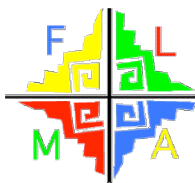


**THE HOUSTON HIGH SCHOOL FOR THE
PERFORMING AND VISUAL ARTS
(HSPVA) AND GREGORY-LINCOLN
EDUCATION CENTER COLLABORATIVE
HISTORIC PRESERVATION PROJECT
RESEARCH PROGRAM**



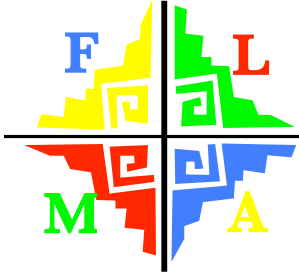
FRED L. MCGHEE AND ASSOCIATES, INC

NEPA • NHPA • ARCHAEOLOGY • HISTORY • CULTURE • NAGPRA •

APPLIED ANTHROPOLOGY • ENVIRONMENTAL JUSTICE • HOUSING

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October 15, 2004

Mr. Richard Lindsay
Houston Independent School District
2600 Southwest Freeway, Suite 200
Houston, TX 77098

Dr. Mr. Lindsay:

Fred L. McGhee & Associates (FLMA) presents the following research proposal for your consideration and submittal to the Texas Historical Commission (THC). It has been generated in conjunction with the HSPVA/Gregory-Lincoln community advisory committee, and represents a negotiated consensus between a variety of stakeholders. The design is in keeping with the five-phase understanding previously agreed upon and reflected in a THC letter dated 28 June, 2004. Although addressed to you, this proposed design is intended for public release and will be read by a wide variety of people.

PROJECT DESCRIPTION/UNDERTAKING

The Houston Independent School District (HISD) intends to construct a new Performing and Visual Arts High School in the historic Fourth Ward (a.k.a. Freedmenstown) section of Houston between West Gray Avenue, West Dallas Avenue, Taft Street and Genesee Street. The project also entails the demolition of the currently utilized Gregory-Lincoln Education Center (PK-8) located at 1101 Taft Street and its replacement with a new Gregory-Lincoln Education Center. The western boundary of the project along Taft Street lies between approximately 29°45'12.7" and 29°45'27.2" of north latitude, and the southern boundary along West Gray Avenue stretches between approximately 95°23'02.7" and 95°23'08.0" of west longitude. The entire project footprint encompasses approximately 16.72 acres.

RESEARCH FRAMEWORK

In its letter dated 28 June, 2004 (see attachment 1) the THC outlined a broad five-phase historic preservation program which reflected the input of various stakeholders. The purpose of what follows in this document is to delve into greater detail about the goals of the overall research, the nature of specific questions to be asked, and the desired outcomes of the general effort. This project has a unique and complicated history, and it should be recognized in advance that the goals of this investigation go beyond "pure research" to incorporate a variety of interrelated concerns.

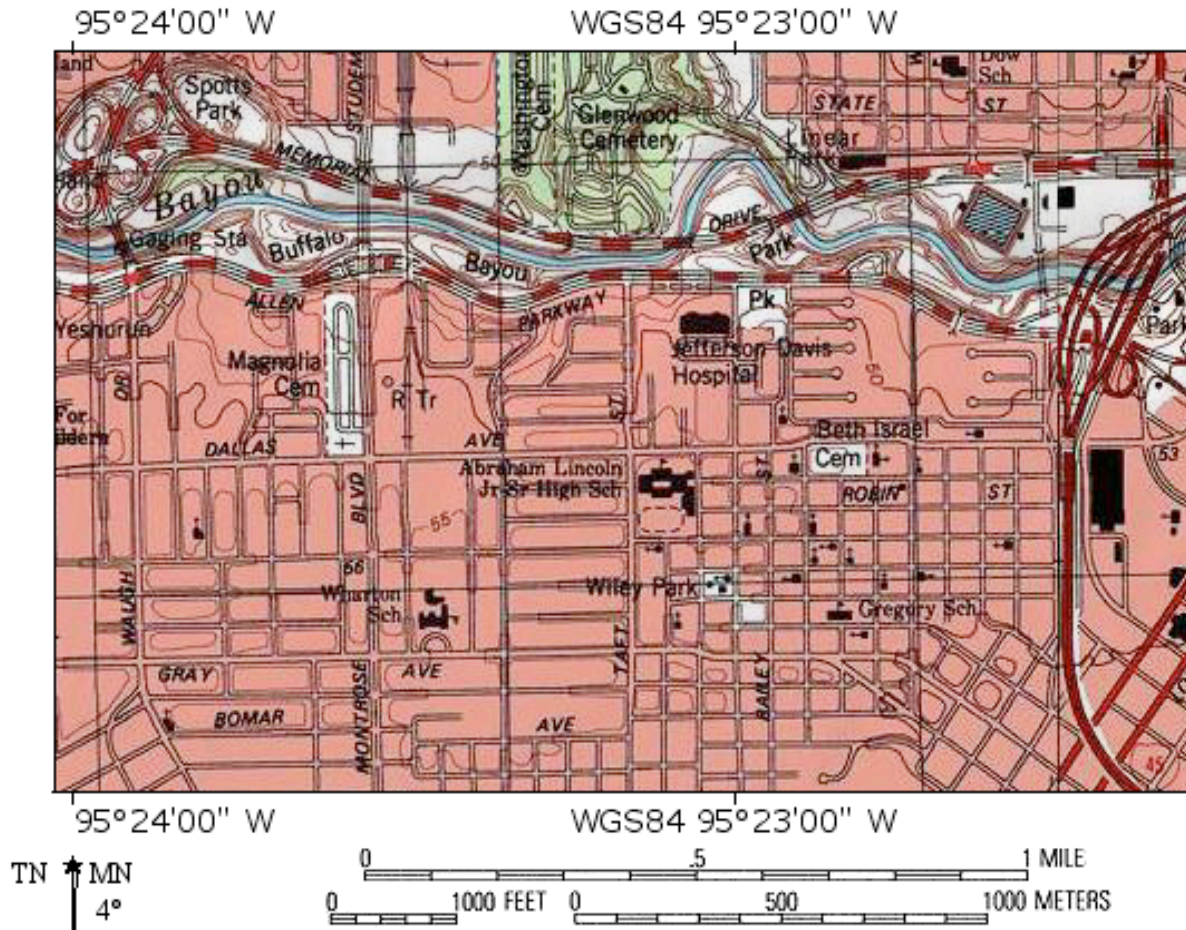


Figure 1: Project Location. *Houston Heights* USGS Map

SITE LOCATION/PREVIOUS RESEARCH

The site location abuts the Freedmen’s Town Historic District’s western boundary along Genesee Street (a copy of the district’s nomination is online at: <http://atlas.thc.state.tx.us>). Entered into the National Register in 1985, the district’s integrity has been severely eroded since. Of the original 580 contributing structures, less than 30 remain. While the most recent Freedmenstown/Fourth Ward TIRZ Plan (Stull & Lee 2004) laments this devastating loss of district integrity and envisions “historically compatible” development in this neighborhood, no mention is made in the plan of a strategy to preserve *the district as such*. Without proper planning, what little remains of the neighborhood could eventually be lost.

