



Historic Lighthouse Preservation:

RESOURCES

Figure 1. Front elevation drawing plan (1886) for Horn Island Light, Mississippi.

Glossary

Preservation Terms

Advisory Council on Historic Preservation (AHP)—

The National Historic Preservation Act created the Advisory Council on Historic Preservation, an independent federal agency with statutory authority to review and comment on federal actions affecting properties listed in or eligible for the National Register of Historic Places, to advise the President and the Congress on historic preservation matters, and to recommend measures to coordinate activities of federal, state, and local agencies. Its members include Cabinet-level representatives from Federal agencies and presidential appointees from outside the Federal government.

Archaeological and Historic Preservation Act—

Archaeological and Historic Preservation Act (AHPA) of 1974 (P.L. 93-291m 88 Stat. 174; 16 U.S.C. §§ 469-469c) directs Federal agencies to report to the Secretary of the Interior when their actions may damage archeological sites, and to conduct or assist in the recovery of data from such sites. AHPA authorizes transfer of up to 1% of project funds to the Department of the Interior to help cover costs of such recovery.

Archeological Resources—

As defined by Archeological Resources Protection Act, an archeological resource “is any material remains of past human life or activities which are of archeological interest, as determined under uniform regulations promulgated to this Act... Non-fossilized and fossilized paleontological specimens... shall not be considered archeological resources... No item shall be treated as an archeological resource... unless such item is at least 100 years of age.” Examples include but are not limited to: pottery, basketry, bottles, weapons, tools, pit houses, rock paintings, rock carvings, graves, and human skeletal materials. Such resources are capable of revealing scientific or humanistic information through archeological research.

Condition Assessment Report—A written document which is the result of the inspection, documentation, and analysis of the physical condition of the features of an asset on which work is performed or creates an identifiable workload. The Condition Assessment Report will typically include recommendations for corrective treatment of known maintenance deficiencies as measured against the applicable maintenance or condition standards. An asset is the real property which is managed as a distinct identifiable entity. It may be a physical structure (lighthouse, keepers quarters, lens) or a grouping of structures, land features, or other tangible property which has a specific service or function. A feature is a distinct element or separately identifiable part of the structure. Examples of lighthouse specific features are tower, lantern, interior stair, gallery deck, gallery brackets, lantern deck, lantern glass, ventilation devices, roof structure, roof covering, ventilation ball, interior doors, hardware, window frame, lens pedestal, lens, etc. The condition assessment report provides the basis for long-range maintenance planning as well as annual work plans and budgets. There are varying degrees of inspection and assessment and these must be tuned to the improvement requirements for the lighthouse.

Major Assessment—A specialized type of Condition Assessment in which the focus is on identifying and documenting long-range maintenance, repair, restoration, major modification, and improvement requirements for assets (historic structures) and their features. Major Assessments are usually conducted by experienced professionals on an as-needed basis.

Scheduled Assessment—Condition Assessment conducted at the local level, typically by staff or well trained volunteers, with the intent to develop the annual maintenance work requirements for the structure (lighthouse).

Cultural Resource—An aspect of a cultural system that is valued by or significantly representative of a culture or that contains significant information about a culture. Any

prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register [of Historic Places] including artifacts, records, and material remains related to such property or resource.

Cultural Resource Management—The range of activities aimed at understanding, preserving, and providing for the enjoyment of cultural resources. It includes research related to cultural resources, planning for actions affecting them, and stewardship of them in the context to overall agency operations. It also includes support for the appreciation and perpetuation of related cultural practices, as appropriate.

Documentation—Recording the condition of a structure or object before, during, and after reconstruction, rehabilitation, restoration, stabilization, etc. using visual (photography, drawings, etc.) and written (notes, transcripts, etc.) means.

Executive Order No. 11593, *Protection and Enhancement of the Cultural Environment*—Executive Order No. 11593, May 13, 1971, Protection and Enhancement of the Cultural Environment (36 Fed. Reg. 8921, reprinted in 16 U.S.C. § 470 note) was issued by President Nixon. It elaborated on Federal agency responsibilities under NHPA and NEPA and included direction for agencies to identify historic properties under their jurisdiction or control, extended Section 106 review to effects on “eligible” properties, and gave the Advisory Council on Historic Preservation independent agency status. Many of these responsibilities were folded into NHPA by amendment in 1980.

Federal Preservation Officers—The National Historic Preservation Act mandates that each federal agency must have a designated Federal Preservation Officer (FPO). Both the Coast Guard and the Department of Transportation have designated FPOs as does the Department of the Navy. The FPO is the official designated by the head of each Federal agency responsible for coordinating that agency’s activities under the NHPA of 1966, as amended, and Executive Order 11593 including nominating properties under that agency’s ownership or control to the National Register.

Federal Property and Administrative Services Act—The Federal Property and Administrative Services Act of 1949 as amended in 1972 (40 U.S.C. § 484(k)(3)) authorizes the General Services Administration to convey approved surplus Federal property to any State agency or municipality free of charge, provided that the property is used as a historic monument for the benefit of the public. The act is also applicable to revenue-producing properties if the income in excess of rehabilitation or maintenance cost is used for public historic preservation, park, or recreation purposes and the proposed income-producing use of the structure is compatible with historic monument purposes, as approved by the Secretary of the Interior. The act includes provisions under which the property would

revert to the Federal Government should it be used for purposes incompatible with the objective of preserving historic monuments.

Folklore/Folklife—The traditions, beliefs, and customs, etc. of people which are preserved in song, stories, crafts, oral histories, and other lifeway forms.

HABS/HAER—Historic American Buildings Survey/ Historic American Engineering Record—The Historic American Buildings Survey (HABS) is the oldest Federal preservation institution. Created in 1933, as a Works Progress Administration (WPA) program, to document the historic architecture of the United States through existing condition measured drawings, large-format photography, and written historical reports. This documentation has for generations provided baseline records for restoration or renovation, and is a permanent archival and insurance record. The Historic American Engineering Record (HAER) was created in 1969 and charged with documenting the nation’s rapidly disappearing early engineering, industrial, and transportation structures. HAER employs many of the same documenting techniques as HABS, but has also developed new graphical methods for charting industrial processes in factories, mines and mills. Since 1933 HABS and HAER have employed over 3,000 architects, engineers, historians, and photographers in the documentation of over 32,000 structures.

Historic or Pre-Historic Real Property—Any archeological or architectural district, site, building, ship, aircraft, structure, or object, as well as monuments, designated landscapes, works of engineering, or other property that may meet the criteria for inclusion in the National Register of Historic Places or an equivalent register maintained by a State or local government or agency.

Historic Preservation—Includes identification, evaluation, recordation, documentation, curation, acquisition, protection, management, rehabilitation, restoration, stabilization, maintenance, research, interpretation, conservation, and education and training regarding the foregoing activities or any combination of the foregoing activities.

Historic Records—Any historical, oral-historical, ethnographic, architectural, or other document that may provide a record of the past, whether associated with real property or not, as determined through professional evaluation of the information content and significance of the information.

Historic Site—A site of a significant event, prehistoric or historic occupation or activity, or structure or landscape whether extant or vanished, where the site itself possesses historical, cultural, or archeological value apart from the value of any existing structure or landscape.

Historic Sites Act—The Historic Sites Act (HSA) of 1935 (P.L. 74-292, 49 Stat. 666; 16 U.S.C. §§ 461-467) established as national policy “to preserve for public use historic sites, buildings and objects of national

significance for the inspiration and benefit of the people of the United States.” The Act authorizes and directs the Secretary of the Interior to make a “survey of historic and archeological sites, buildings, and objects for the purpose of determining which possess exceptional value as commemorating or illustrating the history of the United States.” This program has become known as the National Historic Landmark Program and properties so designated are referred to as National Historic Landmarks (NHLs). NHLs are usually designated as part of ‘theme studies’ such as War in the Pacific, Man in Space, and a current theme study on American Lighthouses. NHLs are automatically listed on the National Register. Establishes a maximum fine of \$500 for violation of the Act.

Historic Structures—Historically significant constructed works usually immovable by nature or design, consciously created to serve some human activity. Examples are historic buildings of various kinds, monuments, dams, roads, railroad tracks, canals, millraces, bridges, tunnels, locomotives, nautical vessels, stockades, forts and associated earthworks, Indian mounds, ruins, fences, and outdoor sculpture. In the National Register program, “structure” is limited to functional constructions other than buildings.

Historic Structure Report (HSR)—The National Park Service’s historic structure report (HSR) is the primary guide to treatment and use of a historic structure and may also be used in managing a prehistoric structure. Groups of similar structures or ensembles of small, simple structures may be addressed in a single report.

An HSR includes the following:

Management Summary. This is a concise account of research done to produce the HSR, major research findings, major issues identified in the task directive, and recommendations for treatment and use. Administrative data on the structure and related studies are included.

Part 1, Developmental History, is a scholarly report documenting the evolution of a historic structure, its current condition, and the causes of its deterioration. It is based on documentary research and physical examination. The scope of documentary research may extend beyond the physical development of the structure if needed to clarify the significance of the resource or to refine contextual associations; however, major historical investigation of contextual themes or background information should be conducted as part of a historic resource study.

Part 2, Treatment and Use, presents and evaluates alternative uses and treatments for a historic structure. Emphasis is on preserving extant historic material and resolving conflicts that might result from a structure’s “ultimate treatment.” Part 2 concludes by recommending

a treatment and use responding to objectives identified by park management. In most cases, design work does not go beyond schematics.

Part 3, Record of Treatment, is a compilation of information documenting actual treatment. It includes accounting data, photographs, sketches, and narratives outlining the course of work, conditions encountered, and materials used.

Historical Significance—The meaning or value ascribed to a structure, landscape, object, or site based on the National Register criteria for evaluation. It normally stems from a combination of association and integrity.

Intermodal Surface Transportation Efficiency Act (ISTEA)—Public Law 102-240, enacted in 1991 is a 6-year reauthorization of federally funded transportation programs. Ten percent of the funding has been set aside for transportation enhancements and may be used on different activities, six of which are preservation related. Lighthouses are transportation related and may qualify for preservation funding through creative and cooperative programming.

Major Modification—Work performed on an asset (historic structure) that is beyond the scope of day-to-day corrective, preventative, or routine maintenance. Major modifications typically involve capital improvements; large scale restorations, rehabilitations, or repairs; demolitions; or conversions of an asset. Usually, major modifications are managed as distinct projects, not maintenance.

Mothballing—The temporary closing of a structure such as a building or ship to protect it from the weather, reduce the rate of deterioration of materials and systems, and secure it from vandalism. In Navy facility management, this term is synonymous with layaway.

National Environmental Policy Act—The National Environmental Policy Act of 1969 (NEPA)(P.L. 91-190, 31 Stat. 852; 42 U.S.C.§§ 4321-4370) created a new context in which the management of all kinds of cultural resources could be addressed. It was only after NEPA’s passage that Federal agencies began to address community lifeway resources in any explicit way, and NEPA remains the primary legal authority for considering such resources. NEPA also caused agencies to develop the infrastructure of the positions, offices, regulations, and guidelines needed to manage other kinds of cultural resources, notably historic real property. The Council on Environmental Quality (40 CFR 1500-08) regulate the policy. The Council encourages combining NEPA documents and procedures with other necessary agency documentation (40 CFR 1506.4).

Federal Agency Responsibilities—“Assure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings;” “preserve important historic, cultural, and natural aspects of our national heritage;” and agencies are directed to “utilize a systematic, interdisciplinary approach which will insure

the integrated use of the natural and *social sciences* and the environmental design arts in planning and in decision making...”

National Historic Landmark—While National Register listing may include local, state, or national historical significance, National Historic Landmark status requires national historical significance. All nominations must be reviewed and approved by the National Park System Advisory Board and then by the Secretary of Interior for final designation. The criteria for selection are the same as for National Register, but only the exemplary examples of national significance qualify.

All undertakings that may have an effect on a National Historic Landmark usually must be reviewed by adoption of a Memorandum of Agreement (MOA) or a letter from the Federal agency to the Advisory Council on Historic Preservation.

National Historic Preservation Act of 1966—The National Historic Preservation Act of 1966 (NHPA), as amended in 1980 (P.L. 89-655, 80 Stat. 915; as amended by P.L. 91-243, 84 Stat. 204; P.L. 93-54; P.L. 94-422, 90 Stat. 1313; P.L. 94-458; P.L. 96-199; P.L. 96-244; P.L. 96-515, 94 Stat. 2987; P.L. 98-483; P. L. 99-514; P.L. 100-127, 106 Stat. 4753; 16 U.S.C. 470) is the nation’s central historic preservation law. The Act sets forth policy of the U.S. Government regarding historic preservation and promotes conditions in which historic properties can be preserved in harmony with modern society, and fulfill society’s needs.

