damage and destruction of important archeological and historic sites. The likely termination of the current master lease in 1992, which contains a buy out provision, threatens to stimulate further resort development by the master leaseholder. Meanwhile, ongoing development activities as well as vandalism and weathering continues to erode intrinsic ecological and cultural values.

### Pertinent Management Objectives

1. To provide protection and responsible management of surviving cultural resources on Water Island.
2. To reverse the trend of DOI neglect of its stewardship responsibilities over Water Island.
3. To implement at an early stage federally required actions necessitated by the termination of the present lease in 1992.
4. To provide information that will enhance federal and territorial decision-making respecting the future of Water Island and its resources.

### Corrective Measures Necessary

1. DOI should immediately be asked to prepare a comprehensive Phase I Cultural Resource Survey for Water Island, as required by NEPA, NHPA, AHPA, and Executive Order 11593. The survey should be conducted in accordance with DOI Standards. It should be undertaken as soon as possible, and certainly before any further development, including home-building, is permitted. The findings of the survey should be made available to all parties involved to help determine the future of Water Island.

2. Nominations should be prepared for all historic and archeological sites considered eligible for inclusion on the National Register.

3. A cultural resource protection/enhancement plan should be developed for all significant cultural resources identified by the survey. This plan should be incorporated into any agreement respecting the disposition of Water Island after 1992.

4. The National Park Service and VI SHPO office should bring this issue to the attention of the appropriate DOI officials, including the DOI Office of Territories. The SHPO should also formally request DOI compliance with historic preservation legislation. And finally, the Caribbean Strategy Coordinating Committee and local preservation organizations should write to Delegate deLugo requesting his assistance.

### Funding Requirements

A comprehensive Phase I Cultural Resource Survey, encompassing both marine and terrestrial areas, and related work, could be expected to cost in the vicinity of \$50,000. Although the exact amount can only be determined by soliciting bids.

## ELEMENT 17. ASSESSMENT OF KRUM BAY CULTURAL RESOURCES

ISSUE: The three principle sites within the Krum Bay Archeological District have been degraded in recent years by a variety of developments and projects. It is likely that important artifacts still exist that must be protected before they are totally lost. All three sites contain important pre-ceramic materials, as well as a variety of more recent materials such as military bunkers, possibly Sir William Parry's ship of exploration, that may be of historic value.

### Description

Krum Bay, located on the south side of St. Thomas in the area known as "Sub Base," has been called at one time the "Graveyard of Ships" as damaged and condemned ships were placed there. As late as the early 1970's old vessels were junked in Krum Bay. It is believed that one of Sir William Edward Parry's (1790-1855) ships of exploration lies buried under the WAPA parking lot.

In 1976, three pre-ceramic archeological sites in Krum Bay were nominated to the National Register of Historic Places. The three sites are: Krum Bay 1 (VAm3-5), Grambokola Hill (VAm3-7), and Cancel Hill (VAm3-8). Collectively they comprise the Krum Bay Archeological District. These sites are unique as they represent the earliest known human occupation in the northern Virgin Islands. First investigated by the Danish Archeologist Gudmund Hatt in the early 1920's, the three sites as well as two other related sites, have been severely impacted by military, industrial and road construction since the 1940's.

Krum Bay 1 is continually threatened by waterline distribution repair and development as well as road development. Grambokola Hill may lack an intact midden. Cancel Hill is threatened by resort development. And Nisky (closely related site) has been destroyed.

Of recent interest is the use of Krum Bay and adjacent areas for placement of concrete and steel bunkers that were built prior to or during the Second World War for military purposes. As to what purposes these bunkers were used requires further investigation.

Currently, Krum Bay is an industrial area and the pre-ceramic archeological sites are in constant danger of destruction. A well-intentioned effort has been made to protect the Krum Bay 1 site with a chain link fence and by filling a previously removed midden. However, the fence only protects a portion of the site and fill has washed out because of no retaining barrier. Efforts are being made to preserve the Cancel Hill site from resort development. The Grambokola Hill site is in constant danger of total destruction.

### Pertinent Management Objectives

All efforts should be taken to prevent further damage to the three principle sites within the Krum Bay Archeological District. Additional efforts should be taken to preserve the military bunkers, and data should be gathered on the use and importance of the bunkers early-on. Data must also be gathered on the location, significance of and potential for further damage to the buried remains of Sir Parry's ship of exploration.