While an archival search conducted a few years ago by Roger Moore reveals that there have been at least sixteen archaeological investigations within Loop 610 in Houston (see attachment 2), the amount of archaeological research conducted in Freedmenstown itself has been episodic and not done in a scientific manner.¹ Other than the ongoing research effort spearheaded by the Yates

¹ There are some exceptions, such as site 41HR787 which was conducted on land that would have fallen within portions of the *historical* Freedmenstown neighborhood, but which is currently not located within the Freedmen’s

Community Archaeology Project at the Rutherford B. H. Yates Museum Inc. the largest archaeological investigations conducted in Freedmenstown were the highly controversial projects conducted by Espey Huston, Inc. and PBS&J in conjunction with the demolition of the San Felipe Courts Historic District, a.k.a. the Allen Parkway Village Public Housing Project (the national register listing of the district is also available online at the Texas Historic Sites Atlas website. The site's archaeological designation is 41HR886).

The most controversial decision made in conjunction with previous archaeological investigations was to ignore any post-1880 material culture as a research focus for the investigation.² This demonstrated a recurring prehistoric archaeology bias on the part of the investigators and project reviewers, and was perceived as scientific racism by members of the Freedmenstown community and their supporters. As subsequent events have shown, the amount of scientifically gathered material culture about Afro-Texans *in general* is very small, and the amount of archaeological information related to post-Juneteenth African American urbanization *in Houston* (a city considerably more important than Dallas for studying these questions, for a variety of reasons) is virtually nonexistent.

Major opportunities were thus lost. The HISD lot under discussion represents perhaps the last best chance for the conductance of proper African American archaeology in this neighborhood done with the latest and best historical archaeology methodology and theory.

A copy of PBS&J's conclusions and recommendations for its work at Allen Parkway Village is provided as attachment 3.

The other large project in this area has been the construction of the new Houston branch of the Federal Reserve Bank of Dallas, which is being built on land previously occupied by the Jeff Davis Hospital along Allen Parkway. Regrettably, the THC does not have a Section 106 consultation for this project in its files, so it is difficult to confirm whether any archaeology has been conducted in conjunction with the project and to assess its conclusions.

RESEARCH QUESTIONS

A major goal of this research effort will be to rectify the lost opportunity represented by the substandard research conducted in conjunction with the archaeology conducted at African-American sites in Houston and elsewhere. Post 1870/1880 material culture *will* be a research focus of the archaeological investigations, as will oral history and further archival research. The archaeology conducted on this site must be theoretically informed and thorough, and it must take the intrinsic value of African American life and culture *as a given*. Accordingly, the research questions asked will reflect what noted Black physical anthropologist Michael Blakey has termed

Town Historic District. "Block 12" served a variety of uses over the years, including as a residence for enslaved African-Americans.

² "This period [i.e. pre-1870/1880] was selected, in coordination with the THC, partly because sites of this early historical period are exceedingly rare in Houston's intensely developed urban landscape. This period was also selected because historical records documenting post-1880 cultural developments are abundant and readily available for research" (Foster and Nance 2002: 19).

a “biocultural” focus that do not shirk difficult questions of political context or race, and which takes linkages between contemporary Black populations and their ancestors seriously.

One positive feature of the research design has been its community focus, a key feature of African American Archaeology projects. During his leadership of the African Burial Ground Project in New York City, Michael Blakey noted : “GSA [the General Services Administration] is our client, our business client. They own the site. The community is also our client. We consider them our ethical client, and we give them priority and every level of respect we can” (Royston 1996: 3). More recently Blakey and Mack (1998: 12) have observed: “We are truly both participants and observers of cultural construction, engaged in an interactive process that contributes to a more democratic and ethnically plural production of knowledge. In the end, this knowledge contributes to a broadening of identity and ethnic empowerment.”

The primary focus of the research effort is to contribute to a more comprehensive understanding of the conditions faced by Africans and their descendants in North America, more specifically Texas and the city of Houston. More particularly:

- 1.) Who were the people that lived on this land?
- 2.) What were their physical and social conditions?
- 3.) What was their populational and geographic relationship to Freedmenstown and Houston as a whole?
- 4.) What became of them?

Along with this, the following guiding vision is proposed:

VISION:

- Empower residents of Freedmenstown through the process of remembering and reinterpreting the past.
- Atone for past missteps (misguided exhumation of burials at Allen Parkway Village) by conducting intensive archaeological and anthropological research.
- Collaboratively generate new knowledge about the Black experience in Houston
- Honor and respect the history, culture, and continuing vibrancy of Freedmenstown

METHODS

The June 28, 2004 letter from the THC to Richard Lindsay of Rebuild HISD (appendix 1) outlines the general sequence of events that will help us to answer the above questions. It must be stressed that a separate archaeology plan and burial treatment plan will be developed based upon the results of oral history and archival research. Accordingly, the discussion which follows goes into greater detail about the latter than the former. It is anticipated that more specific research questions will be identified as the project starts to take shape.

STEP 1: ARCHIVAL RESEARCH

Most of the factual information contained in the two major archival studies conducted by Janet K. Wagner & Co. is sound. She has conducted a lot by lot analysis of the study site, and produces city records lists of owner occupants in the area. Her 2001 study is thorough, and includes analysis of deeds, probates, tax, census, litigation, marriage, death, and survey documents. Her 2003 study is also valuable for its analysis of textual records at the National Archives and Records Administration (NARA) in Washington, D.C. , which will facilitate the identification of human remains should burials be located. Some limitations of her studies include:

- Her study site is too small, stopping at Andrews St. at its northern boundary instead of West Dallas St.
- Her archival research efforts were chiefly directed towards establishing whether a cemetery existed on the study site. She concluded that the possibility of the existence of a cemetery could not be ruled out (Wagner 2001: 3-1 to 3-3) and recommended remote sensing.
- She only identifies landowners and tenants with names, but not the unnamed slaves who also lived on the historic headright and worked as laborers.³
- The archaeological probability model Ms. Wagner developed (Appendix B of her January 2003 study) based upon her land title analysis and unsourced “anecdotal folklore” evidence is flawed.
 - The model is premised on assumptions about African-American lifeways and residential patterning, such as the inaccurate argument that cemeteries or burials “probably would not” be located underneath or near house lots.⁴

FURTHER ARCHIVAL RESEARCH

Further archival research conducted by Prof. Janis Hutchinson of the University of Houston has drawn attention to the fact that the former Union Hospital was located close to the development site⁵, and that it was *not* uncommon for poor African-Americans to bury their dead on or near residential areas. When these two research focuses are reconciled, it becomes clear that a responsible archaeological testing program will have to go beyond the six or eight acres originally envisioned by Janet K. Wagner & Co. as containing a “high probability” for the presence of burials.