Federal Agency Responsibilities—The Act directs Federal agencies to name “Agency Preservation Officers” to coordinate their historic preservation activities, to seek ways to carry out their activities in accordance with the purposes of the Act, to identify historic properties under their jurisdiction, to consider such properties when planning actions might affect them, to give the Advisory Council an opportunity to comment on such actions, and to document historic properties that cannot be saved. The “Agency Preservation Officer” for the Coast Guard is located at the Department of Transportation Headquarters, Washington, D.C. The Act also established the National Register of Historic Places and the State Historic Preservation Officers, which are described below.

The 1980 amendments included the addition of Section of 110, which articulated broad, affirmative responsibilities in historic preservation for Federal agencies. These amendments also directed the National Park Service to issue regulations governing how Federal agencies would manage, or ‘curate’, their collections of artifacts recovered from archaeological excavations. These regulations, *36 CFR Part 79*, were published in 1990. They provide the basic standards that Federal agencies must meet in managing their artifact collections. In addition, the amendments specified State Historic Preservation Officer (SHPO) responsibilities and established a special program for participation by local governments. *36 CFR Part 800* was revised and reissued in 1986.

NHPA was amended again in 1992. This amendment strengthened Section 106 review and increased, among several items, the historic preservation responsibilities of Federal agencies including:

- require Federal agencies to have preservation programs with specially defined elements;
- require Federal agencies to have Section 106 procedures meeting specific standard; and
- discourage “anticipatory demolition” of historic properties.

National Register of Historic Places—The National Historic Preservation Act authorizes the Department of Interior to establish, maintain, and expand a National Register of Historic Places. The Register is maintained by the National Park Service; it is a computerized listing of properties that have been nominated and accepted as having historic, architectural, archeological, engineering or cultural significance, at the national, State, or local level. The Register grows steadily as more properties are identified and nominated each year. The National Register is considered the “official list of the Nation’s cultural resources worthy of preservation.”

A property is eligible for the Register if it meets one or more of the following criteria:

The quality of significance in American history, architecture, archeology, engineering and culture is present in districts, sites, buildings, structures, and objects:

- a) that are associated with *events* that have made a significant contribution to the broad pattern of our history; or
- b) that are associated with the lives of *persons* significant in our past; or
- c) that embody the *distinctive characteristics* of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent significant and distinguishable entity whose components may lack individual distinction; or
- d) that have yielded, or may be likely to yield, *information* important in prehistory or history.

In addition, Section 101(d)(6)(A) of the National Historic Preservation Act provides that properties of traditional religious and cultural importance to an Indian tribe or Native Hawaiian organization may be determined to be eligible for inclusion on the National Register.

Besides meeting one or more of the National Register criteria, a property must also have integrity of location, design, setting, materials, workmanship, feeling, and association in order to be eligible for the National Register. This means, in effect, that if a property has been seriously compromised by unsympathetic alterations, it may not be eligible for the National Register. See also:

- National Register Bulletin #15: *“How to Apply National Register Criteria for Evaluation.”*
- National Register Bulletin #16 Part A: *“How to Complete the National Register Form.”*
- National Register Bulletin #16 Part B: *“How to Complete the National Register Multiple Property Documentation Form.”*

These are available from the National Register of Historic Places, National Park Service (NHRE-2280), P.O. Box 37127, Washington, DC 20013-7127.

Preservation—The act or process of applying measures necessary to sustain the existing form, integrity, and materials of a historic structure, landscape, or object. Work may include preliminary measures to protect and stabilize the property, but generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. For historic structures exterior additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project.

Preservation Maintenance—The action to mitigate wear and deterioration of a historic property without altering its historic character by protecting its condition, repairing when its condition warrants with the least degree of intervention including limited replacement in-kind, replacing an entire feature in kind when the level of deterioration or damage of materials precludes repair, and stabilization to protect damaged materials or features from additional damage. For archeological sites it includes work to moderate, prevent, or arrest erosion. For museum objects it includes actions to prevent damage and to minimize deterioration by practicing preventive conservation or by performing suitable treatments on objects themselves. Types of preservation maintenance are:

Housekeeping—The removal of undesirable deposits of soil in ways that minimize harm to the surfaces treated, repeated at short intervals so that the gentlest and least radical methods can be used.

Preventative Maintenance—Planned, scheduled periodic inspection, adjustment, cleaning, lubrication, parts replacement, and minor repair of features. Preventative maintenance is the cornerstone of a good maintenance program. It extends the life and reduces overall maintenance costs of assets by minimizing wear and catching emerging maintenance problems prior to failures.

Corrective Maintenance—Maintenance work performed to restore a feature to a condition substantially equivalent to its originally intended and designed capacity, efficiency, or capability. Corrective Maintenance is

sometimes referred to as repair. It typically corrects deficiencies caused by wear, component failure, and other damage.

Routine Maintenance—All maintenance not specifically corrective or preventative in nature. It includes recurring and ownership functions such as custodial services, maintenance repainting, reglazing windows oiling hardware, etc.

Cyclic maintenance—Maintenance performed less frequently than annually; usually involves replacement or at least mending of material.

Stabilization—action to render an unsafe, damaged, or deteriorated property stable while retaining its present form.

Protection—The action to safeguard a historic property by defending or guarding it from further deterioration, loss, or attack or shielding it from danger or injury. In the case of structures and landscapes such action is generally of a temporary nature and anticipates future preservation treatment; in the case of archeological sites, the protective measure may be temporary or permanent. Protection in its broadest sense also includes long-term efforts to deter or prevent vandalism, theft, arson, and other criminal acts against cultural resources.

Reconstruction—The act or process of depicting, by means of new construction, the form, features, and detailing of a none-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.

Rehabilitation—The act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.

Restoration—The act or process of accurately depicting the form, features, and character of a historic structure, landscape, or object as it appeared at a particular period of time by means of removal of features from other periods in its history and the reconstruction of missing features from the restoration period.

Section 106 Review, Section 106, or “106”—Refers to Section 106 of the National Historic Preservation Act requires federal agencies including the Coast Guard, DoD, and military services to consider the effects of their proposed actions on historic properties included in or eligible for inclusion in the National Register of Historic Places and gives the independent Federal reviewing agency, the Advisory Council on Historic Preservation a reasonable opportunity to comment on the proposed undertakings.

Stabilization—The intervention treatment action taken to increase the stability or durability of an object when preventive conservation measures fail to decrease its rate of deterioration to an acceptable level or when it has deteriorated so far that its existence is jeopardized.

State Historic Preservation Officer (SHPO)—The National Historic Preservation Act establishes the responsibilities of the State Historic Preservation Officers, the State officials who administer the national historic preservation program at the State level. Each SHPO is responsible for developing a statewide plan for preservation; identifying historic properties; nominating properties to the National Register; and providing technical assistance to Federal, State, and local agencies and the public, participating in the review of Federal undertakings that affect historic properties, among other activities.

Structure—See “Historic Structures”

Undertaking—As referred to in Section 106 of the National Historic Preservation Act, any federal, federally assisted, federally licensed, or federally sanctioned project, activity, or program that can result in changes to the character or use of historic properties. Undertakings include new and continuing projects, programs, and activities that are (1) directly undertaken by federal agencies; (2) supported in whole or in part, directly or indirectly, by federal agencies; (3) carried out pursuant to a federal lease, permit, license, approval, or other form of permission; or (4) proposed by a federal agency for congressional authorization or appropriation. Undertakings may or may not be site-specific. (See 36 CFR 800.2[o] and Section 301(7) of the National Historic Preservation Act.

Technical Terms

‘As-Built’—Refers to drawings or conditions at the completion of construction that record any modifications or deviations from the original construction plans or drawings; existing configuration of the structure (lighthouse).

Balustrade—An entire railing system (as along the edge of a balcony) including a top rail and its balusters, and sometimes a bottom rail.

Berm—A wall or mound of earth

Chamfer—1. A bevel or cant, such as small splay at the external angle of a masonry wall. 2. An oblique surface produced by beveling an edge or corner, usually at a 45° angle, as the edge of a board or masonry surface.

Cladding—A layer of metal bonded to another material for strength and protection.

Consolidants—A hardening liquid that will increase the strength of deteriorated material whose integrity has been compromised because of the degradation.

Cornice—1. Any molded projection which crowns or finishes the part to which it is affixed. 2. The exterior trim of a structure at the meeting of the roof and wall, usually consists of bed molding, soffit, fascia, and crown molding.

Dormer—A structure projecting from a sloping roof, usually housing a window or ventilating louver.

Eave—The lower edge of a sloping roof; that part of a roof of a building that projects beyond the wall.

Ell—A secondary wing or extension of a building at right angles to its principal dimension.

Epoxy—Designating or of a compound in which an oxygen atom is joined to each of two attached atoms, usually carbon; specifically, designating any of the various thermosetting resins, containing epoxy groups, that are blended with other chemicals to form hard, strong, chemically resistant substances used as adhesives, enamel coatings, etc.

Extant—Still existing, not extinct, not lost or destroyed.

Fabric—The basic elements making up a building; the carcass without finishes or decoration.

Fascia—Any flat horizontal member with little projection.

Faux-graining—A type of decoration where surfaces are painted in such a way to simulate natural looking wood grain.

Fenestration—The arrangement of windows and doors in a building; an opening in a wall.

Filler—A preparation used to fill in the cracks, grain, etc., of wood before painting or varnishing.

Frustum—A figure consisting of the bottom part of a cone or pyramid, the top of which has been cut off by a plane parallel to the base. The conical portion of a lighthouse is considered a *frustum*.

Guano—Manure of birds.

‘In-kind’—The preservation practice of limited replacement using matching materials in type, species, and configuration.

Light—1. An aperture through which daylight is admitted to the interior of a building. 2. Pane of glass, a window. 3. The illuminating fixture of a lighthouse, i.e., light bulb, lamp, etc.

Mullion—A slender, vertical dividing bar between the lights (or panes) of windows, doors etc.; a vertical member separating (and often supporting) window, door, or panels set in a series.

Muntin—A secondary framing member to hold panes within a window, window wall, or glazed door; an intermediate vertical member that divides the panels of a door.

Patina—1. A fine crust or film on bronze or copper, usually green or greenish-blue, formed by natural oxidation and often valued as being ornamental. 2. Any thin coating or color change resulting from age.

Pointing—1. In masonry, the final treatment of joints by the troweling of mortar into the joints between the masonry units (bricks, stones, etc.). 2. The material with which the joints are filled.

P.S.I.—Pounds per Square Inch: a unit used to measure pressure.

Quantity Take-off—The practice of accounting individual elements, components, and units of a structure for purposes of a detailed cost estimate for construction purposes.

Rabbet—A longitudinal channel, groove, or recess cut out of the edge or face of a member, especially one to receive another member, or one to receive a frame inserted in a door or window opening, or the recess into which glass is installed in a window sash.

Rising damp—A phenomenon where moisture rises through a masonry wall above grade because of capillary action in the masonry units.

Rust-jacking—Deformation that is the result of rusting iron. The 'jacking' is the result of the chemical change that takes place when iron corrodes or rusts. As the iron rusts it changes from iron to iron oxide; this change is the result of the oxygen carried in water combining with the iron. The iron oxide which results takes up more volume than the iron. The force of this expansion is strong enough to crack glass and force steel components apart.

Sistering—A technique of structural stabilization or reinforcement where the extant member is reinforced by attaching a stronger member along its span.

Soffit—The exposed undersurface of any overhead component of a building, such as a arch, balcony, beam, cornice, lintel, or vault.

Spalling—The exfoliation of layers of a material, especially bricks, where the layers break off parallel to the face of the material.

Lighthouse Specific

ANT—Aid to Navigation Team—United States Coast Guard term and title given to the typically small units responsible for the care and maintenance of the majority of the Coast Guard's fixed aids to navigation: lighthouses, range lights, etc.

ATON—Aid To Navigation—United States Coast Guard term used to describe any device used as an aid to navigation such as lighthouses, range lights, buoys, etc.

Astragals—Vertical members that retain the storm panels in the frame of the lantern, typically made of bronze.

Balcony—The exterior walkway around a lantern room or watch room on a light tower.

Caisson—1. A watertight enclosure inside which underwater construction work can be done. 2. An offshore lighthouse type, so called because a caisson is used during the construction of the lighthouse foundation.

Cellar—The lower chamber of a caisson type lighthouse, typically houses cisterns, fuel tanks and other storage.

Clamps—Horizontal members that retain the storm panels at the top and bottom, typically made of bronze.

Davit—Either of a pair of uprights that can be swung out over the side of a water-based lighthouse for lowering or raising a small boat.

Daymark—A distinctive pattern painted on the exterior of a lighthouse, used by mariners during daylight navigation. In many cases, the lighthouse structure itself is considered a daymark.