### Corrective Measures Necessary

The following actions should be taken to ensure preservation of the three sites comprising the Krum Bay Archeological District:

1. Transfer all three sites that belong to the V.I. Government to the Department of Planning and Natural Resources.
2. Evaluate all three sites regarding current and future disturbances and what actions can be taken to mitigate or prevent further degradation.
3. Initiate actions necessary to protect these resources.

### Funding Requirements

An initial survey of the area would require little more than salary and travel costs, and additional funding would be determined upon the basis of this initial assessment.

## ELEMENT 18. MUSEUM COLLECTIONS MANAGEMENT IN THE VIRGIN ISLANDS

ISSUE: The management of museum collections in the Virgin Islands has generally proven woefully inadequate. These valuable resources are endangered by environmental deterioration, theft, and misuse. If these resources are to be preserved, a coordinated effort must be undertaken to protect them from the above threats and provide a long-term method of preservation utilizing state of the arts methods and technology.

### Description

Museum collections fall into three broad categories: (1) cultural artifacts, (2) natural history specimens, and (3) library collections that include books and other publications, reports, manuscripts, prints, photographs, and other archival materials.

Virgin Islands collections are maintained by federal and territorial agencies as well as private organizations, and housed within a variety of structures and under an even broader assortment of guidelines. Almost all of these collections have not been properly curated. The reasons for this vary from (1) a lack of understanding of and/or appreciation for the purpose, function, and utility of museums on the part of institutional decision-makers; (2) inadequate operational funding, staff allocation, and salary levels; (3) unreasonable degrees of political interference resulting in filling vacancies with unsuitable candidates; and (4) the inappropriate use of museum facilities without regard for the resources.

It therefore is imperative that a coordinated effort be undertaken to preserve the valuable and non-renewable resources presently in museum collections in the Virgin Islands, and provide a more suitable environment for those yet to be acquired.

### Pertinent Management Objectives

1. To implement professional standards involving the documentation, preservation, storage, conservation and use of museum collections throughout the Virgin Islands.
2. To make artifactual, archival, natural history, and other references collections consistently available for scholarly use under appropriate curatorial conditions and guidelines.
3. To encourage networking (i.e., information sharing) about available resources or information pertinent to the museum profession in the Virgin Islands.

## Corrective Measures Necessary

To achieve an acceptable level of curatorial operations, the following standards must be budgeted for and met:

1. Staffing. One member of the park/museum staff must be assigned curatorial operations duties as a primary responsibility. This employee must at least have a demonstrated interest in the curatorial field, as well as an aptitude to learn. Provisions must be made for both basic as well as specialized curatorial training on an ongoing basis.

2. Storage. Adequate storage for museum collections is mandatory, and ideally involves dedicated space. Museum collections require adequate space and lighting, as well as museum cabinets, shelving, and supplies appropriate to the needs of the collection. The arrangement of collections storage must be orderly and facilitate routine housekeeping. It is essential that collections storage be kept clean and uncluttered in order to avoid detrimental infestation by pests.

3. Environmental Controls. Acceptable levels of temperature, humidity, and visible- and ultra-violet light are mandatory for the preservation of collections. This necessitates the purchase of some basic equipment, including an air conditioner for each room used for storage, a dehumidifier, and an hygrothermograph to measure humidity and temperature. Visible- and ultra-violet light meters are desirable; however, their relative expense may warrant the sharing of such equipment by several institutions.

4. Management Documents. An approved series of curatorial policies and guidelines will ensure the proper and consistent management of collections. These documents may be revised periodically as the needs arise. Examples of appropriate documents include:

- . a scope of collections statement which essentially justifies and delineates what an institution will and will not collect;
- . standard accountability and documentation for collections, including acquisitions (gifts, loans, transfers, purchases), accessions, cataloging, deaccession, conservation treatment, etc.;
- . a maintenance guide for collections that enumerates curatorial housekeeping and preservation monitoring for collections in storage and on exhibit;
- . use and access policies which will ensure the security of the collection while at the same time permit access to bona fide researchers.

## Funding Requirements

Determination of funding required to achieve a uniform standard of curatorial care territory-wide will depend upon the cumulative assessment of (1) the size and scope of each institution, and (2) the nature and extent of its museum collection(s).