Nonetheless, little extra archival research is required to answer basic questions about land title history and occupancy of this property (it should be mentioned that Janet Wagner is writing a comprehensive history of the Smith family and is one of the foremost authorities on this subject). The asking of additional questions and the adoption of a fresh perspective are what is needed. Who were the enslaved people living and working with/for Mrs. Obedience Smith, John W.N.A.

³ For discussion of the Texas Headright land grant system see the following link:
http://jack0204.tripod.com/gen/Heskew/first_settlers.html

⁴ For some discussion of the history of residential segregation in the United States (and the role of city governments and insurance companies in its implementation), see Massey & Denton’s classic work *American Apartheid*. For discussion of the phenomenon in Houston, see Bullard’s classic *Invisible Houston*.

⁵ The hospital was located on the corner of Andrews and Genesee (Castania) St. For discussion see section 2.1.7 of Wagner (2003).

Smith, Phillip Fort, the George Baker Trust and others? Is it in fact true—as Janet Wagner assumes—that graves would more likely be located on undeveloped land?

STEP 2: ORAL HISTORY

DEFINITION

“Simply put, oral history collects spoken memories and personal commentaries of historical significance through recorded interviews” (Ritchie 1995: 1). Oral history is about listening first, mechanics second. Preparation is important, but a skilled interviewer does not consider questions like a “script” or an inflexible or infallible instrument that cannot be changed or even abandoned if circumstances require.

The Hawaiian Islands have a long and distinguished tradition of “talk story” and its approach and cultural sensitivity lends itself particularly well to the conductance of oral histories in minority communities elsewhere. In Hawaii, Talk Story can occur spontaneously and almost anywhere. It is the manner in which family traditions, genealogies, political insights, thoughts, and feelings are conveyed. While the approach may at first appear to be informal, linguists and others have demonstrated that the approach contains specific rules and contextual cues (Nishimoto 1985, Takaki 1993, 1996) that make it far more than simply “chewing the fat.” An analogy could be Studs Terkel’s well-known interviewing approach which he once described as “engaging in conversation, having a cup of coffee” (Ritchie 1995: 57). The point is simple: interview subjects should not be thought of as computer databases to be “pumped” for information, but rather as human beings deserving of consideration and respect with life histories and stories that require a significant amount of emotional connection to elicit. Drawing on personal and shared cultural experiences as well as inquiry and analysis, interviewers create a discursive frame in which responses are both collaborative and consensual.

Talk Story approaches have a long and distinguished history of theory and application in pedagogy and the social sciences (especially in Hawaii), and a fuller discussion is beyond the scope of this proposal. For fuller discussion of the approach and how it has been applied over the years, please visit the website of the Center for Oral History at the University of Hawaii at: <http://www.oralhistory.hawaii.edu> and the excellent booklet *How to do Oral History* published by the center.

THERE IS NO “ONE” WAY TO DO ORAL HISTORY

“Not every oral historian will agree with every point made here, since there is no uniform way of doing oral history, and unconventional approaches sometimes work well” (Donald A. Ritchie *Doing Oral History*, p. xiii).

“..Oral historians have established standards for doing interviews and principles for dealing ethically with interviewees. But oral history is too dynamic and creative a field to be entirely captured by any single definition. For every rule, an exception has worked” (Ritchie 1995: 1).

TWO ORAL HISTORY PHASES

Primarily because of time constraints, the oral history program will entail two distinct phases. Phase I will be targeted towards contributing to answering specific questions about whether burials are located on the development site, and will be directed towards providing information that could prove useful in the development of an archaeological testing strategy. FLMA, which has a demonstrated record of conducting work in Freedmenstown since 1996 and which is qualified to perform the interviews in accordance with OHA, AHA, AAA, SfAA, and SHA standards, will conduct the interviews. Estimated completion date: 17 December, 2004.

Phase II will entail the development of a more extensive oral history instrument that is more targeted towards the research questions elaborated earlier. It is envisioned as a longer-term effort whose more liberal time constraints will enable extensive detail. Interviews will be conducted more as life histories, and interviewees will be asked specific questions about their recollections and understanding of residential patterning in the Freedmenstown neighborhood, and a host of other topics. Recording will be more extensive, and is anticipated to include broadcast quality video, audio, professional interpretation, and perhaps the generation of a small documentary film. At this time, it is anticipated that the effort will be spearheaded by Dr. Merline Pitre of Texas Southern University and her staff. HSPVA/Gregory-Lincoln project funding can be used as seed money for a THC funded long term oral history program that will generate an extensive database of information about the history of Freedmenstown. A Phase II research design will be submitted at the appropriate time.

PHASE I ORAL HISTORY PROCESS

The interviews will be digitally recorded using an Olympus DS-660 digital tape recorder with external microphone. Still photographs and two minute video (QuickTime format) shall also be recorded, utilizing an Olympus C-5050Z digital camera. Tape backup will be the GE 5376B microcassette recorder with microphone. Interviews will be transcribed by the University of Connecticut Center for Oral History (<http://www.ucc.uconn.edu/%7Ecohadm01/>).

The principles and ethical standards of the Oral History Association will be followed. Legal release forms for each interview subject will be secured (the forms in the THC *guidelines* and the newer ones in Ritchie 2003 are a good starting point).

All interviews, including transcripts, photos, and video, will be transferred onto CD and hard copy and will become available for scholarly and community use, consistent with community wishes.

SAMPLE OF OPEN ENDED PHASE I QUESTIONS

The following questions are listed for general information purposes only. The interviews themselves will be driven first by individual context on a case by case basis.

1. When did your family move to Freedmenstown?
2. What are your strongest memories of living here?
3. What do you know about burials or cemeteries in the area?
4. Where did you live as a child?
5. Who were your neighbors?
6. Do you know who lived at...(insert address, or colloquial name).
7. Where did you play as a child? Who were your playmates?
8. What was it like living in Houston during the 1930's and 1940's?
9. What did your parents do for a living?
10. Do you have any children? What are their names?
11. Where did you go to church?
12. What sort of things about Freedmenstown did your family or neighborhood elders tell you?
13. How do you feel about the current state of Freedmenstown?
14. Did you ever visit the Jeff Davis hospital?
15. Did you know Rutherford B. Yates?
16. Do you remember what (insert structure) used to look like?
17. What do you remember about when the Beth Israel Cemetery was built?
18. Did you go to the Gregory School? If not, where?
19. What do you remember about Allen Parkway Village/San Felipe Courts?
20. Do you know if people were ever buried in their backyard?
21. What would you like to see take place in this neighborhood?