Fixed Light—A steady, non-flashing beam.

Focal plane—The level plane at which the lighthouse's or range light's lens is focused; the height of this plane is measured from mean sea level.

Fog signal—See "sound signal"

Fresnel lens—A system of annular prisms that refract and reflect into a beam; invented in 1821 by Augustin Fresnel; this system captures and focuses up to 70% of the light emitted from the illuminant. Fresnel designed a variety of lens system sizes which he defined by orders. Today, there are 9 modern equivalents to his original orders, first through sixth (including a 3½ order), a meso radial, and hyper radial. The first-order lens is the largest and is typically used in coastal lights. The sizes of the lenses and their effective range decrease as the order number increases.

Gallery deck—The exterior walkway outside the lantern.

Keeper—The person in charge of maintaining the light station and attending the optic.

Lamp—The oil lighting apparatus inside a lens. A lamp was used before electricity powered the illuminant.

Lantern—The portion of the lighthouse structure that houses and protects the lens and illuminant; relative size described/defined by the size of the lens based on the 7 Fresnel orders. Also referred to as the lantern room.

Lantern deck—Interior deck of large first- through third-order lanterns; encircles lens to provide access for maintenance and cleaning.

Lantern glass—Glass panes in the lantern that protect the lens and illuminant while allowing the maximum amount of light to pass. Also referred to as "lantern glazing."

Lens—Any glass or transparent material that is shaped to focus light.

Lighthouse—A fixed aid to navigation located at some place important or dangerous to navigation which was historically kept by a resident keeper; it has a very bright light at the top and is often outfitted with foghorns, sirens, etc., by which ships are guided or warned.

Light Station—Refers not only to the lighthouse but to all the buildings at the installation supporting the lighthouse including keepers quarters, oil house, fog signal building, cisterns, boathouse, workshop, etc. Some light stations have had more than one lighthouse over time.

Lighthouse Tender—Ship used to supply the light and fog signal stations, maintain buoys, and service lightships. Today, similar vessels are called buoy tenders.

Lightship—A moored vessel which marked a harbor entrance or a dangerous projection such as a reef where lighthouses could not be constructed. Eventually replaced with “Texas Towers” and large navigational buoys. The Coast Guard no longer maintains any active lightships.

Oil house—A small building, usually made of stone or concrete, which stored oil for lighthouse lamps. Oil houses were built after kerosene, a highly flammable agent, came into use as an illuminant.

Parapet—In third- through sixth-order lighthouses, the low wall in the lantern room that supports the storm panel frame and roof.

Privy—An outbuilding used as a toilet; an outhouse.

Radiobeacon—A radio-sending device which transmits a coded signal by which a mariner can determine his or her position using a radio-direction-finding apparatus. The only radiobeacons being retained by the Coast Guard are those that will be used to transmit Differential GPS signals.

Range lights—Pairs of fixed aids that are typically used to guide ships into or through channels; the lights are typically defined by upper and lower positions; when the lights are aligned as described in the USCG light list, the mariner will know his position relative to the channel.

Screwpile—1. A type of piling fitted with a helical fluke that is twisted into the bottom of a body of water. 2. A lighthouse type that employs screwpilings as a primary foundation system.

Sound Signal—A device used to provide a loud patterned sound during foggy weather to aid mariners in establishing their position or to warn them away from a danger. Also referred to as the “fog signal”; types include bells, whistles, sirens, reed trumpets, diaphone and diaphragm horns, and electric horns.

Storm panels —The term used by the U.S. Lighthouse Board for emergency or temporary glazing. Historically, storm panels were kept on hand and fitted to the interior of the lantern when the primary glazing was broken in a storm and needed immediate repair.

Tower—The portion of the lighthouse that supports the lantern.

Ventilation ball—The perforated spherical ball at the apex of the lantern roof that originally provided ventilation for the oil-fired illuminant.

Organizations

Preservation Related

Advisory Council on Historic Preservation (see glossary for description)

1100 Pennsylvania Ave. NW, Suite 809
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(202) 606-8503; Fax: (202) 606-1172
Office of Education and Preservation (202) 606-8505

Western Review Office
730 Simms Street, #401
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(303) 231-5320

American Institute of Architects

Historic Resources Committee
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Or check in the yellow pages under architects for the closest chapter

American Society of Civil Engineers

345 East 47th Street
New York, NY 10017
(212) 705-7220

American Society of Landscape Architects

4401 Connecticut Avenue, N.W.
Washington, D.C. 20006
(202) 686-2752

Association for Preservation Technology International (APT)

P.O. Box 3511
Williamsburg, VA 23187
(703) 373-1621

Construction Specifications Institute

600 Madison Street
Alexandria, Virginia 22314-1791
(703) 684-0300

National Historical Publications and Records Commission (NHPRC)

National Archives Building, Room 607
Washington, D.C. 20408
(202) 501-5610

National Park Service

Archeology and Ethnography Program
National Park Service (2275)
1849 C Street, NW
Washington, DC 20240
(202) 343-4101

Heritage Preservation Services
National Park Service (2255)
1849 C Street, NW
Washington, D.C. 20240
(202) 343-9565, Fax: (202) 343-3803

Historic Preservation Training Center
The Gambrell House
4801 Urbana Pike, #A
Frederick, MD 21704
(301) 663-8206; Fax: (301) 663-8032

National Center for Preservation Technology and Training
108 Kyser Hall
Northwestern State University of Louisiana
NSU Box 5682
Natchitoches, LA 71497
(318) 357-6464; Fax: (318) 357-6421

National Register of Historic Places
National Park Service (2280)
1849 C Street, NW
Washington, D.C. 20240
(202) 343-9500

National Trust for Historical Preservation
1785 Massachusetts Avenue, N.W.
Washington, D.C. 20036
(202) 673-4000; Fax: (202) 673-4059

Society of American Military Engineers
607 Prince Street
Alexandria, VA 22314
(703) 549-3800

Society of Architectural Historians
1365 N. Astor Street
Chicago, IL 60610-2144
(312) 573-1365

Lighthouse Specific

U.S. Lighthouse Society
244 Kearny Street - 5th Floor
San Francisco, CA 94108
(415) 362-7255
USLHS provides its members with *Keepers Log*, an illustrated quarterly journal, lighthouse tours, and a general information service on lighthouse and lightship preservation

Great Lakes Lighthouse Keepers Association
Henry Ford Estate
4901 Evergreen Road
Dearborn, MI 48128
(313) 436-9150
GLLKA provides its members with a quarterly journal and hosts annual meetings

Lighthouse Preservation Society
4 Middle Street
Newburyport, MA 01950
(800) 727-2326
(508) 499-0011
LPS is largely an advocacy and fundraising group for lighthouse preservation issues and projects; membership includes the monthly magazine *Lighthouse Digest*.

National Maritime Initiative
National Park Service (NRHE-2280)
1849 C Street, NW
Washington, DC 20240
(202) 343-9508; Fax: (202) 343-1244
e-mail: candace_clifford@nps.gov

The Initiative maintains a database of historic light stations around the U.S.

Nautical Research Centre
335 Vallejo Street
Petaluma, CA 94952
(707) 763-8453
Library containing over 1000 books and plans relating to both the U.S. Lighthouse and Lifesaving Services

Record Group 26
National Archives
Washington, DC 20408
Record Group 26 includes records of the Bureau of Lighthouses and its predecessors, 1789-1939; U.S. Coast Guard records from 1828 to 1947; as well as cartographic and audiovisual materials from 1855 to 1963. (See description of holdings later in this section)

U.S. Coast Guard

Historian's Office G-CP-4
Headquarters, U.S. Coast Guard
2100 2nd Street, S.W.
Washington, DC 20593
The Coast Guard History Office maintains operational records and historical materials relating to the U.S. Coast Guard and its predecessor agencies.

Federal Preservation Contact:
Chief, Environmental Management Division
Office of Civil Engineering COMDT (G-SEC-3)
Headquarters, U.S. Coast Guard
2100 2nd Street, SW
Washington, DC 20593-0001

U.S. Coast Guard Civil Engineering Units:

Commander
Maintenance and Logistics Command Atlantic
300 East Main Street
Norfolk, VA 23510

Commanding Officer
Civil Engineering Unit Miami
Brickell Plaza Federal Bldg.
15609 S.W. 117 Avenue, Suite A
Miami, FL 33177

Commanding Officer
Civil Engineering Unit Cleveland
1240 E. Ninth Street
Cleveland, OH 44199-2060

Commanding Officer
Civil Engineering Unit Providence
300 Metro Center Blvd.
Warwick, RI 02886

Commander
Maintenance and Logistics Command Pacific
Coast Guard Island
Alameda, CA 94501-5100

Commanding Officer
Civil Engineering Unit Oakland
2000 Embarcadero, Suite 200
Oakland, CA 94606-5337

Commanding Officer
Civil Engineering Unit Juneau
P.O. Box 21747
Juneau, AK 99802-1747

Commanding Officer
Civil Engineering Unit Honolulu
Prince Kalaniana'ole Federal Building
300 Ala Moana Blvd., Room 8122
Honolulu, HI 96850-4982

World Wide Web

For more information on publicly accessible lighthouses, visit the National Maritime Initiative's site on the World Wide Web. The internet address for this NPS site is <http://www.cr.nps.gov/history/maritime/ltaccess.html>
For a listing of lighthouse internet sites around the world, visit http://www.maine.com/lights/www_vl.htm

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Dover, Delaware 19901
302-739-5313; Fax: 302-739-6711

Delaware State Historic Preservation Office
#15 - The Green
Dover, DE 19901

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Preparing a National Register Nomination

Where to Start: Before one begins to prepare a National Register Nomination, contact the State Historic Preservation Office (SHPO) of the State in which your property is located (and/or the Federal Preservation Officer if the owner is a federal agency) to receive appropriate forms, instructions, and guidance (a list of SHPOs and the Coast Guard FPO are found earlier in this section). Nomination forms are generally available both in paper and computer disk formats. Your SHPO and or FPO can save you time and frustration. SHPOs can also inform applicants if the community where the property is located is a Certified Local Government (CLG) and has a preservation officer who also can provide information and assistance. SHPOs have an important role in the nomination process. They review all documentation on the property, schedule the property for consideration by the state review board, and notify property owners and public officials of the meeting and proposed nomination. The SHPO makes a case for or against eligibility at the board's meeting, and, considering the board's opinion, makes the final decision to nominate the property. The SHPO also comments on nominations and determinations of eligibility requested by federal agencies.

Guides to assist in preparing a National Register Nomination:

- National Register Bulletin #15: "How to Apply National Register Criteria for Evaluation." Bulletin #15 is a detailed discussion of each criteria which may be used for nominating a structure to the National Register including specific examples which qualify and others which do not. It should be used by anyone who is 1) preparing to nominate a property to the National Register, 2) seeking a determination of a property's eligibility, 3) evaluating the comparable significance of a

property to those listed in the National Register, or 4) expecting to nominate a property as a National Historic Landmark (includes a summary of Landmark Criteria for Evaluation) in addition to nominating it to the National Register.

- National Register Bulletin #16 Part A: "How to Complete the National Register Form." Part A is a step-by-step how-to approach guide including a section on "Getting Started." It provides information on 1) how to identify and locate nominated properties as per National Register requirements, 2) how the property meets one or more of the National Register criteria, and 3) how to make a case for the historic significance and integrity.
- National Register Bulletin #34: "Guidelines for Evaluating and Documenting Historic Aids to Navigation." Bulletin #34 has specific information geared to nomination of lighthouses including examples of descriptive text and statement of significance.
- National Register Bulletin #39: "Researching a Historic Property."

These bulletins are available from the National Register of Historic Places, National Park Service (2280), P.O. Box 37127, Washington, DC 20013-7127.

Steps in Research

The SHPO will be able to determine if the property has already been listed on the state's or some other inventory and possibly provide information about significant historic contexts and documentation that may be useful in researching a property. Remember that researching a historic property for National Register nomination differs from researching a property for other purposes. Information collected must be directed at determining the property's *historical significance*. When evaluating a property against National Register criteria, significance is defined as the importance of a property to the history, architecture, archeology, engineering, or culture of a community, a state, or the nation. Every National Register nomination must place a

property in its *historic context* to support that property's significance.

Two other considerations affect evaluations of significance: *association* and *period of significance*. Association refers to a direct connection between the property and the area of significance for which it is nominated. Period of significance refers to the span of time during which significant events and activities occurred. Events and associations with historic properties are finite; most properties have a clearly definable period of significance. Lastly, a property is evaluated for its *integrity*. Integrity is the authenticity of physical characteristics from which properties derive their significance. A lighthouse depends upon a number of specialized ancillary buildings, and most light towers were originally part of such a complex which included the keepers quarters, oil house, fog signal, storage sheds, boat house, and in later years radio beacons. Lighthouses where ancillary buildings and structures have been destroyed will have difficulty meeting integrity requirements. Bulletin #39 is written specifically to assist the beginner who is researching a National Register nomination. It includes basic sources and techniques for the collection of data and should be used in conjunction with Bulletin #16.