ELEMENT 19. GUIDELINES FOR THE CARE AND MAINTENANCE  
OF HISTORIC STRUCTURES

ISSUE: The U.S. Virgin Islands have the remains of three 17th century buildings and numerous structures dating from the 18th, 19th and early 20th century. The towns of Charlotte Amalie, Christiansted and Fredriksted contain sufficient representations to give them their special architectural character. Many of the 18th and 19th century remains are abandoned ruins of agricultural properties, although several are still in use and a few have more recently been adapted to present day usage. The historic properties are owned by government agencies, private institutions, and mostly by private individuals.

Many of the historic structures have been given official recognition as a significant cultural resource and entered in the National Register of Historic Places, and one has been given "national landmark" status. Yet in spite of this, most are poorly maintained and their long-term preservation has not been pursued seriously or consistently.

Description

The nature of the historic structures of the Virgin Islands is highly diversified. All phases of human activities, concerns and aspirations are represented, including modest structures as well as high style institutional buildings. Architectural control districts have been established by the V.I. Legislation; addressed in Element 4.

The Virgin Islands Planning Office has initiated a series of guidelines for maintenance and rehabilitation of historic structures, and also provides advice to owners upon request. The guidelines have been mainly targetted on the control districts of the towns. Although they are of considerable value, their effectiveness have been reduced by incompleteness of the series and general nature of their information.

The National Park Service utilizes a relatively complete series of guidelines for historic structures, but these are mostly oriented toward stateside structures and are less than perfect for Caribbean conditions.

The complication of ownership and control has not been addressed, and indifference, inadequate and improper maintenance, coupled with the lack of any effective incentives are gradually eroding the quality and number of the resource.

Pertinent Management Objectives

1. Develop comprehensive guidelines for the care and maintenance of historic structures in the Virgin Islands.
2. Make all standards and guidelines available to the general public and especially owners of historic structures.

3. Assure for compliance and consistency in the implementation of the standards and guidelines whenever possible.

### Corrective Measures Necessary

Establish a task force made up of pertinent members of the V.I. Government, National Park Service, and representatives of the Preservation Commissions and the St. Thomas Historic Trust, St. John Historic Society, and St. Croix Landmarks Society, to assess all currently available guidelines, determine their deficiencies for the Virgin Islands, develop new guidelines as determined to be necessary, and determine how those guidelines can best be implemented and enforced, including new laws and regulations.

The comprehensive guidelines must be both general and specific and address structural problems of wood and masonry, finishes, architectural forms, building techniques, and known historic practices. They must include a series of standards that can be applied to the historic structures generally but also graded according to the buildings use and its relative importance.

Make all standards and guidelines available to the public generally and owners of historic structures particularly. Also publish the list of existing literature on building maintenance and preservation applicable to the Virgin Islands.

Consider legislation that in a meaningful manner will encourage private owner's participation in a program of sound and adequate maintenance of their buildings. Tax easements and waiving of certain building code requirements and quick amerization are suggested means of encouragement. Clarify existing Virgin Islands preservation legislation and implementation if necessary to insure that it takes precedence over the building code and its more generous allowances for development.

For the V.I. Government, consider consolidation in one agency with adequate staffing for monitoring and overview of the care and maintenance of all historic structures, long-term planning and studies.

Address the existing pay structures for building permits and fines for infractions of the law governing the control districts that are woefully inadequate and provide no deterrent to contractors or owners. More realistic fees would serve as a deterrent and possibly as a supplementary source of funds.

### Funding Requirements

The establishment and activities of a Virgin Islands task force to address all of the tasks included above would not amount to more than employee salaries, except for minimal funds required for travel for non-government members. Immediate funds are necessary for publication and distribution of available guidelines. Additional funding for implementation of resultant recommendations will be addressed later.

## SUMMARY OF THE PROPOSED IMPLEMENTATION STRATEGY

The 19 ELEMENTS presented here were prepared for all of the HISTORIC RESOURCE ISSUES that the Cultural Resource Working Group believed were the most important ones within the Virgin Islands not already being fully addressed, irrespective of where the responsibility for action exists. However, each Element was developed within the context of areas of responsibility. Although many of the actions incorporated into the Elements should be undertaken as joint efforts, in almost every case principle responsibility lies with the agency or organization with the most pertinent mandate. For example, the Virgin Islands Government is responsible for the development of a comprehensive Historic Preservation Plan for the Virgin Islands, in spite of the fact that the mandate for that action is derived from federal law that is administered by the National Park Service.