PROSPECTIVE INITIAL INTERVIEW SUBJECTS

1. Lucinda Solomon B. Campbell, 713-651-0790, 1621 Robin St.
2. Jacqueline King Beckham, 713-651-1349, 1308 Gillette St.
3. Ola House Kennedy, 713-951-0905, 1109 Wilson St.
4. John Taylor, 713-654-0182, 1602 Andrews #A
5. John Fenley, 713-449-2188, 1605 Saulnier St.
6. Mr. Cosey, 1217 Robin St. No Phone.
7. UMW Scottish Rite Grand Lodge, Masonic Lodge, 1102 Andrews St., 713-652-0592
8. Mr. Phillip Banada, 1302 Wilson St. No Phone.
9. Freddie Davis, 900 Cleveland St. No Phone.
10. Mrs. Williams, 1300 O'Neil. Phone Unlisted.
11. Mrs. Randall, 1116 Ruthven St. Phone Unlisted.
12. Darrell Patterson, 1105 Ruthven St., 713-269-2857.
13. Gladys House, 713-742-6995, 1605 Andrews St.

ARCHAEOLOGICAL RESEARCH

A separate archaeological research plan will be submitted upon completion of oral history and archival work. What follows is intended to furnish general discussion and perspective.

DEFINITION

Archaeology is not an exact science, although a body of theory and practice has evolved over the years. The Society for Historical Archaeology (<http://www.sha.org>) defines historical archaeology as follows:

Historical archaeology is the study of the material remains of past societies that also left behind some other form of historical evidence. This field of research embraces the interests of a diverse group of scholars representing the disciplines of anthropology, history, geography, and folklore.

Writing in the *Oxford Companion to Archaeology*, Charles E. Orser observes:

The subject matter of historical archaeology begins in the fifteenth century. Many historians believe that the Portuguese capture of Ceuta in North Africa in A.D. 1415 marks the commencement of the “modern” age and Europe’s search for worldwide power and wealth. Historical archaeologists thus focus on both the famous and the anonymous men and women of colonial and early modern history. European colonists, African American slaves, Native American fur traders and laborers, Chinese railroad workers, Cornish miners, German immigrant farmers, Irish tenants and their English landlords, and Australian prisoners are among the people studied by historical archaeologists (Orser 1996: 279)

African-American Archaeology is a subfield of historical archaeology, and was described by Theresa Singleton in 1999 in the following manner:

The archaeological study of African-American life has become a well established research interest within American historical archaeology. Referred to as African-American archaeology or the archaeology of the African diaspora, it is no longer seen as simply an effort to capture unrecorded aspects of black history or to bring attention to the heritage of a neglected community. Many archaeologists recognize a message of Langston Hughes’s poem “I, Too”: you cannot fully understand the European colonial experience in the Americas without understanding that of the African. The heightened appreciation of African-American archaeology is transforming its goal from the study of a forgotten people to the study of the formation and transformation of the black Atlantic world. Archaeologists engaged in this research are increasingly concerned with issues such as the analysis and representation of cultural identity, race, gender, and class; cultural interaction and change; relations of power and domination; and the sociopolitics of archaeological practice (Singleton 1999: 1).

The historical archaeology of African-Americans is still a new topic in Texas, and is mostly the domain of college professors and graduate students conducting “pure research” projects in a variety of locations. However the field is growing, and the institutionalization of African-American and Native American research programmes into the Texas archaeological mainstream is starting to happen.

THEORY AND METHOD

In most non-academic settings, the *Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation* (Federal Register Vol. 48, No. 190) furnish the baseline method and theory guidance. The *Standards*, while very useful, should not, however, be thought of as holy scripture. Indeed, the document itself states:

These standards and guidelines are not regulatory and do not set or interpret agency policy. They are intended to provide technical advice about archaeological and historic preservation activities and methods (p. 44716).

Whatever the approach, most archaeologists would agree with the *Standards* in that:

- Specific research goals must be identified
- The methods employed should be targeted towards obtaining the information identified in the goals

The perhaps largest difference between more traditional Eurocentric research approaches and the types of archaeologies that have become more common over the past 20-30 years is that the newer approaches emphasize process, agency, and identity as much as outcome. Stated differently, the more recent approaches mandate explicit emphasis on conduct as much as goals, and encourage the generation of more collaborative research designs that overtly engage power imbalances (and the need for empowerment) and political processes. The archaeology of African-Americans *is* about empowerment, not just the generation of knowledge:

“Deep matters of theory, history, and politics are all present whenever African culture is on the table, matters deserving as much care as do provenance, context, and form if we are to advance an understanding of the character of the African presence in the Western Hemisphere” (Perry and Paynter 1999: 301).

THE ENTIRE PROJECT AREA SHOULD BE CONSIDERED ARCHAEOLOGICALLY SENSITIVE

The inadvertent discovery of burials are common occurrence in Freedmenstown. It is therefore mandatory that the *entire project site* be considered “high probability” for testing purposes unless oral history information and/or further archival research clearly indicates otherwise. Moreover, the bad faith demonstrated by various entities surrounding the flawed APV excavations require that thorough archaeological investigation should be the rule for this site, regardless of the anticipated utility of certain approaches. Accordingly, FLMA recommends:

- Remote sensing. A metal detector survey of portions of the project site was conducted and reported in an earlier JKW&CO report, and a ground penetrating radar survey was scheduled as a follow up. Although the GPR survey was never conducted, the initial instinct to perform that survey was correct. The paucity of data in this neighborhood and the sensitivity of the site outweigh the potentially limited utility of the survey.
- As mentioned, the actual site acreage of the *entire* project is about 16.72 acres. While it is obviously impossible to conduct archaeological testing on the site of the current

Gregory-Lincoln school, the entire area up to the school should be tested, including the southern portions of the site where the demolished houselots used to be, and the northern portion of the footprint including *all* of the track and ballfield. Therefore, all lots in block 38 should be investigated, as well as blocks 34, 39, 36 and so on.

- Any subsurface sitework entailed with the demolition of the Gregory-Lincoln school buildings and portables themselves will require archaeological monitoring.

PREVIOUS RESEARCH DESIGN FLAWED

Appendix 4 furnishes a copy of the previously approved archaeological research design that was based upon the probability model developed by Janet K. Wagner & Co. and Moore Archaeological Consulting, Inc. Several conceptual changes must be made as a newer research design begins to take shape:

- The new research design must of course focus primarily on burials, but not to the exclusion of the other research questions
- The research design must do more than describe the mechanics of how the excavation will be conducted
- The research programme must take the African-American experience in Houston seriously
- The research design should not make assumptions about African-American mortuary practices without corroborating evidence

A NEW PROBABILITY MODEL WILL BE GENERATED BASED UPON THE ORAL HISTORY, REMOTE SENSING, AND ARCHIVAL WORK

Once the data is in, an archaeological SOW can be finalized in conjunction with the community committee and presented to the THC, as outlined in phases III and IV.

BURIALS AND SAMPLING

The most immediate question that needs answering is confirmation of the presence or non-presence of burials. An appropriate geospatial sampling strategy will be developed for the sampling universe (Shafer 1997: 25) developed in the archaeological research design, and a variety of archaeological testing techniques (including, but not limited to test trenching) will be employed to answer the burials question with at least average scientific certainty. The location of test pits, shovel tests, trenches, and so forth shall be selected by combining computer modeling, random statistics, logical reasoning, and archaeological intuition; they will not be chosen at random.