One of the most challenging tasks facing a researcher is knowing when enough material has been gathered. As Bulletin #39 points out, a National Register nomination can usually be completed when the following questions can be answered:

- What was the property called at the time it was associated with the important events or persons, or took on the physical character that gave it importance?
- How many buildings, structures, and other resources make up the property?
- When was the property constructed and when did it attain its current form?
- What are the property's historic characteristics?
- What changes have been made over time and when? How have these affected its historic integrity?
- What is the current condition of the property, including the exterior, grounds, setting, and interior?
- How was the property used during its period of significance, and how is it used today?
- Who occupied or used the property historically? Did they individually make any important contributions to history? Who is the current owner?
- Was it associated with important events, activities, or persons?
- Which of the National Register criteria apply to the property? In what areas of history is the property significant?
- How does the property relate to the history of the community where it is located?
- How does the property illustrate any themes or trends important to the history of its community, state, or the nation?
- How large is the property, where is it located, or what are its boundaries?
- Would this property more appropriately be nominated as part of a historic district?

To save time and frustration, organize research tasks in an efficient and logical fashion. Decide what needs to be known and where to find it. Make a list of the questions to answer. Make a list of specific tasks, noting where to go, to whom to speak, what to look for, and the order in which to proceed. Determine your possibilities and limitations. Identify what historic information is readily available, perhaps in the collections of current or previous owners, a neighbor, or the community. As early as possible, establish the construction date for the property. This date may help establish an earliest beginning date for the period of significance. In addition, try to discover the names by which the property and/or lighthouse has been known through its

history, so as not to overlook information under an unfamiliar name. Save time and effort by defining the parameters of the project in advance. Questions and tasks can be altered, discarded, or added as the research proceeds. Once you know exactly what you need to find, and have a good idea of where to find it, you are well on your way to accomplishing your goal. Bulletin #39 includes a general guide to research sources including abstract of title, architectural/construction drawings, building permits, court documents, deeds, land records, maps and plats, federal records, newspapers, photographs, and postcards.

Textual and Non-textual Historic Resources

Start with local libraries, historical societies, and museums collections. Often, photographs, letters, and other materials not available anywhere else show up at these sources. Check newspapers (clipping files or microfilm) for information. Lighthouses were big news and articles almost always appeared when lighthouses were built, damaged, decommissioned, or other significant events occurred.

The National Archives, Washington, D.C., has the largest and most complete collection of books, documents, photographs, plans, and other printed resources relating to lighthouses in the United States (see "National Archives Historical Resources" on page 33 of this section). Copies of the *Light Lists* and *Annual Reports* can be found at the Library of Congress; National Archives; USCG Historians Office, Headquarters, Washington, D.C.; USCG Academy Library, New London, Connecticut; Mariner's Museum, Newport News, Virginia; The Peabody Museum, Phillips Library, Salem, Massachusetts; J. Porter Shaw Library, San Francisco Maritime National Historical

Park, San Francisco; the Nautical Research Center, Petaluma, California; and the U.S. Lighthouse Society, San Francisco, California. The library at the U.S. Navy Historical Center, Washington, D.C., has some scarce material not found in the libraries mentioned above.¹

There are hundreds of books written about lighthouses. Two of the better ones are George R. Putnam's *Lighthouses and Lightships of the United States* (Boston: Houghton Mifflin, 1917) and Francis Ross Holland, Jr.'s *America's Lighthouses: An Illustrated History* (New York: Dover Publications, Inc., 1988). Putnam was commissioner of lighthouses for about 25 years and Holland was supervisory research historian and associate director for cultural resources management for the National Park Service. In recent years regional lighthouse guides have become very popular, but the histories they provide are usually very brief and often inaccurate.

Historic photographs, postcards, and other graphics should be researched to document how a property has changed and/or retained its original character over time. Often times these sources are the only means of determining what outbuildings looked like, where they were located, or moved.

Historical research is time consuming and often frustrating. It is not unusual to find conflicting information. Rely on primary sources; long-held local traditions and popular publications are often inaccurate. A good historian seeks the truth. Professional historians can be contracted to do this work for you. A thorough research will almost always involve a trip to Washington, D.C., with visits to the

¹ Much of this resource information is from Francis Ross Holland, Jr., *America's Lighthouses: An Illustrated History*, New York, Dover Publications, Inc., (1988), pp. 225-226.

National Archives and Coast Guard Historian's Office.

Oral History

If possible, interview surviving keepers, Coast Guard individuals, or other Federal agency managers who worked at the lighthouse/light station, and other persons such as neighbors and relatives. While memories are not as dependable as primary written records such as logs and diaries, oral histories are often the only source of what life was like at a station. Often, during interviews, photographs, newspaper clipping, mementoes, etc. will be brought out, which may contribute to the history of a property. A good place to begin oral history research, especially if you are a beginner, is to obtain *Documenting Maritime Folklife: An Introductory Guide*².

Field Work

Remember that the property itself is a primary source of information. Walk through the property and gather information that describes it, noting distinctive features and obvious alterations and changes. Examine all buildings and structures, inside and out. Examine the grounds, noting any signs of previous buildings or activities (foundations, wells, etc.), and roadways, paths, vegetation, fences, and other features. Adequate field examination of a lighthouse and/or light station may involve more than one visit to acquire a thorough understanding of its construction, equipment, and layout. A guided tour by a knowledgeable individual such as the aids to navigation officer of the Coast Guard, as

well as the crews who maintain it, is often valuable.

Documentation

Black and white photographs as well as color slides of the lighthouse/light station should be taken from many angles both inside and out. Each elevation of a structure should be included, as well as details of specific architectural features, equipment, etc. Overall shots showing the relationship of different buildings and the surrounding landscape are also useful. Each photograph should be identified with subject, photographer, date, and source. A sketch map showing the positions where photographs were taken are also very helpful. Historic photos, if available should be included with the nomination.

Keep field notes, research notes, and sketches. Reproduced reference material, photographs, postcards, deeds, maps, plats, etc. should be compiled. Chronologically arrange the files to help understand the progression and nature of change which took place at the property over time. Color slides and/or photographs are useful references when preparing the National Register nomination, especially if returning to the site to check on a detail is difficult and/or impossible. Footnote or endnote all your sources of information. Try to use primary sources; secondary sources are notorious for being inaccurate. Nearly every lighthouse in the south during the Civil War is reputed to have been shot at, the light lens buried in the sand to hide it from the Yankees, and/or escape tunnels dug; yet very few such claims are factual.

Determining Architectural Significance

A lighthouse may be significant because it is: 1) a good representative of a specific style of architecture, such as Eastlake or

²David Taylor, *Documenting Maritime Folklife: An Introductory Guide* (Washington, D.C., Government Printing Office, 1992).

Eastern Stick Style; 2) a good representative of specific construction type, such as a screwpile, caisson, or crib foundation lighthouse; and 3) a good example of the work of a famous architect such as Cape Henry (old) Lighthouse.

Archeological Documentation

Archeological documentation can add to or revise the understanding of the history of the lighthouse/light station by documenting the poorly recorded or undocumented archeological aspects of a lighthouse, such as the layout and construction.

Archeological resources not associated with the station, such as prehistoric sites, can enhance the significance of a nomination. When significant archeological resources are known to exist at a site, the nomination should clearly demonstrate that the archeological information, if and when obtained from the site, may significantly supplement or revise current historic or archeological knowledge or understanding.

When documenting the archeological features of a lighthouse, the nomination should stress how the site is known to possess archeological remains, such as through remote sensing or archeological test excavation. The documentation of no-longer-extant lighthouses, including missing or earlier buildings and structures at existing lighthouses, should include descriptions and characteristics determined through archival research that are then assessed, verified, or contrasted with the actual physical, archeological resource. Archeological documentation should include a site plan showing where excavation units were placed and drawings of exposed features (such as a lighthouse foundation or a deposit of material culture in a trash pit). Include photographs of archeological features or significant artifacts.

In most cases archeological documentation through excavation will not be required for a National Register nomination. However, if such excavation is contemplated, always contact your SHPO first, and never undertake such work without using qualified, trained professionals. Once a site is excavated the evidence it held cannot be replaced. Your SHPO can assist you in finding such professional assistance. Documentation of foundations may not require excavation and can be carried out without professional assistance so long as the site is not destroyed or altered.

Choosing an Appropriate Treatment for a Historic Lighthouse Project

The *Standards* are neither technical nor prescriptive, but are intended to promote responsible preservation practices that help protect our Nation's irreplaceable cultural resources. They cannot be used to make essential decisions about which character-defining features of a historic lighthouse should be retained and which can be changed. Once a specific treatment is selected, the *Standards* can provide the necessary philosophical framework for a consistent and holistic approach to a historic lighthouse project.

A treatment is a physical intervention carried out to achieve a historic preservation goal; it cannot be considered in a vacuum. There are many practical and philosophical variables that influence the selection of a treatment for a lighthouse. These include, but are not limited to, determination of the ultimate treatment, relative significance, integrity and existing condition, use, context, archeological resources, management and maintenance, interpretation, and mandated code requirements. Therefore, it is necessary to consider a broad array of dynamic and interrelated variables in selecting a treatment for a historic lighthouse preservation project.

Ultimate treatment: The ultimate treatment of a historic structure is a general definition of its development limits based on considerations of use and the historic character that should be preserved. It is accomplished through one or more construction projects, after which the structure is preserved by preservation maintenance. Subsequent rehabilitation or restoration may be needed to update the structure's functional aspects and to repair or replace damaged or deteriorated

features. The restoration of a lighthouse may include partial dismantling and/or reconstruction of missing or deteriorated features to return it to its appearance at a specific moment in history. Restoration, in this case, would become the ultimate treatment because after it is completed, all future treatments would be considered maintenance.

The Old Cape Henry Lighthouse (first tower) is a good example of a historic lighthouse that has reached its ultimate treatment through restoration. The masonry has been preserved and the lantern has been reconstructed. Future activities such as replacement of deteriorated masonry blocks, work to enhance the lantern, or installation of a reproduction lens would all contribute to the restoration.

Pending ultimate treatment, a lighthouse should be stabilized and protected in its existing condition; it may also receive an interim treatment compatible with its planned appearance and use. Choosing the most appropriate treatment for a building requires careful decision-making about its historical significance, as well as taking into account a number of other considerations.

Interim treatment—Mothballing: Whereas a restoration or reconstruction, or even a rehabilitation project, would usually be considered an ultimate treatment, one must also consider an interim treatment. For historic lighthouses an interim treatment may be the best way to achieve a satisfactory level of maintenance and security while a larger, more comprehensive project is in the planning or fund-raising stages. Both preservation and mothballing can be considered interim treatments. When a lighthouse needs to be made weathertight and secure and is *not* open to the public, mothballing is generally considered. Mothballing addresses immediate critical maintenance and security needs such as severely leaking

roofs, missing or broken windows, lack of protection from vandalism, dangerously deteriorated exterior elements, or possible structural failure. Often, these types of issues can be immediately addressed at a cost less than preservation for a period of three to five, or even ten years depending on the quality of the repairs. In mothballing, materials would likely be repaired rather than replaced, and temporary, reversible fixes would be used rather than making permanent repairs (windows may be outfitted with ventilation louvres rather than replacement of missing glazing, roofs might be patched rather than replaced). Mothballing should be thought of as a way to “buy time” for a longer term project. While often thought of as a “band-aid treatment” mothballing is a legitimate level of treatment when preservation is forthcoming. Mothballing should not be thought of as an ultimate treatment but should be considered a safeguard against the immediate threats of a coastal environment and isolated locations.

While preservation can also be considered an interim treatment if the ultimate goal is a complete restoration or rehabilitation to some other use, such as making a lighthouse into an inn. Preservation would address the same issues as mothballing but would deal with them in a more permanent manner (windows might be reglazed but ventilation louvres would be incorporated into the design, roofs might be partially replaced or a new roof installed, rather than patching).

Relative significance: Is the lighthouse a nationally significant resource—a rare survivor or the work of a master craftsman or architect? Did an important event take place in it? National Historic Landmarks, designated for their “exceptional significance in American history,” or many structures individually listed in the National Register of Historic Places are recognized as

warranting preservation or restoration. Structures that contribute to the significance of a historic district but are not individually listed in the National Register more frequently undergo rehabilitation for a compatible new use.