Several of the proposed actions included within the various Elements should be initiated by the V.I. Department of Planning and Natural Resources. These include:

- . Establish grants to individuals who can assist with preparing the Comprehensive Historic Preservation Plan for completion in 1989.
- . Establish a task force to work with the legislative counsel in drafting a Virgin Islands Antiquities Act Bill.
- . Assist the executive and legislative branches of government in preparing new Historic District legislation.
- . Establish a Coral Bay Planning Task Force responsible for a comprehensive resource inventory and assessment and a growth management plan.
- . Initiate a systematic resource survey and assessment and management plan for the Magens Bay area.
- . Prepare a request from the Governor to the Department of Interior for a comprehensive resource survey and assessment and a resource protection/enhancement plan for Water Island.
- . Evaluate the Krum Bay sites regarding resource impacts and prepare a prevention/mitigation plan of action.
- . Establish a Task Force of pertinent cultural resource specialists to assess and prepare guidelines for historic structures.



**Estate Whim Great House in 1947 before restoration**

Several of the proposed actions included within the various Elements should be initiated by the National Park Service. These include:

- . Initiate a comprehensive archeological survey and assessment, and followup investigations necessary, for the Salt River drainage.
- . Initiate a Columbus Historic Landing Site "new area study."
- . Initiate a systematic archeological survey and assessment, including necessary followup investigations, for Virgin Islands National Park.
- . Initiate a systematic historic resources study, including necessary surveys and followup investigations, and a comprehensive land management plan for Buck Island Reef National Monument.
- . Seek funds for a comprehensive underwater archeological survey and assessment, and followup investigations necessary for certain offshore waters.
- . Establish a Hassel Island Commission to overview recommended actions, including seeking of funds, to support the objectives of this proposed program.
- . Meet the desired standards in museum collection management

relative to staffing, storage, environmental controls, and management documentation.

In addition to the above, required action can be classified as planning, research, resource management, interpretation/public education, and new legislation.

Planning activities are required within many of the Elements. Most importantly, the Comprehensive Historic Preservation Plan serves as a baseline for all necessary action as well as the justification for those actions. The Enhancement of Urban Historic Districts require thoughtful planning to be incorporated within the proposed Virgin Islands Land Use Management Plan. Guidelines for structural care and restoration are essential within several of the historic structural maintenance and rehabilitation and district Elements. And the various land management plans that evolve through the proposed activities, such as the Columbus Historic Landing Site development plan, landscape management plans for Forts Christiansvern and Christian, historic structures assessment, Coral Bay Growth Management Plan, and Hassel and Water Islands plans all involve considerable planning efforts.

Research is incorporated into several of the Elements. Comprehensive archeological survey/assessments and further potential investigations are required for the entire Salt River drainage, Virgin Islands National Park, Buck Island Reef National Monument, as well as for the waters surrounding all the NPS-administered lands. Pre-planning resource surveys and assessments is requested for Columbus Historic Landing Site, Coral and Magens Bays, and Hassel and Water Islands.

Resource Management actions included within the Elements are varied and include the development of specific guidelines and other procedural issues, and implementation, including preparation of appropriate materials such as nomination forms. Examples also include actual structural restoration and rehabilitation activities, monitoring of conditions and operations to assure compliance and/or greater resource protection.

Interpretation/Public Education relates to every Element in one way or another. Specific projects listed include the development of a Salt River exhibit (to be completed soon), expansion of the Fort Christian exhibit space, and information transfer from various reports and publications to the public.

New Legislation is recommended in a few cases. The Virgin Islands Antiquities Act and the creation of viable Urban Historic Districts require new legislation, while other projects may later lead to the determination that new legislation is necessary.

UTILIZE THE SPACES BELOW FOR COMMENTING ON THE ELEMENTS

Please check one space on each form provided below, one for each Element, and also write any additional comments that you care to make regarding the Elements in the proper space; you are welcome to expand your comments beyond available space on additional pages. Your ideas and suggestions will be utilized. Your insight and suggestions are very much appreciated.