While the geomorphology of the site is of course important, it must be borne in mind that this is a historical archaeology project, whose primary purpose is to answer questions about *people* not dirt. Vertical and horizontal control, soil profiles, environmental context, and the correct recordation of stratigraphies are fundamental to the conductance of professional archaeology, *but*

they should never become confused with form, function, processes, and meaning, and become ends in themselves.

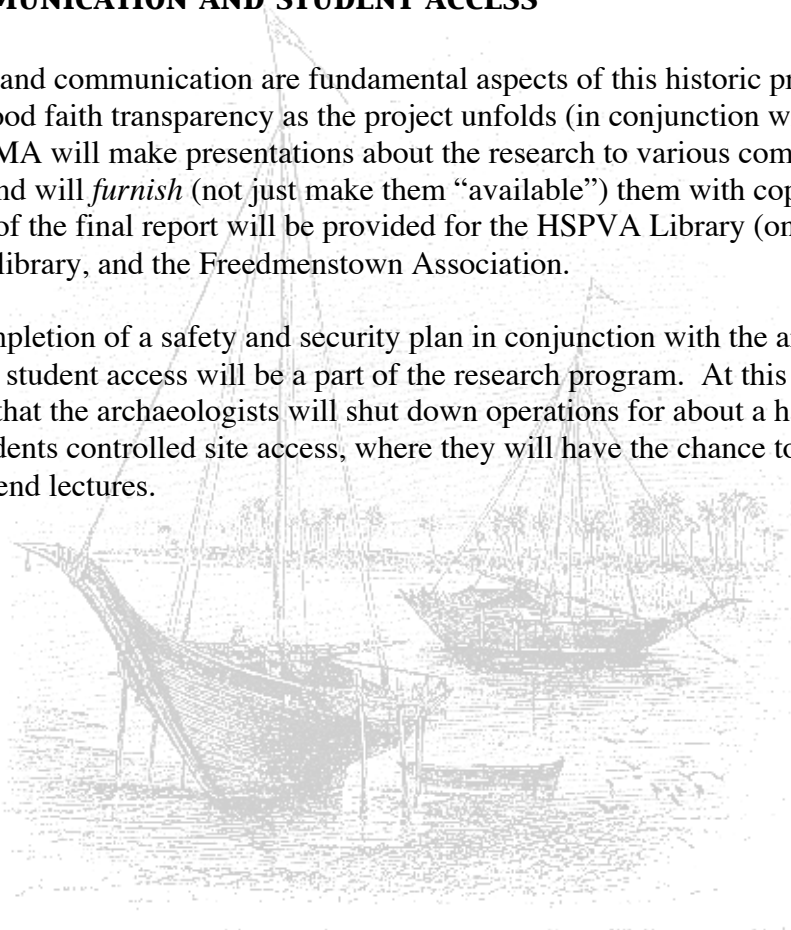
A SEPARATE BURIAL TREATMENT PLAN WILL BE WRITTEN AND SUBMITTED, SHOULD BURIALS BE FOUND

If burials are uncovered, a supplemental burial treatment plan will outline procedures to be followed. It is expected that the plan will include bioarchaeological research and community and descendant community collaboration similar in nature to that conducted at the African Burial Ground in New York (Mack & Blakey 2004).⁶

PUBLIC COMMUNICATION AND STUDENT ACCESS

Public outreach and communication are fundamental aspects of this historic preservation effort. In addition to good faith transparency as the project unfolds (in conjunction with the advisory committee), FLMA will make presentations about the research to various community organizations, and will *furnish* (not just make them “available”) them with copies of the final report. A copy of the final report will be provided for the HSPVA Library (once it is built), the Houston public library, and the Freedmenstown Association.

Pending the completion of a safety and security plan in conjunction with the archaeological research design, student access will be a part of the research program. At this preliminary stage, it is envisioned that the archaeologists will shut down operations for about a half day a week and allow HISD students controlled site access, where they will have the chance to see the work in progress and attend lectures.



⁶ Professor Blakey has reviewed this proposal, and has furnished input into its content.

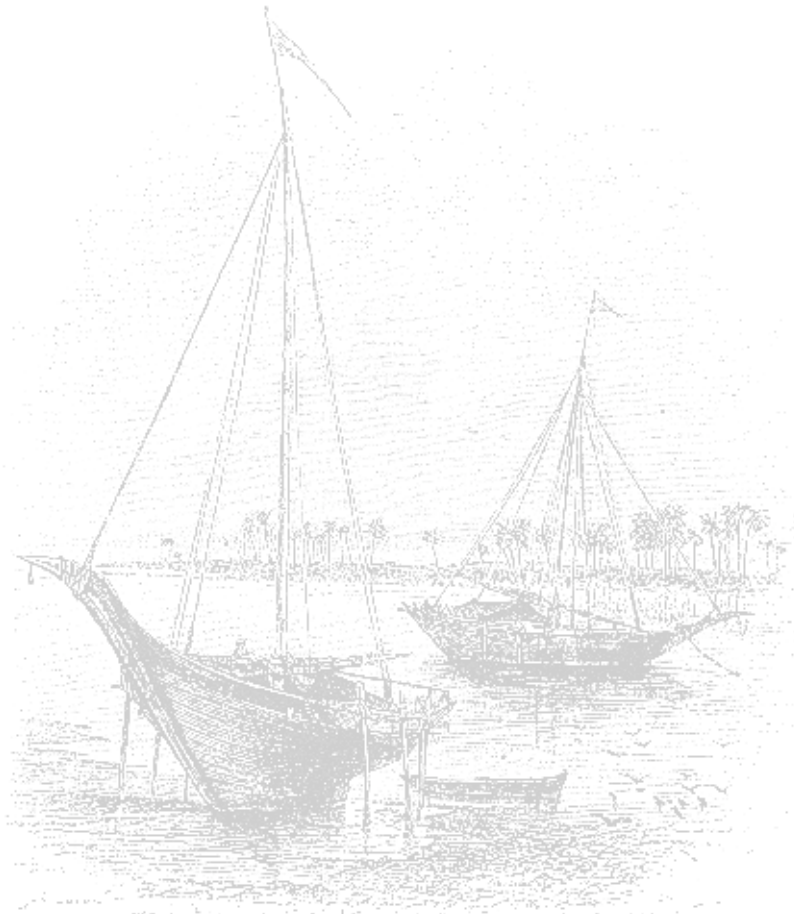
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**TEXAS
HISTORICAL
COMMISSION**

The State Agency for Historic Preservation

RICK PERRY, GOVERNOR

JOHN L. NAU, III, CHAIRMAN

F. LAWRENCE OAKS, EXECUTIVE DIRECTOR

June 28, 2004

Mr. Richard Lindsay
Houston Independent School District
2600 Southwest Freeway, Suite 200
Houston, TX 77098

Dear Mr. Lindsay:

Thank you and other representatives of the Houston Independent School District for meeting on June 23, 2004 with representatives of the Texas Historical Commission (THC), Gladys House of the Freedmen's Town Association, Andrea Hinckson of Senator Rodney Ellis' office, Damien Brockmann of Representative Garnet Coleman's office, and Anthony Pizzitola. We feel that the meeting was very productive and a number of important issues were discussed. We outline below our understanding of the consensus reached on subsequent steps to address the historical issues related to the construction of the new Gregory-Lincoln Learning Center and High School:

Phase I

Hire a preservation consultant with appropriate expertise as outlined in our letter of June 1, 2004 to help coordinate future phases of historical investigation. This expertise may involve more than one individual. Estimated timeframe: one week.