Integrity and existing condition: Before selecting a treatment, it is important to understand and evaluate the difference between integrity and existing conditions. Integrity is the authenticity of a lighthouse’s historic identity; it is the physical evidence of its significance. Existing conditions can be defined as the current physical state of the lighthouse’s form, features, details, and materials. For example, the integrity of an abandoned lighthouse may be intact based on its extant form, features, details, and materials dating from the original construction or period of historic significance, but its existing condition may be poor because of neglect or deferred maintenance.

What is the existing condition—or degree of material integrity—of the structure before treatment? Has the original form survived largely intact or has it been altered over time? Are the alterations an important part of history? Preservation may be appropriate if distinctive materials, features, and spaces are essentially intact and convey the structure’s historical significance. If the structure requires more extensive repair and replacement, or if alterations or additions are necessary for a new use, then rehabilitation is probably the most appropriate treatment. These key questions play major roles in determining what treatment is selected.

Use: Historic, current, and proposed use of a historic lighthouse must be considered before treatment selection. Historic use is linked to its significance, while current and proposed use(s) can affect integrity and existing conditions. Parameters may vary from one lighthouse to another. For

example, in one lighthouse, continuation of the historic use can lead to changes in the physical form to accommodate new technologies and equipment, i.e., replacement of historic lenses with newer lighting apparatus, or the addition of radar equipment on active aids to navigation. In others, new uses may be adapted within the existing form, features, and details, i.e., converting a historic lighthouse to an inn, visitor contact facility, or museum.

An essential, practical question to ask: Will the structure be used as it was historically or will it be given a new use? Many historic structures can be adapted for new uses without seriously damaging their historic character; special-use properties such as grain silos, forts, windmills, or lighthouses may be extremely difficult to adapt to new uses without major intervention and a resulting loss of historic character and even integrity.

Many historic structures directly support operational functions by serving as visitor centers, administrative offices, housing or lodgings. Some such uses follow historical precedents; others are new adaptive uses. The primary preservation issue in either case is the compatibility of the use with the structure. Considerations include location, access, wear patterns, adequacy of space and spatial configurations, the need for new electrical, mechanical, or ventilation systems, increases in fire risk, and changes necessary to accommodate disabled employees or visitors. Federal agencies are required by law to consider the use of historic structures before the construction of comparable new facilities.

Context: The surroundings of a lighthouse, whether in an urban area, remote coastal location, on an island, or surrounded by water contribute to its integrity and historic character and should be considered before treatment. The context may include other features or structures which fall within the

property's historic boundaries. Grounds surrounding a historic lighthouses may bear evidence of the existence and location of earlier associated structures, gardens, walkways, flagpoles, radio tower foundations, etc., dating from the earliest use of the site as a light station. Often these "features" are removed in later years and are lost, but by preserving the grounds and treating the grounds as part of the light station these clues will be saved for future research needs (see **Grounds** section in Part IV).

Archeological resources: Prehistoric and historic archeological resources may be found in the vicinity of historic lighthouses, above and below the ground and even under water. Examples of prehistoric archeological resources include prehistoric mounds built by Native Americans; these are found quite often in coastal zones. Examples of historic archeological resources include foundations of associated lighthouse structures, and other features including fences, walkways, garden plots, or the remains of a wharf, boat dock, or pier. These resources not only have historical value, but reveal significant information about life at a historic lighthouse or station. The appropriate treatment of a historic lighthouse may include the identification and preservation of significant archeological resources.

Management and maintenance:

Management strategies are long-term and comprehensive. They can be one of the means for implementing a historic lighthouse preservation plan. Maintenance tasks can be day-to-day, seasonal, or cyclical activities which are part of management strategies. Although maintenance activities, such as replacing broken glass and reglazing window sash, or general lighthouse maintenance, such as upgrading electrical systems or reroofing, may appear routine, such activities can

have a cumulative effect on the lighthouse, altering its character. Contrariwise, well conceived management and maintenance activities can sustain character and integrity over an extended period. Therefore, both the management and maintenance of historic lighthouses should be considered when selecting a treatment.

Interpretation: Interpretation can help in understanding and “reading” the historic lighthouse. The tools and techniques of interpretation can include guided tours, self-guided brochures, exhibits, and wayside stations. When considered as a management objective, interpretive goals should compliment treatment selection, reflecting the lighthouse’s significance and historic character. A lighthouse/light station may possess varying levels of integrity or even different periods of significance, both of which can result in a multifaceted approach to interpretation.

Mandated code requirements: Regardless of the treatment, code requirements should be taken into consideration. If hastily or poorly designed, a series of code-required actions may jeopardize a structure’s materials as well as its historic character. Thus, if a lighthouse must be structurally upgraded, modifications to the historic appearance should be minimal. Abatement of lead paint and asbestos within historic buildings requires particular care if important historic finishes are not to be adversely affected. Finally, alterations and new construction needed to meet accessibility requirements under the Americans with Disabilities Act of 1990 should be designed to minimize material loss and visual change to a historic structure.

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Working with Section 106 and Federal Preservation Regulations (The following publications are available from the Advisory Council)

Protection of Historic Properties [36 CFR Part 800]. 19 pp. October 1985. A typeset, easy-to-read copy of the regulations for federal agency compliance with Section 106 of the National Historic Preservation Act; includes marginal notes.

Fact Sheet: A Five-Minute Look at Section 106 Review. 4 pp. April 1989. Briefly explains the five steps in the review process: identification and evaluation of historic properties, assessment of effects, consultation, Council comment, and proceeding with action.

Section 106, Step-by-Step. 63 pp. October 1986. A detailed document that walks the reader through each step of the Section 106 review process in 36 CFR Part 800.

Preparing Agreement Documents. 88 pp. September 1989. For use in preparing memoranda of agreement, programmatic agreements, and conditioned determinations of "no adverse effect."

Identification of Historic Properties: A Decisionmaking Guide for Managers. 25 pp. September 1988. Sets out basic principles and approaches that should be considered when agency officials design an effort to identify historic properties; discusses their application.

Public Participation in Section 106 Review: A Guide for Agency Officials. 21 pp. February 1989. Presents public participation principles, criteria for evaluating existing public participation programs, methods of public participation, and documentation of public participation efforts.

The Section 110 Guidelines: Annotated Guidelines for Federal Agency Responsibilities under Section 110 of the National Historic Preservation Act. 56 pp. November 1989. Guides implementation of Section 110, whereby federal agencies must carry out their programs in accordance with national historic preservation policy, designate historic preservation officers, identify and preserve historic properties under their ownership or control, and try to minimize harm to national historic landmarks.

Fact Sheet: Programmatic Agreements under Section 106. 8 pp. August 1988. Provides background information on programmatic approaches to project review, explains when programmatic agreements are appropriate, and discusses such matters as initiating PAs and public participation in PA development.

Fact Sheet: Section 106 Participation by Applicants for and Recipients of Federal Assistance, Permits, and Licenses. 5 pp. October 1988. Defines which individuals are to be considered recipients and applicants, how federal agencies may delegate Section 106 responsibilities, and how these individuals may participate in Section 106 review.

Fact Sheet: Section 106 Participation by Indian Tribes and Other Native Americans. 7 pp. September 1988. Outlines provisions specific to Indian lands in the review process and discusses Section 106 participation by tribes, other Native Americans, and traditional cultural leaders.

Fact Sheet: Section 106 Participation by Local Governments. 8 pp. November 1988. Identifies the role of local governments in Section 106 review and explains the responsibilities of Certified Local Governments.

Fact Sheet: Section 106 Participation by State Historic Preservation Officers. 7 pp. October 1988. Outlines the duties of the state historic preservation officer, how the SHPO participates in Section 106 review, and the SHPO's importance to the national historic preservation program.

Fact Sheet: Consulting the Council Under Section 111 of the National Historic Preservation Act. 3 pp. October 1988. Explains how federal agencies may comply with Section 111 of the National Historic Preservation Act, which authorizes agencies to lease and exchange historic properties following consultation with the Council.

Fact Sheet: Consulting About Archeology Under Section 106. 14 pp. September 1990. Provides guidance on how the Section 106 review process addresses a variety of archeological issues.

Treatment of Archeological Properties: A Handbook. 39 pp. May 1991. Presents basic principles for designing a program to handle archeological properties, interprets the Council's regulations as they relate to archeological concerns, provides detailed recommendations for when a decision has been made to conduct data

recovery or salvage excavations, and gives examples of significant archeological research questions.

National Register Bulletins (The following publications are available from the National Park Service National Register of Historic Places)

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Bulletin 4: Contribution of Moved Buildings to Historic Districts. Rev. 1987. Guidelines for determining when a moved building can contribute to a National Register or certified local district.

Bulletin 6: Nomination of Property Significant for Association with Living Persons. Rev. 1982. Discusses when it is appropriate to nominate properties whose historical associations are with living persons.

Bulletin 12: Definition of National Register Boundaries for Archeological Properties. 1985. Using case studies, recommends approaches for delineating boundaries for commonly encountered archeological properties.

Bulletin 14: Guidelines for Counting Contributing and Noncontributing Resources for National Register Documentation. Rev. 1986. Provides guidance for distinguishing and counting contributing and noncontributing resources composing a documented property, regardless of size or complexity.

Bulletin 15: How to Apply the National Register Criteria for Evaluation. Rev. 1991. Explains how the NPS applies the criteria used to determine the eligibility of properties for listing in the National Register.

Bulletin 16: Guidelines for Completing National Register of Historic Places Forms. Rev. 1990. Part A provides information on completing the National Register Registration Form; Part B provides information on completing the Multiple Property Documentation Form.

Bulletin 18: How to Evaluate and Nominate Designed Historic Landscapes. 1987. Explains the process by which designed historic landscapes are documented, evaluated, and nominated to the National Register.

Bulletin 19: Policies and Procedures for Processing National Register Nominations. 1987. Explains procedures for processing nominations; describes common documentation problems and how they are addressed.

Bulletin 20: Nominating Historic Vessels and Shipwrecks to the National Register of Historic Places. 1987. Guidelines for identifying, evaluating, and documenting a variety of historic vessels as well as shipwrecks.

Bulletin 21: How to Establish Boundaries for National Register Properties. Guidelines and examples of how to determine National Register boundaries.

Bulletin 22: Guidelines for Evaluating and Nominating Properties that Have Achieved Significance Within the Last Fifty Years. Rev. 1989. Guidance for evaluating the "exceptional importance" required for listing properties that have achieved significance within the last fifty years.

Bulletin 23: How to Improve the Quality of Photos for National Register Nominations. 1979. Suggestions to help photographers achieve better quality photographic documentation of buildings and architectural details.

Bulletin 24: Guidelines for Local Surveys: A Basis for Preservation Planning. Rev. 1985. Guidance for undertaking surveys of historic resources.

Bulletin 28: Using the UTM Grid System to Record Historic Sites. Rev. 1977. Introduces the Universal Transverse Mercator (UTM) Grid System and its application to mapping historic and archeological sites.

Bulletin 29: Guidelines for Restricting Information About Historic and Prehistoric Resources. 1990. Guidance on which historic resources should be protected by restricting information about their location and character.

Bulletin 30: Guidelines for Evaluating and Documenting Rural Historic Landscapes. 1990. Includes definition of rural landscape, description of characteristics, practical methods for survey and research, application of National Register criteria, and registration requirements.

Bulletin 32: Guidelines for Evaluating and Documenting Properties Associated with Significant Persons. 1989. Updated information on interpreting Criterion B.

Bulletin 33: National Register Information System Manual for State and Federal Users. 1987. Designed for users of the National Register Information System (NRIS), the database of properties listed in, determined eligible for, or pending listing in the National Register.

Bulletin 34: Guidelines for Evaluating and Documenting Historic Aids to Navigation. 1990. Guidance on evaluating the significance and integrity of historic lighthouses, daymarks, and sound signals, as well as preparing National Register and other preservation planning documentation.

Bulletin 35: National Register Casebook: Examples of Documentation. 1988-89. Examples of multiple property case studies, maritime nominations, and concise nominations.

Bulletin 38: Guidelines for Evaluating and Documenting Traditional Cultural Properties. 1990. Guidance in determining whether properties of traditional and religious cultural significance are eligible for inclusion in the National Register.

Bulletin 39: Researching a Historic Property. 1990. Provides basic information on methods of researching an individual building for listing in the National Register.