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ELEMENT 1. COMPREHENSIVE HISTORIC PRESERVATION PLAN

I ( ) strongly support, ( ) generally agree, ( ) disagree or have a better idea. My comments include:

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ELEMENT 2. VIRGIN ISLANDS ANTIQUITIES ACT

I ( ) strongly support, ( ) generally agree, ( ) disagree or have a better idea. My comments include:

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ELEMENT 3. REHAB AND MAINTENANCE OF CHRISTIANSTED'S GOVERNMENT HOUSE

I ( ) strongly support, ( ) generally agree, ( ) disagree or have a better idea. My comments include:

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ELEMENT 4. ENHANCEMENT OF URBAN HISTORIC DISTRICTS

I ( ) strongly support, ( ) generally agree, ( ) disagree or have a better idea. My comments include:

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ELEMENT 5. MAINTENANCE OF CHRISTIANSTED NATIONAL HISTORIC SITE

I ( ) strongly support, ( ) generally agree, ( ) disagree or have a better idea. My comments include:

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ELEMENT 6. REHABILITATION AND MAINTENANCE OF FORT CHRISTIAN

I ( ) strongly support, ( ) generally agree, ( ) disagree or have a better idea. My comments include:

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ELEMENT 7. COLUMBUS LANDING SITE AREA ASSESSMENT AND PROTECTION

I ( ) strongly support, ( ) generally agree, ( ) disagree or have a better idea. My comments include:

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ELEMENT 8. VIRGIN ISLANDS NATIONAL PARK ARCHEOLOGICAL SURVEY AND ASSESSMENT - I ( ) strongly support, ( ) generally agree, ( ) disagree or have a better idea. My comments include:

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ELEMENT 9. ASSESSMENT OF HISTORIC STRUCTURES ON ST. JOHN

I ( ) strongly support, ( ) generally agree, ( ) disagree or have a better idea. My comments include:

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ELEMENT 10. HISTORIC RESOURCE STUDY AND ARCHEOLOGICAL SURVEY OF BUCK ISLAND REEF NATIONAL MONUMENT - I ( ) strongly support, ( ) generally agree, ( ) disagree or have a better idea. My comments include:

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ELEMENT 11. COMPREHENSIVE MARINE ARCHEOLOGICAL SURVEY OF OFFSHORE WATERS WITHING NPS UNITS OF ST. JOHN, HASSEL ISLAND, BUCK ISLAND AND COLUMBUS LANDING SITE - I ( ) strongly support, ( ) generally agree, ( ) disagree or have a better idea. My comments include:

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ELEMENT 12. REEF BAY GREAT HOUSE STABILIZATION

I ( ) strongly support, ( ) generally agree, ( ) disagree or have a better idea. My comments include:

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ELEMENT 13. CORAL BAY CULTURAL RESOURCE ASSESSMENT AND GROWTH MANAGEMENT PLAN - I ( ) strongly support, ( ) generally agree, ( ) disagree or have a better idea. My comments include:

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ELEMENT 14. ASSESSMENT OF CULTURAL RESOURCE VALUES AT MAGENS BAY

I ( ) strongly support, ( ) generally agree, ( ) disagree or have a better idea. My comments include:

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ELEMENT 15. HASSEL ISLAND COMPREHENSIVE PLAN

I ( ) strongly support, ( ) generally agree, ( ) disagree or have a better idea. My comments include:

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ELEMENT 16. WATER ISLAND CULTURAL RESOURCE SURVEY

I ( ) strongly support, ( ) generally agree, ( ) disagree or have a better idea. My comments include:

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ELEMENT 17. ASSESSMENT OF KRUM BAY CULTURAL RESOURCES

I ( ) strongly support, ( ) generally agree, ( ) disagree or have a better idea. My comments include:

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ELEMENT 18. MUSEUM COLLECTIONS MANAGEMENT IN THE VIRGIN ISLANDS

I ( ) strongly support, ( ) generally agree, ( ) disagree or have a better idea. My comments include:

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ELEMENT 19. GUIDELINES FOR CARE AND MAINTENANCE OF HISTORIC STRUCTURES

I ( ) strongly support, ( ) generally agree, ( ) disagree or have a better idea. My comments include:

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Please mail the above forms with all of your comments to:

Ro Wauer, Resource Specialist  
National Park Service  
Cooperative Extension Service  
University of the Virgin Islands  
RR # 2, Box 10,000  
Kingshill, VI 00850

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Fold and mail last four pages to:

Ro Wauer, National Park Service  
Cooperative Extensive Service  
University of the Virgin Islands  
RR 2, Box 10,000  
Kingshill, VI 00850