Phase II

Conduct, through a contract coordinated by your preservation consultant with a qualified archivist or historian, in-depth lot-by-lot archival research for the entire six acres where the new schools are to be built. Also through contract, have a person with expertise in conducting oral histories interview residents of the Fourth Ward area who have important historical knowledge. Estimated timeframe: two to four weeks for archival research and four days per oral history (including transcription).

Phase III

The preservation consultant shall develop a research design and associated scope-of-work, using all sources of information including the newly obtained archival and oral history results. The research design should identify important historic research questions to be addressed and outline appropriate methodologies (e.g., historical research, additional oral histories, archeology) that would most effectively address each research question. The THC, Senator Ellis' office, Representative Coleman's office, and members of the Fourth Ward community would review the research design and the scope of work. These two documents would be used to solicit bids to conduct the work outlined. Estimated timeframe: two to four weeks.

Phase IV

Review the proposal for future historical work in consultation with the THC staff, Senator Ellis' office, Representative Coleman's office, and members of the Fourth Ward community; select a contractor; and have the historical work conducted.

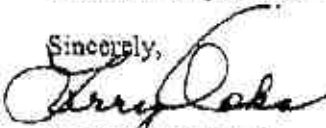
Phase V

If a cemetery is located, remove the interments, conduct appropriate scientific studies, and reinter the remains.

All of the field studies will need to be conducted under an antiquities permit issued by the THC. The timeframes listed above, we need to point out, are rough estimates and depend on the intensity of effort brought by HISD to each phase's task. Please let us know by July 2, 2004 if the phases outlined above reflect the consensus reached at our June 23 meeting. Send your comments to Jim Bruseth at jim.bruseth@thc.state.tx.us.

Thank you for your help to preserve the important history of the Fourth Ward, and please contact me if you have any additional questions or comments.

Sincerely,



F. Lawrence Oaks
Executive Director

Cc: Senator Rodney Ellis
Congresswoman Shella Jackson Lee
Representative Garnet Coleman
Councilwoman Carol Alvarado
Councilwoman Ada Edwards
Chairman John Liston Nau, II

TABLE 3. Previously Recorded Archaeological Sites
Within Loop 610, City of Houston, Texas

SITE NO.	CONTEXT	INVESTIGATION	INFORMANT	DATE
41HR116	no data	survey	Neyland	1956
41HR117	no data	survey	Neyland	1956
41HR314	early 20th C. institutional	survey	W. McClure	1976
41HR409	1837-1984 urban commercial	salvage	R. Moore	1984
41HR425	late 19th C. urban domestic	testing	R. McIntosh	1984
41HR508	1860s military 1880s domestic	surface collections and testing	Houston Archeological Society/ R. Moore	1983/2001
41HR525	minimal late 19th C. rural domestic	survey	McClure	1983
41HR575	1837-1984 urban commercial/ domestic	testing and data recovery	R. Moore	1986
41HR614	historic	survey	R. Moore	1989
41HR623	early to mid- 19th C. industrial and military	visual inspection	C. Ebersole	1989
41HR637	1924-1984 urban domestic	auger tests	P. Wheat	1990
41HR638	1924-1984 urban domestic	auger tests	P. Wheat	1990
41HR747	late 19th to early 20th C. industrial and domestic	monitoring	R. Moore	1994
Brown	Brown Convention Center (early to late 19th C. commercial and residential)			
Brown	Fire-Station Maintenance Facility (Old City Cemetery and possible English Colonial cemetery)			
41HR787	pre-Civil War domestic, commer- cial, & religious	testing and data recovery	Brown and Taylor	1994-1995

Source: R. Moore Archaeological Consulting, Inc.

CONCLUSIONS AND RECOMMENDATIONS

This chapter presents conclusions and recommendations for the archaeological investigations conducted at Allen Parkway Village, Site 41HR886. More-detailed discussions summarizing the results of each major aspect of the investigations are included in their respective chapters. However, salient observations regarding those results and other concluding thoughts on this project are provided in the following discussion. Recommendations for completing additional tasks stipulated by the Programmatic Agreement for this project are also presented.

The archaeological investigations conducted in the APV project area between February 1996 and December 1998 were required under Section 106 of the National Historic Preservation Act because the Housing Authority of the City of Houston sought and received federal funding through the U.S. Department of Housing and Urban Development's HOPE VI - Urban Revitalization Demonstration Program. A variety of cultural resource management requirements, including archaeological investigations and the possible need for cemetery removal, were stipulated within a Programmatic Agreement developed among HUD, the Advisory Council on Historic Preservation, and the Texas State Historic Preservation Officer. The Housing Authority served as HUD's local project sponsor and was directly responsible for ensuring that the requirements of the Programmatic Agreement were fulfilled.

The Housing Authority, in cooperation with the signatories to the Programmatic Agreement, also organized and directed the public involvement efforts for the project. Planned approaches, results, and assessments of the archaeological investigations were presented to the public in a series of public hearings and meetings. Oral presentations illustrated by slideshows were made to the public by one or more members of the archaeological team as well as key Housing Authority and agency representatives. Comments from the public were considered and, as appropriate, incorporated into the archaeological program. Thus, the public involvement requirements under Section 106, prior to their revision in 2001, were met.

The archaeological investigations reported herein fulfill only one of many requirements stipulated by the Programmatic Agreement. Other cultural resource management requirements include extensive architectural documentation of San Felipe Courts (Allen Parkway

Village) Historic District, creation of an interpretive historical exhibit, as well as respectful treatment and reburial of any human remains discovered within the project area. An additional requirement that the new cemetery be located within the local community was established through the public involvement program. In the period of time since the archaeological investigations and analyses were completed, all human remains recovered from the former Third New City Cemetery have been reburied in a specially dedicated memorial cemetery park located in the northeast corner of the project area.