Technical Guidance

(See preceding Bibliography for sources of information used in text)

Advisory Council on Historic Preservation, *Fire Safety Retrofitting in Historic Buildings* (1989)

Bevil, Marianne, Meredith Fiske, Anne-Leslie Owens, *Painting Historic Buildings: Materials and Techniques—An Annotated Bibliography* (United States Department of the Interior, National Park Service, Preservation Assistance Division, Washington, D.C., 1993)

Bleekman, George M., Ann Girard, Karin Link, Donald Peting, Ann Seaton, Jonathan Smith, Lisa Teresi-Burcham, and Richa Wilson, compilers *Twentieth Century Building Materials: 1900-1950, An Annotated Bibliography* (Washington, DC: U.S. Department of the Interior, National Park Service, Preservation Assistance Division, 1993)

Cowden, Adrienne Beaudet, *Historic Concrete, An Annotated Bibliography* (Washington, DC: U.S. Department of the Interior, National Park Service, Preservation Assistance Division, 1993)

Department of the Navy, *Historic Structures Preservation Manual*, NAVFAC MO-913 (Naval Facilities Engineering Command, 1991)

Department of the Navy, *Inactivation, Caretaker Maintenance, and Reactivation of Shore Facilities*, NAVFAC MO-300 (Naval Facilities Engineering Command, 1980)

Department of Transportation, *Guide for Restoring and Preserving Old and Historic Properties* (U.S. Coast Guard Civil Engineering Technical Report, CG-ECV-2-82, 1982)

Department of Transportation, *Lighthouse Maintenance Management Manual* (U.S. Coast Guard, COMDTINST M16500.6A, 1993)

Fairel, Chandra, *Residential Cooling Strategies for Hot Humid Climates*, manuscript at Technical Information Branch, Florida Solar Energy Center, Houston, April 1985

Olgay, Victor, *Design with Climate: Bioclimatic Approach to Architectural Regionalism* (Princeton, New Jersey: Princeton University Press, 1973)

Principles of Attic Ventilation (Peoria, Illinois: Airvent, Inc., 1996)

Simonson, Kaye Ellen, *Maintaining Historic Buildings, An Annotated Bibliography* (United States Department of the Interior, National Park Service, Preservation Assistance Division, Washington, D.C., 1990)

Stephen, George, *Remodelling Old Houses without Destroying their Character* (New York: Alfred A. Knopf, 1908)

Weaver, Martin E., *Conserving Buildings* (New York: John Wiley and Sons, Inc., 1993)

Window Directory for Historic Buildings (Washington, DC: U.S. Department of the Interior, National Park Service, Cultural Resources, Preservation Assistance, 1992)

National Park Service Technical Guidance

Technical Preservation Services (TPS), Heritage Preservation Services, National Park Service, conducts a variety of activities to guide federal agencies, states, and the general public in planning and undertaking project work on historic buildings, structures, sites, objects, and districts listed in the National Register of Historic Places. In addition to establishing standards and guidelines, the Service develops, publishes, and distributes technical information on responsible approaches to treating significant historic properties.

A listing of the popular *Preservation Briefs* is provided below. Although one copy may be requested free of charge, TPS books, handbooks, technical leaflets and videos are generally available from several sales outlets, including the Superintendent of Documents, Government Printing Office (phone orders: (202) 512-1800); the National Technical Information Service, (703) 487-4600; the Historic Preservation Education Foundation; and a variety of other partnership outlets. A Catalog of Historic Preservation Publications, *Caring for the Past*, with stock numbers, prices, and ordering information may be obtained by contacting: National Park Service, TPS, Heritage Preservation Services Information Desk, P.O. Box 37127, Washington, D.C. 20013-7127. Telephone: (202) 343-9583; FAX (202) 343-3803; e:mail: hps-info@nps.gov

Preservation Briefs

Preservation Briefs assist owners and developers of historic buildings in recognizing and resolving common preservation and repair problems prior to work. The briefs are especially useful to preservation tax incentive program applicants because they recommend those methods and approaches for rehabilitating historic buildings that are consistent with their historic character.

- Preservation Briefs 1: The Cleaning and Waterproof Coating of Masonry Buildings. Robert C. Mack, AIA. 1975.
- Preservation Briefs 2: Repointing Mortar Joints in Historic Brick Buildings. Robert C. Mack, AIA, de Teel Paterson Tiller, and James S. Askins. Rev., 1980.
- Preservation Briefs 3: Conserving Energy in Historic Buildings. Baird M. Smith, AIA. 1978.
- Preservation Briefs 4: Roofing for Historic Buildings. Sarah M. Sweetser. 1978.
- Preservation Briefs 5: The Preservation of Historic Adobe Buildings. 1978.
- Preservation Briefs 6: Dangers of Abrasive Cleaning to Historic Buildings. Anne E. Grimmer. 1979.
- Preservation Briefs 7: The Preservation of Historic Glazed Architectural Terra-Cotta. de Teel Patterson Tiller. 1979.
- Preservation Briefs 8: Aluminum and Vinyl Siding on Historic Buildings: The Appropriateness of Substitute Materials for Resurfacing Historic Wood Frame Buildings. John H. Myers. Revised by Gary Hume. 1984.
- Preservation Briefs 9: The Repair of Historic Wooden Windows. John H. Myers. 1981.
- Preservation Briefs 10: Exterior Paint Problems on Historic Woodwork. Kay D. Weeks and David W. Look, AIA. 1982.
- Preservation Briefs 11: Rehabilitating Historic Storefronts. H. Ward Jandl. 1982.
- Preservation Briefs 12: The Preservation of Historic Pigmented Structural Glass (Vitrolite and Carrara Glass). 1984.
- Preservation Briefs 13: The Repair and Thermal Upgrading of Historic Steel Windows. Sharon C. Park, AIA. 1984.
- Preservation Briefs 14: New Exterior Additions to Historic Buildings: Preservation Concerns. Kay D. Weeks. 1986.
- Preservation Briefs 15: Preservation of Historic Concrete: Problems and General Approaches. William B. Coney, AIA. 1987.
- Preservation Briefs 16: The Use of Substitute Materials on Historic Building Exteriors. Sharon C. Park, AIA. 1988.
- Preservation Briefs 17: Architectural Character: Identifying the Visual Aspects of Historic Buildings as an Aid to Preserving Their Character. Lee H. Nelson, FAIA. 1988.
- Preservation Briefs 18: Rehabilitating Interiors in Historic Buildings: Identifying Character-Defining Elements. H. Ward Jandl. 1988.
- Preservation Briefs 19: The Repair and Replacement of Historic Wooden Shingle Roofs. Sharon C. Park, AIA. 1989.
- Preservation Briefs 20: The Preservation of Historic Barns. Michael J. Auer. 1989.
- Preservation Briefs 21: Repairing Historic Flat Plaster–Walls and Ceilings. Marylee MacDonald. 1989.
- Preservation Briefs 22: The Preservation and Repair of Historic Stucco. Anne E. Grimmer. 1990.
- Preservation Briefs 23: Preserving Historic Ornamental Plaster. David Flaharty. 1990.
- Preservation Briefs 24: Heating, Ventilating, and Cooling Historic Buildings: Problems and Recommended Approaches. Sharon C. Park, AIA. 1991.
- Preservation Briefs 25: The Preservation of Historic Signs. Michael J. Auer. 1991.
- Preservation Briefs 26: The Preservation and Repair of Historic Log Buildings. Bruce D. Bomberger. 1991.
- Preservation Briefs 27: The Maintenance and Repair of Architectural Cast Iron. John G. Waite; Historical Overview by Margot Gayle. 1991.
- Preservation Briefs 28: Painting Historic Interiors. Sara B. Chase. 1992.
- Preservation Briefs 29: The Repair, Replacement, and Maintenance of Slate Roofs. Jeffrey S. Levine. 1992.
- Preservation Briefs 30: The Preservation and Repair of Historic Clay Tile Roofs. Anne E. Grimmer and Paul K. Williams. 1992.
- Preservation Briefs 31: Mothballing Historic Buildings. Sharon C. Park, AIA. 1993.
- Preservation Briefs 32: Making Historic Properties Accessible. Thomas C. Jester and Sharon C. Park, AIA. 1993.
- Preservation Briefs 33: The Preservation and Repair of Stained and Leaded Glass. Neal A. Vogel and Rolf Achilles. 1993.
- Preservation Briefs 34: Applied Decoration for Historic Interiors: Preserving Historic Composition Ornament. Jonathan Thornton and William Adair, FAAR. 1994.
- Preservation Briefs 35: Understanding Old Buildings: The Process of Architectural Investigation. Travis C. McDonald, Jr. 1994.
- Preservation Briefs 36: Protecting Cultural Landscapes: Planning, Treatment, and Management of Historic Landscapes. Charles A. Birnbaum, ASLA. 1994.
- Preservation Briefs 37: Appropriate Methods of Reducing Lead-Paint Hazards in Historic Housing. Sharon C. Park, AIA, and Douglas C. Hicks. 1995.
- Preservation Briefs 38: Removing Graffiti from Historic Masonry. Martin E. Weaver. 1995.
- Preservation Briefs 39: Managing Moisture Problems in Historic Buildings. Sharon C. Park, AIA. 1996.
- Preservation Briefs 40: Preserving Historic Ceramic Tile Floors. Kimberly A. Konrad and Anne E. Grimmer. 1996.

Curation

NPS Handbooks, Manuals, and Key Documents

Automated National Catalog System (ANCS) User Manual. April 1987. Developed to computerize accessioning and cataloging, the ANCS has wide-ranging application for both cultural objects and natural history specimens.

Guidance for Meeting NPS Preservation and Protection Standards for Museum Collections. Special Directive 80-1 (Revised), March 1990. This directive outlines the NPS standards for museum collections storage, museum environment, security, fire protection, housekeeping, and museum planning.

Museum Handbook, Part I, Museum Collections. September 1990. Part I provides guidance on scope of collections; environmental monitoring and control; pest management; museum collections storage; handling, packing, and shipping objects; conservation treatment; security and fire protection; emergency planning; curatorial health and safety; planning and programming for museum collections management; and museum ethics. This part of the handbook also addresses preventive conservation for various classes of museum objects.

Museum Handbook, Part II, Museum Records. September 1984. Part II provides guidance on documentation and accountability for cultural collections and natural history collections. The topics addressed include accessioning, cataloging, inventorying, marking, and record photography. An updated Part II (draft in progress) will include guidance on incoming and outgoing loans and deaccessioning.

Museum Handbook, Part III, Use of Museum Collections. Draft in progress. Part III will provide guidance on uses of collections in exhibits, interpretive and educational activities, and research; motion pictures and photography; reproductions; office art; publications; and use of collections by Native American and other ethnic groups.

Tools of the Trade: A Listing of Materials and Equipment for Managing Museum Collections. April 1990. This publication provides a description of and suggested sources for recordkeeping supplies; storage containers; specialty curatorial items, natural history supplies; museum cabinetry, shelving, and shelving racks; and environmental monitoring and control apparatus.

Technical Publications

Cumberland, Donald, Jr. *Museum Collection Storage in an Historic Building Using a Prefabricated Structure*. Preservation Tech Notes: Museum Collections, No. 1. September 1985.

NPS Conserve O Gram Series. This series consists of brief, technical leaflets distributed periodically to provide park and museum staff with a wide

variety of timely information on specific procedures and techniques for storage, exhibit mounting, and preventive care and maintenance; curatorial health and safety updates; and sources of assistance and supplies. Revision of series (draft in progress) will be available in 1993.

Sheetz, Ron, and Charles Fisher. *Reducing Visible and Ultraviolet Light Damage to Interior Wood Finishes*. Preservation Tech Notes: Museum Collections, No. 2. September 1990.

Scholarly or Professional Publications

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American Association for State and Local History. *History News* (bimonthly journal) and *History News Dispatch* (monthly newsletter).

American Institute for Conservation of Historic and Artistic Works. *Journal of the American Institute for Conservation* (biannual journal) and *AIC Newsletter* (bimonthly newsletter).

Burke, Robert B., and Sam Adeloye. *A Manual of Basic Museum Security*. Rome: International Council of Museums, 1986.

Case, Mary, ed. *Registrars on Record: Essays on Museum Collections Management*. Washington, DC: American Association of Museums, 1988.

de Torres, Amparo R., ed. *Collections Care: A Selected Bibliography*. Washington, DC: National Institute for the Conservation of Cultural Property, 1990.

Jones, Barclay G., ed. *Protecting Historic Architecture and Museum Collections from Natural Disasters*. Boston: Butterworths, 1986.

Malaro, Marie C. *A Legal Primer on Managing Museum Collections*. Washington, DC: Smithsonian Institution Press, 1985.

National Fire Protection Association. *NFPA 911 Standard: Protection of Museums and Museum Collections*. Quincy, MA: National Fire Protection Association, 1991.

Society for the Preservation of Natural History Collections. *Collection Forum* (biannual journal) and *SPHNC Newsletter* (quarterly newsletter).

Society of American Archivists. *The American Archivist* (quarterly journal) and *SAA Newsletter* (bimonthly newsletter).

Thompson, John M. A., ed. *The Manual of Curatorship*. Stoneham, MA: Butterworths, 1992.