The major components of the archaeological investigations included research design development, survey-phase site identification, demolition and excavation monitoring, and cemetery removal and analysis. Results and recommendations for each of these components were coordinated with the State Historic Preservation Officer through interim letter reports produced and reviewed during the project. When the nature of those results and recommendations warranted further consideration, particularly regarding the treatment and removal of the Third New City Cemetery remains, they were presented for comment to the official signatories to the Programmatic Agreement and the public through the public involvement program described above. Thus, each of the major components of the archaeological program have previously been reviewed and approved. The only major element that has not been previously reported is the material culture analysis from the cemetery removal that is presented in Chapter VI and appendices F and G.

While the APV archaeological survey and monitoring investigations did determine that surficial and shallowly buried cultural deposits were destroyed during the ca. 1940 demolition and clearance of the entire APV project area, a notable finding of the APV investigation is that limited portions of the project area still have the potential for containing significant archaeological deposits in deeply buried settings. This potential was demonstrated through the APV archaeological survey and monitoring efforts, and corresponded in part with the patterns of site preservation predicted by the research design and the "cut-and-fill" model. In this regard, potentially significant archaeological deposits that may have survived the ca. 1940 demolition and site clearing activities are most likely located within several old cisterns and backfilled ravines and gullies that also

extended beneath the zone of impact and investigation for the current project.

This potential for archaeological discoveries at the APV project area confirms what has been reported at a few other sites dating from Houston's earliest phases of development. Unfortunately, many of these have been completely destroyed by recent development projects with deep subsurface impacts. Among the most important investigations to date for Houston's early era of development is Roger Moore's archaeological testing and data recovery at Market Square (41HR575). This investigation provided extensive archaeological insight into Houston's early urban residential and commercial development, particularly as it relates to wealthy Anglo-American residents. Reported as his doctoral dissertation, Dr. Moore's work at Market Square is one of the best documented archaeological investigations into Houston's early history.

Other pre-1880 sites that have presented opportunities to investigate and better understand Houston's urban archaeological context include:

- Site 41HR409, 200 Main Street, multicomponent prehistoric and historic site with urban commercial and residential occupation as early as ca. 1837; probably destroyed since 1984 by modern commercial development
- Site 41HR508, Trimble/Block 278, multi-component historic site with Civil War-era munitions deposit and pre-1870/1880s residential deposits; entire block probably will be destroyed by new hotel construction
- Site 41HR623, the Harrisburg Depot Site, reportedly containing deposits that date from the pre-Republic-era founding of the city along the banks of Buffalo and Brays bayous; possibly 75 percent intact beneath an industrial building complex when recorded about 1989
- George R. Brown Convention Center Site, early- to late-nineteenth-century commercial and residential deposits; destroyed by convention center construction
- Site 41HR787, Block 12, contains ca. 1860 to late-twentieth-century residential, ecclesiastical, and commercial deposits for Anglo- and African American occupations in the area; probably destroyed by new Harris County Justice Facility
- Historic Rental Initiative, Blocks 28, 29, 83, and 86, potential for ca. 1870 to present-day sites representing urban African American occupation in Freedmen's Town Historic District

Among these, sites 41HR409, 41HR508, and 41HR787 all yielded information useful for documenting and understanding the potential for archaeological research into Houston's early period of development. But, all of these sites have since been destroyed during the course of commercial and city improvement projects. Similarly, archaeological information gathered but not yet reported from the Brown Convention Center and the Fire Station Maintenance Facility projects may contribute greatly to future research of Houston's early history, particularly considering that the project impacts will have completely destroyed all archaeological deposits in the project areas. Considering the pervasive pattern of site destruction across the earliest settled portion of downtown Houston, the relatively high degree of site preservation noted at Market Square (41HR575) and at Site 41HR623, the Harrisburg Depot, certainly raises their level of importance for future research.

Although the APV survey and monitoring investigations yielded only limited archaeological evidence of intact pre-1880 deposits at the site, a significant discovery was made in the northwestern corner of the project area where more than 400 possible burial features were identified in the area of the former Third New City Cemetery. As described above, this discovery necessitated intensive public and agency coordination to develop an appropriate treatment plan that included archaeological excavation, nondestructive analysis, and respectful reburial of all human remains. While past and present construction-related activities had a devastating effect on the condition of the burial remains and prolonged the efforts to identify the cemetery remains, the entire cemetery zone was intensively examined to identify all possible remaining burial features. Approved implementation procedures provided for careful archaeological hand excavation of each burial feature, supplemented by in situ documentation, cleaning, and laboratory analysis.

Ultimately, the implementation procedures applied in the field and in the laboratory enabled the bioarchaeology team to gather the required level of demographic data about the population represented by the individual burial features removed from the cemetery. Detailed documentation of the bioarchaeological analyses and assessments conducted for the Third New City Cemetery remains are presented in detail in Chapter VI and appendices E through G of this report. Overall, the bioarchaeology analyses indicate that the population examined from TNCC included physically robust, hard-working African Americans who may have suffered from the effects of repeated epidemics in the late nineteenth to early twentieth century. However, the TNCC population probably was not exclusively African American, an

assessment supported by city death records that also document the effects of cholera, yellow fever, malaria, and other epidemics on Houston's non-African American citizens. Instead, the TNCC seemed to have served the city at large, rather than just those of lower economic status or any particular ethnic affiliation.

The TNCC demographic data analysis also included comparisons to other relevant cemeteries of the same general era and cultural affiliation. While the osteological data show a variety of similarities and differences between each of the cemetery populations, the analysis of funerary objects provided some notable similarities. Of the other cemeteries compared to the TNCC population based on funerary hardware, the most similar are the Freedman's Cemetery in Dallas, Phillips Memorial in Galveston County, and the Cedar Grove Cemetery. These cemeteries were selected for comparison in large part because they all share a contemporaneous period of use and southern African American cultural affiliation. A notable similarity between these cemeteries is that participation in funerary societies appears to have influenced the level of material wealth displayed in some burials from each case. This observation was noted as well in recent well-documented analyses of burials from the Texas State Cemetery in Austin.

Apart from these synchronic comparisons, Houston's Old City Cemetery, which preceded TNCC's creation and use as the city's public burying ground, appears to present another, perhaps more important, opportunity for documenting and understanding changes in burial practices and cultural conditions within Houston's local historical context. Investigated in connection with the development of a new fire station maintenance facility along the north bank of Buffalo Bayou, the Old City Cemetery has probably been destroyed by the modern city support service improvements. Thus, any further comparative analysis of these two important pieces of Houston's early history is dependent on the publication of as yet unreported data recovered from the Old City Cemetery.

Because the archaeological investigations planned and conducted for the APV redevelopment project identified no National Register-eligible sites requiring further archaeological testing or data recovery, there is no regulatory requirement for further archaeological research at APV, at least for purposes of the present project. The investigations did, however, identify several cisterns and gullies that may contain deposits extending beneath the impact zone of the present project. Consequently, a recommendation is offered that the Housing Authority remain aware of the historical sensitivity of the archaeological deposits that probably remain buried beneath the current public housing complex. These resources are for the moment protected from further disturbance, but future utility repairs and modifications, as well as any other type of deep ground-disturbing activity, should be planned with appropriate consideration to these potentially significant resources.

Furthermore, public awareness of APV's place in Houston's history can be facilitated through development of an interpretive historical exhibit. With sufficient curatorial space for records of this and a separate historic architectural study, the exhibit facility could fulfill stipulations established under the Programmatic Agreement. The APV historical exhibit site could also serve as a remote interview facility for a long-term oral history program. Such a program might be developed through cooperation with the Houston Public Library's Houston Metropolitan Research Center.

It is hoped that the information generated during all phases of the investigations will be of use to future scientific researchers. For this purpose, extensive but pertinent portions of the data assembled and analyzed have been incorporated into this report and its appendices. Perhaps of equal value are the archaeological records assembled throughout the investigations. These records have been permanently archived at The University of Texas's Archaeological Research Laboratory in Austin. For those interested in conducting more-detailed analysis of the osteological data assembled from TNCC, a complete set of osteological databases is included on a CD-ROM enclosed in the rear cover of this report.

RESEARCH DESIGN AND SCOPE OF WORK

A Plan for Archeological Significance Testing and Data Recovery

City of Houston, South Lot 39

This research design and scope of work (SOW) proposes a plan for a combined archeological significance testing and data recovery investigation of portions of South Lot 39 for the HISD Development Project Area. The intent of the plan is to satisfy the applicable provisions of the Texas Antiquities Code (TAC) and compliance with the applicable rules, regulations, and requirements of the Archeology Division of the Texas Historical Commission (THC) for the targeted areas. Procedures for determining the presence or absence of a Civil War-era burial ground within the Project Area are included. The success of the plan in achieving these goals is contingent upon the accuracy and validity of the working assumptions described below. In addition, the extent and sequence of the proposed testing may change as the development plans for the Project Area are established and refined over the course of the project.

Archeological Assessment:

Areas Proposed for Immediate Clearance by the THC

The archival and historical background research completed by JKW&CO indicates that the probability for the presence of significant archeological resources within certain portions of the project area is very low. As discussed with the THC, it is anticipated that, provided HISD implements an appropriate procedure for archeological investigation of any unexpected finds that occur during construction, THC will concur that no archeological work is necessary in such areas prior to the start of construction. These two areas are described below.

It is assumed that the area under the existing HISD building on the North Half of Lot 39 has been completely disturbed and that there are no significant archeological resources present in that area.

Based on further JKW&CO research there is a very low prospect for the presence of significant archeological resources within the South Half of Lot 39 on Blocks 2, 4, 5, and 6.

Dependent upon consultation with the THC, where HISD development work impacts the natural ground surface an archeological monitor may be required to comply with THC requirements.

Areas of Archeological Priority

Background research and oral history suggest that certain portions of the project area be designated as areas of priority (see Appendix B) and be subject to targeted archeological investigation in this SOW. The following suppositions concerning these areas are based substantially on the background information provided by JKW&CO.

1. In order of projected importance the areas targeted for investigation by removal of designated areas of overburden and exploratory archeological excavations are (see Map Appendix B):
 - Primary Area of Priority: Blocks 35 and 38, Andrews Street west of Mason Street, and the northern portion of the George Baker Grant. The northern portion of the area, to the north of Andrews Street, presently contains HISD playing fields.
 - Secondary Area of Priority: lots 1, 2, 5, 6, 9, and 10 on Block 3 and those lots and portions of the George Baker Grant west of Mason Street that are south of Block 38.
 - Tertiary Area of Priority: consists of two lots, 9 and 10, on Block 34, which currently contain an HISD playground.

2. The lots within the Areas of Priority were originally residential in character. Only one lot, at the corner of Taft Street and Andrews Street, where a home is still standing, presently contains improvements above existing grade level.

3. The JKW&CO research findings indicate that most of the lots within the Areas of Priority do not appear to have been improved during the nineteenth century and that building occurred on those lots only after 1926. Therefore, with the exception of the possible cemetery that may exist in the project area, it is not anticipated that any significant archeological resources will be encountered in the targeted areas and this SOW does not include provisions for the investigation of such items, other than a possible cemetery.

4. Soil boring data produced by MACTECH indicate that in the project area as much as five feet of fill is likely to be present within portions of the priority areas (See Soil Boring Map). This overburden zone is expected to be easily distinguishable from the relatively undisturbed zones beneath it and the overburden will be able to be mechanically removed wholesale in conjunction with archeological monitoring. This SOW also assumes that it may not be possible to detect grave shafts due to lack of soil differentiation within the undisturbed zones and that trenching up to six feet below the base of the overburden may be necessary to locate any burials that may be present.

5. In order to satisfy the requirements of the TAC and the applicable THC regulations for the proposed Area Development Project by HISD, it is necessary to perform archeological significance testing and data recovery investigations within the targeted priority areas prior to occurrence of developmental ground-disturbing activities within those areas.

6. For purposes of TAC compliance, none of the archeological resources discovered within the targeted areas, with the exception of graves and associated artifacts, will be considered significant by the THC. The only investigation of other archeological resources that could be required will be basic archeological documentation of any distinctive and relatively well-preserved structural features dating from the targeted periods. That documentation will consist only of the generation of dimensional plans, sectional, and/or profile drawings, recordings of materials, styles, and types of construction and photographs. Samples of construction materials for such features will not have to be collected and samples of relatively small artifacts associated with such features will not have to be collected, mapped (except to define the general area of provenience), inventoried, analyzed, or curated.

7. The only items that will be collected are those associated with the possible graves.

8. JKW&CO research will be used to satisfy the project-specific archival and historical background research component that will be required by the THC for the proposed investigation. Additional research will be undertaken if burials are encountered or if required by the THC.

9. This SOW and the accompanying cost schedules do not include investigation of prehistoric archeological resources. Should such resources, or any others not specifically identified as targets for research within this SOW be encountered and their archeological investigation is required, the SOW and budget will have to be expanded appropriately.

10. The only statutory and regulatory provisions that currently apply to this project and require archeological investigations are those of the TAC and the THC. If burials are encountered and positively identified as Civil War Soldiers then certain Federal notices and requirements may apply. Therefore, any archeological contractors will need to be NHPA Section 106 Certified in order to work on this project.

all keyed to profile drawings and photographs, will be collected for the overall project area and at appropriate specific locations within the project area.

Investigation of Graves:

All graves encountered during the previously described procedures will be archeologically excavated and documented. If graves are encountered in the project area, JKW&CO research suggests that approximately 50-100 graves may be present within the boundaries of the possible cemetery that is estimated to be between one and two acres in size. An archeological mitigation plan for such a cemetery that would be acceptable to the THC would most likely require that the extent of the cemetery be accurately determined and then that the entire cemetery be striped of overburden to locate and remove all graves.

Final Notes

The archeologists will work in conjunction with HISD and JKW&CO to produce by-weekly (or more often if necessary) reports to ensure that all parties involved are aware of the project's progress and of any developments.