Ward, Phillip R. *The Nature of Conservation: A Race Against Time*. Santa Monica, CA: J. Paul Getty Institute, 1987.

Interpretation

- Benson, Susan Porter, Stephen Brier, and Roy Rosenzweig, eds., *Presenting the Past: Essays on History and the Public* (Philadelphia: Temple University Press, 1986)
- Blatti, Jo, ed., *Past Meets Present: Essays about Historic Interpretation and Public Audiences*. Washington, D.C.: Smithsonian Institution Press, 1987.
- Fitch, James Marston, *Historic Preservation: Curatorial Management of the Built World* (Charlottesville, Virginia: University Press of Virginia, 1990)
- Frisch, Michael, *A Shared Authority: Essays on the Craft and Meaning of Oral and Public History*. Albany: State University of New York Press, 1990)
- George, Gerald, *Visiting History: Arguments Over Museums and Historic Sites* (Washington: American Association of Museums, 1990)
- Jackson, John Brinckerhoff, *The Necessity for Ruins and Other Topics* (Amherst: University of Massachusetts Press, 1980)
- Karamanski, Theodore J., ed., *Ethics and Public History: An Anthology* (Malabar, Florida: Robert E. Krieger Publishing Company, 1990)
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- Kyvig, David E., and Myron A. Marty, *Nearby History: Exploring the History Around You* (Nashville, Tennessee: American Association for State and Local History, 1982)
- Leon, Warren, and Roy Rosenzweig, eds., *History Museums in the United States: A Critical Assessment* (Urbana: University of Illinois Press, 1989)
- Lowenthal, David, *The Past is a Foreign Country* (Cambridge: Cambridge University Press, 1985)
- Meinig, D.W., ed., *The Interpretation of Ordinary Landscapes: Geographical Essays* (Oxford: Oxford University Press, 1979)

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- Hutt, Sherry, Elwood W. Jones and Martin E. McAllister, *Archeological Resource Protection* (National Trust for Historic Preservation, The Preservation Press, Washington, D.C., 1992)
- Sturtevant, William C., general editor, *Handbook of North American Indians*, Vols. 1-20 (Smithsonian Institution, Washington, D.C., various dates)
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Technical Brief 1. *Filter Fabric: A Technique for Short-term Site Stabilization* by Dr. Robert M. Thorne, Center for Archaeological Research, University of Mississippi, 1988.

Technical Brief 2. *Arizona Archeology Week: Promoting the Past to the Public* by Teresa L. Hoffman and Shereen Lerner, Arizona State Historic Preservation Office, 1988.

Technical Brief 3. *Archeology in the National Historic Landmarks Program* by Robert S. Grumet, Mid-Atlantic Regional Office, National Park Service, 1988.

Technical Brief 4. *Archeology in the Classroom: A Case Study from Arizona* by A. E. Rogge and Patti Bell, Arizona Archaeological Council, Archaeology for the Schools Committee, 1989.

Technical Brief 5. *International Site Burial: A Technique to Protect Against Natural or Mechanical Loss* by Robert M. Thorne, Center for Archaeological Research, University of Mississippi, 1989.

Technical Brief 6. *The Kentucky Archeological Registry: Landowner Participation in Site Preservation* by A. Gwynn Henderson, Kentucky Nature Preserves Commission, 1989.

Technical Brief 7. *Federal Archeological Contracting: Utilizing the Competitive Procurement Process* by John H. Jameson, Jr., John E. Ehrenhard, and Wilfred M. Husted, Interagency Archeological Service Division, Southeast Regional Office, National Park Service, 1990.

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Hart, David M., AIA, *X-Ray Examination of Historic Structures* (1975) Available from NTIS, Order Number: PB85-180800)

National Park Service, *Secretary of the Interior's Standards and Guidelines for Architectural and Engineering Documentation: HABS/HAER Standards* (Washington, DC: GPO Stock Number: 024-005-01068-8, 1990)

National Archives Historical Resources³

All of the records described below are unclassified and available for research use. First a researcher's card, available at no cost, must be obtained at the National Archives or any Archive Branch. Archivists and findings aids are available to assist you in your research. Most records must be "pulled" from the stacks and delivered to you in reading rooms. Records are usually not pulled upon demand but by predetermined schedules—you may have to wait until the next scheduled pull before you receive the records you requested. There are typically four pulls per day. Before you enter the reading room all personal belongings such as brief cases, purses, pens, etc., must be placed in lockers operated by a refundable quarter; however, laptops are generally permitted. Paper and pencils are provided. Research notes are allowed only after inspection and are stamped. These and other strict requirements are necessary in order to ensure that documents are not harmed or stolen. Debit cards can also be bought to be used in copying machines.

Many of the U.S. lighthouses records are in the National Archives, Record Group 26. These records, dating from 1789 onward, consist of ledgers, correspondence, journals, log books, contracts, plans, plats, and other textual records. These records are not complete because of failure of agencies to deposit records as required and a fire at the Commerce Department in 1921. Some of the destroyed records were partially replaced by "field records" kept at Coast Guard District Headquarters. An inventory of Record Group 26 was prepared in 1963 and in the following year "field records" brought to the National Archives were also inventoried. Inspection reports, containing information on building conditions, etc., for lighthouse stations are sometimes available from Districts.

The primary tenet of arranging archival records is based on "provenance." Because the government entity responsible for overseeing lighthouses has undergone eleven incarnations since its establishment in 1789, and because records from each agency are kept separate and not intermixed, lighthouse archival information is located in

several different record groups, and at several different locations within the National Archives. Additionally, some specific activities of lighthouse related activities, such as land purchasing, budget preparation, territorial lighthouse governance, and the nomination of lighthouse employees, often involved outside agencies whose primary functions were unrelated to lighthouse work. For example, beginning in 1831, the Army Corps of Engineers assisted the Lighthouse Establishment in the design and construction of lighthouse buildings, light vessels, and buoys. The correspondence files of the Office of the Chief Engineer, 1789 to 1923, include a large number of letters relating to lighthouse construction, repairs, inspections, and conditions of lighthouses. Many contracts for lighthouse buildings are included in the records of the General Accounting Office. Therefore, there are many places to search for lighthouse-related records. A thorough research of lighthouses will require perseverance, creative thinking, and familiarity with the administrative history of the agencies which governed lighthouses throughout their existence.

The Congressional Serial Set of government reports such as *American State Papers* include primary information on lighthouses and are available at many larger libraries throughout the United States. The annual reports of the Coast Survey often contain information on the selection of lighthouse sites. The annual reports of the Secretary of War sometime contain information on army officers on detached duty with the lighthouse service. During times of war this was very common. During the American Civil War, a Confederate Lighthouse Bureau was established under the Confederate Treasury Department. These records contain information on southern lighthouses from 1860 to 1865. The *Annual Reports* of the Lighthouse Board, beginning in 1852, contain information such as requests by the Board to Congress for appropriations to build, repair and improve lighthouses.

The National Archives has "Clipping Files" from 1855 to 1932 for most lighthouses. The files are arranged by District and thereafter alphabetically by lighthouse. The entry from each (or nearly each) annual report has been cut out and compiled (clipped) together to give a summary history of what was published in lighthouse agencies annual reports. It is suggested you double check the actual series as some entries are often missing, especially for the later years. This aid is very useful

³ Taken largely from Elizabeth K. Lockwood, "Searching for the Light: Textural Record[s] Relating to Lighthouses in the National Archives" (April 25, 1990).

in tracing repairs and alterations to buildings, and construction of new buildings over time.

Descriptive Lists of Lighthouses, 1858 to 1938, give the most detailed physical information. Arranged by District, information often includes building materials and dimensions of structures, size and type of illuminating apparatus, lanterns, lamps, and fog signals.

Another useful aid is "Form 60," a series of nearly 200 questions regarding the physical characteristics, healthfulness, quality of drinking water, etc. for each station. These forms were sent to all keepers around the turn of the century. Most keepers answered the majority of the questions. These forms are arranged alphabetically by State, and thereafter by lighthouse.

The National Archives also maintains a *Lighthouse Site Files, 1790 to 1939*. Arranged alphabetically by State, and thereafter by lighthouse, each file contains legal descriptions of lighthouse land sites, land ownership changes through time, and often land surveys, plats, site plans, letters, contracts, and other miscellaneous information. Light Station Log Books provide the most detailed information on day to day life at a lighthouse, as the keepers were required to keep a log recording notable events, extreme weather conditions, personnel issues, repairs, visitors, delivery of supplies, and the comings and going of keepers. Some keepers were more descriptive than others, so usefulness of information varies.

The U.S. Lighthouse Board, *Documents Relating to Lighthouses, 1789-1871* is especially useful for pre-1852 built lighthouses. Another useful serial is *Light List*, which gives a yearly update on light characteristics of lighthouses and lightships. The first *Light List* was published in 1838, but annual publication did not begin until 1910 with the establishment of the Bureau of Lighthouses. The *American Coast Pilot*, first published in 1796 and revised periodically up until 1867 also gives good descriptions of lighthouses, often accompanied with shoreline sketches showing the lighthouse and surrounding topography. Administrative records of the Coast Guard after 1950 remain in the custody of the Department of Transportation.

The *Official Register of the United States*, published in odd-numbered years, from 1829 until 1919, lists employees of the central office of the Lighthouse Establishment, as well as, employees "at large," including district inspectors and engineers, lighthouse keepers, assistant keepers,

vessel crews, etc. The register includes the employees name, duty location, place of birth, date of appointment, and salary. Beginning in 1921 the register includes only administrative personnel. The most complete information on lighthouse keepers, is the "Register of Lighthouse Keepers, 1845-1912" (microfilm publication number M1373), which consists of 19 volumes of registers microfilmed in geographic order by five regions: New England; New York through Virginia; North Carolina through Texas; Great Lakes; and West Coast, Alaska, and Hawaii. Each microfilm roll has an alphabetical index by keeper name and/or name of lighthouse. These registers provide information regarding dates of appointments and salary information. With this information other fragmentary personnel records can be consulted including correspondence regarding appointments and dismissals, records of district inspectors and engineers, records of delinquencies, and retirement cards.

Photographs and plans are available from the College Park, Maryland, branch of the National Archives, referred to as "Archives II." Some lighthouse plans as well as other information are housed at the National Archives Regional Offices. For information on plans see "Lighthouse Plans in the National Archives: A Special List of Lighthouse-related Drawings in Record Group 26."⁴

Outline of Records in the National Archives Relating to Lighthouses

Record Group 26: Records of the United States Coast Guard

Finding Aid: Forrest Holdcamper, "Preliminary Inventory of the Records of the United States Coast Guard," an unpublished finding aid in the National Archives.

A. Records of the Lighthouse Service, 1790-1950

1. General Records: journals and meeting minutes of the Light-House Board; annual reports; correspondence between chairs of committees and the Light-House Board; circulars of the Light-House Service; bulletins of the Light-House Bureau; newspaper clippings concerning activities of the Board; correspondence to and from the Light-House Service, Board, and Bureau, including letters to and from district officials; and indexes

⁴ William J. Heynen, Elizabeth K. Lockwood, and Margo Szabunia, Special List 57, National Archives and Records Administration (Washington, D.C. 1990).

and registers to incoming and outgoing correspondence.

2. Records Relating to Legal Matters: reports concerning lighthouse personnel, and records relating to legal claims.

3. Records Relating to Operations: Light-House Service publications descriptions of lighthouses; abstracts of titles to sites; site files; journals and reports of lighthouses; reports of physical condition of lighthouses; reports of inspections of lighthouses; reports relating to repairs; lighthouse plans and specifications; drawings of illuminating apparatus; reports of shipwrecks near lighthouses; and lighthouse logs.

4. Personnel and Payroll Records: correspondence concerning keeper and assistants; correspondence concerning personnel of lighthouse vessels; nominations for and ratings of employees of Light-House Board; personnel records of engineers and inspectors; records of engineers and crews of lighthouse vessels; notices of removal; list of appointments and transfers; record of salary of lighthouse keepers; personnel charts; and retirement record cards.

5. Field Records.

a. The records housed in the main National Archives Building include: correspondence, primarily between the Lighthouse Service and the district engineers and district superintendent from the 3rd, 4th, 5th, 6th, 7th, 8th, 9th, 10th, and 12th lighthouse districts. Finding aid: Forrest Holdcamper, "Preliminary Inventory of the Field Records of the Light-House Service," an unpublished finding aid in the National Archives.

b. Records in the New England Region of the National Archives include: general records; records relating to the construction, repair, and alternations of lighthouses; reports of lighthouses; and correspondence relating to lighthouses.

c. Records in the Mid-Atlantic, Great Lakes, Southwest, Pacific Southwest, and Pacific Sierra Regional Branches include some lighthouse log books.

B. General Records of the U.S. Coast Guard

1. Textual records maintained by the central office of the U.S. Coast Guard include: logs of vessels, stations, or depots; and records relating to the transfer of the Bureau of Marine Inspection and Navigation and the Lighthouse Service to the Coast Guard.

2. Audiovisual records maintained by the central office of the U.S. Coast Guard include: prints and negatives of lighthouses; oversized prints and artworks of lighthouses; negatives and prints of survey of lighthouses; photographs of light tenders; stock film and newsreels of Coast Guard activities relating to lighthouses; and plans and drawings of lighthouses. Finding aids are available in the National Archives Still Pictures Branch, the Cartographic and Architectural Drawings Branch, and the Motion Picture, Sound, and Video Branch.

Record Group 40: Records of the Department of Commerce

The general correspondence files of the Secretary of Commerce, 1903 to 1950 are arranged numerically, and indexed in five-year increments by alphabetically arranged index cards. Indexes include names of individual lighthouses, in addition to entries under Light-House Board, Light-House Service, and Light Vessels. Finding aid: Forrest Holdcamper, "Preliminary Inventory of the General Records of the Department of Commerce," a listed finding aid in the National Archives.

Record Group 49: Records of the Bureau of Land Management

Records of Division K of the Bureau include registers of lighthouse reservations; and records relating to non-military (1860-1940) and abandoned military (1822-1937) reservations, which include information relating to lighthouse lands. Finding aid: "The General Land Office: Administrative Records of the General Land Office, 1785-1955," an unpublished finding aid in the National Archives.

Record Group 55: Records of the Government of the Virgin Islands

The general files are arranged by subject-classification numbers in periods, 1917-1927 and 1934-1943. In the first period, "79" is the classification number for lighthouses and the Lighthouse Service; the classification in the second period is "52." Finding aid: J. Donn Hooker, "Records of the Government of the Virgin Islands of the United States," finding aid in the National Archives.

Record Group 77: Records of the Office of the Chief of Engineers

The connection of engineer officers with the construction of lighthouses dates from 1831 when

the Treasury Department allocated money approved for lights on lakes to the Army Corps of Engineers for disbursement. Several series of correspondence of the Chief of Engineers from 1831 to 1923 contain information relating to lighthouse construction, land, condition of lighthouses, repairs, and inspections. Two main subject indexes provide access to these numerically-arranged records. Finding aid: Elizabeth Bethel and Maizie H. Johnson, "Preliminary Inventory of the Textual Records of the Office of the Chief of Engineers," an unpublished finding aid in the National Archives.

Record Group 217: Records of the Accounting Officers of the Department of the Treasury

Finding aid: William F. Sherman, "Inventory of the Records of the Accounting Officers of the Department of the Treasury," an inventory in the National Archives.

A. Records of the Register of the Treasury include: daybooks from 1789 to 1894; general Customs ledgers from 1849 to 1908; Customs journals from 1849 to 1896; and ledgers of lighthouse engineers and inspectors under the Department of Commerce and Labor from 1903 to 1909.

B. Records of the Office of the First Comptroller include: miscellaneous letters sent to Customs offices relating to their activities as superintendents and disbursing offices for lighthouses; contracts for the construction and repair of lighthouses from 1800 to 1903; and contracts for the construction and supplies for the Bureau of Lighthouse under the Department of Commerce, 1919-1923.

C. Records of the Office of the Commissioner of Customs include accounts; construction accounts; correspondence; and oaths of office of lighthouse keepers.

D. Records of the Office of the First Auditor include: correspondence sent to collectors and other Customs officers concerning settlement of their accounts for Customs receipts and expenditures and for disbursement accounts for lighthouses; audit reports; and settled accounts.

Record Group 365: Records of the Treasury Department Collection of Confederate Records

Finding aid: Carmelita Ryan, "Treasury Department Collection of Confederate Records," a finding aid in the National Archives.

During the Civil War, the confederate States of America established a Government structure

paralleling the Union Government, which included a Confederate Treasury Department and a subordinate Lighthouse Bureau. The Treasury Department Collection of Confederate records includes: correspondence of the Lighthouse Bureau from 1861 to 1864; and records relating to Southern lighthouses from 1860 to 1865.

Summary of Historic and Cultural Preservation Laws, Regulations, Orders, and Procedures

For a more complete review and discussion of many of these laws refer to “Introduction to Federal Projects and Historic Preservation Law, Participants’s Desk Reference: Legislation, regulations, guidelines, and related information about historic preservation policies and requirements under the National Historic Preservation Act of 1966,” issued January 1995 by the Advisory Council on Historic Preservation and The GSA Interagency Training Center.

Laws

Advisory Council on Historic Preservation, Protection of Historic Properties—Advisory Council on Historic Preservation (AHP), Protection of Historic Properties, 36 C.F.R. Part 800 (1979) is the result of President Carter requesting the Council issue its procedures in the form of binding regulation. These procedures were first issued in 1973 as non-binding procedures to implement the Section 106 review process. Published in the Code of Federal Regulations as 36 C.F.R. Part 800, they were soon interpreted by the courts as the standards against which Section 106 compliance must be measured. This was reinforced when reissued as a true regulation in 1979.

American Folklife Preservation Act—The American Folklife Preservation Act (AFPA) of 1974 expressed Congressional support for the documentation, and enhancement and celebration of folklife, and established national policy to document and enhance folk culture.

American Indian Religious Freedom Act—American Indian Religious Freedom Act (AIRFA) of 1978 (P.L. 95-341, Stat. 469; 42 U.S.C. § 1996) established U.S. policy to “protect and preserve for American Indians, Eskimos, Aleuts, and native Hawaiians their inherent right of freedom to believe, express, and exercise [their] traditional religions... including but not limited to access to sites...” The courts have interpreted AIRFA to

require Federal agencies to consult with tribes about effects of their actions on the exercise of traditional religions. Many traditional religious sites are historic properties, but AIRFA goes beyond historic preservation, requiring attention to religious practices as well as places. Rights include: accessing sites; using and keeping sacred objects; celebrating traditional rites; and consulting tribal leadership concerning tribal human burial sites which agency projects might disturb.

Americans with Disabilities Act—The Americans with Disabilities Act of 1990 extends comprehensive civil rights to individuals with disabilities including elimination of barriers in new facilities and alteration of existing facilities (including historic buildings, sites and landscapes). Provisions include alteration requirements for buildings and facilities that cannot be made physically accessible without threatening or destroying their significance. For more information on this subject see “Preserving the Past and Making it Accessible for People with Disabilities,” October 1992, National Park Service.

Antiquities Act—The Antiquities Act of 1906 (P.L. 59-209, 39 Stat, 335; 16 U.S.C. §§ 431-433) authorizes the President to designate as National Monuments historic and natural resources of national significance located on federally owned or controlled lands. The act further provides for the protection of all historic and prehistoric ruins and objects of antiquity located on Federal lands by providing criminal sanctions against excavation, injury, or destruction of such resources.

Archaeological and Historic Preservation Act—Archaeological and Historic Preservation Act (AHPA) of 1974 (P.L. 93-291m 88 Stat. 174; 16 U.S.C. §§ 469-469c) directs Federal agencies to report to the Secretary of the Interior when their actions may damage archeological sites, and to conduct or assist in the recovery of data from such sites. AHPA authorizes transfer of up to 1% of project funds to the Department of the Interior to help cover costs of such recovery.

Archeological Resources Protection Act—The Archeological Resources Protection Act (ARPA) of 1979 (P.L. 96-95, 93 Stat. 712; 16 U.S.C. 470 aa-11) prohibits the disturbance of archeological sites on Federal and Indian land without a permit from the responsible land manager. The Act authorizes agency permit procedures for investigations of archeological resources on public lands under the agency’s control, and prescribes substantial criminal and civil penalties for any violation. Only

scientific and educational institutions may obtain permits and then only if the excavated material is used to increase knowledge about archeological resources. The Act also makes it a crime for the removal, sale, receipt, and interstate transportation of archeological resources obtained illegally (without permits) from public or Native American lands. Penalties for a criminal first offense is a \$10,000 fine, one year in jail, or both, however if the cost of restoration or repair of the resource exceeds \$500 the fine is \$20,000, two years in jail, or both. Subsequent criminal offenses may bring fines up to \$100,000, 5 years in jail, or both. Civil fines are based on the archeological or commercial value of the resource and cost of restoration and repair. Penalty also includes forfeiture of all archeological resources, vehicles, and equipment. Archeological resource exceptions are projectile points (arrowheads) found on the surface of the ground, coins, bullets, unworked minerals and rocks, and paleontological remains. See Glossary for definition of Archeological Resource.

Architectural Barriers Act—The Architectural Barriers Act (P.L. 90-480; 42 U.S.C. §§ 4151-4157) establishes procedures and sets up an Architectural and Transportation Barriers Compliance Board which insure that alteration of existing federal building or the construction of new federal buildings take into consideration physically handicapped persons. There are special exceptions for alteration of “historical, architectural, or cultural significance” buildings including, but not limited to, buildings listed or eligible to be listed on the National Register.

Curation of Federally Owned and Administered Archeological Collections—see 36 CFR 79 below.

Department of Transportation Act—The Department of Transportation Act of 1966 (P.L. 89-670, 80 Stat. 931; Section 4(f) 49 U.S.C. §303) specifies that the Secretary of Transportation may approve any program or project that requires the use of land from a historic site of national, State, or local significance, as determined by Federal, State, or local officials having jurisdiction thereof, only if (1) there is no feasible and prudent alternative to the use of such land, and (2) such program includes all possible planning to minimize harm to such historic property. The term “historic site” in not limited to resources listed in or eligible for the National Register, it must also include locally significant properties which, for one reason or another, might not meet the National Register criteria. This act applies to the

Federal Highway Administration, Federal Aviation Administration, the Urban Mass Transportation Administration, and the U.S. Coast Guard.

Executive Order No. 11593, Protection and Enhancement of the Cultural Environment—Executive Order No. 11593, May 13, 1971, Protection and Enhancement of the Cultural Environment (36 Fed. Reg. 8921, reprinted in 16 U.S.C. § 470 note) was issued by President Nixon. It elaborated on Federal agency responsibilities under NHPA and NEPA and included direction for agencies to identify historic properties under their jurisdiction or control, extended Section 106 review to effects on “eligible” properties, and gave the Advisory Council on Historic Preservation independent agency status. Many of these responsibilities were folded into NHPA by amendment in 1980.

Federal Property and Administrative Services Act—The Federal Property and Administrative Services Act of 1949 as amended in 1972 (40 U.S.C. § 484(k)(3)) authorizes the General Services Administration to convey approved surplus Federal property to any State agency or municipality free of charge, provided that the property is used as a historic monument for the benefit of the public. The act is also applicable to revenue-producing properties if the income in excess of rehabilitation or maintenance cost is used for public historic preservation, park, or recreation purposes and the proposed income-producing use of the structure is compatible with historic monument purposes, as approved by the Secretary of the Interior. The act includes provisions under which the property would revert to the Federal Government should it be used for purposes incompatible with the objective of preserving historic monuments.

Federal Records Act—Federal Records Act (FRA) (16 U.S.C. Chapters 21, 25, 27, 29, 31, 33) requires agencies to preserve Federal records of potential historical value, which may include the administrative records of a Coast Guard installation, following procedures promulgated by the National Archives and Records Administration. These procedures include:

Authorizing Federal agencies to retain records beyond congressional-approved disposal schedules. Withdraws disposal authorizations covering records listed in congressional disposal schedules. This requirement needs to be kept in mind during implementation of an adaptive re-use, realignment, and decommissioning plans, during which there is a high potential for discarding of

records. Destruction or removal of Federal records may result in a violation of FRA and carries a fine of \$2,000 or three years in jail, or both (18 U.S.C. 2071).

General Authorities Act—The General Authorities Act of 1979 (P.L. 94-458. Stat. 1939) authorizes the secretary of the Interior “to withhold from disclosure to the public, information relating to the location of sites or objects listed on the National Register whenever he determines that disclosure of specific information would create a risk of destruction or harm to such sites or objects.

Historic Sites Act—The Historic Sites Act (HSA) of 1935 (P.L. 74-292, 49 Stat. 666; 16 U.S.C. §§ 461-467) established as national policy “to preserve for public use historic sites, buildings and objects of national significance for the inspiration and benefit of the people of the United States.” The Act authorizes and directs the Secretary of the Interior to make a “survey of historic and archeological sites, buildings, and objects for the purpose of determining which possess exceptional value as commemorating or illustrating the history of the United States.” This program has become known as the National Historic Landmark Program and properties so designated are referred to as National Historic Landmarks (NHLs). NHLs are usually designated as part of “theme studies” such as War in the Pacific, Man in Space, and a current theme study on American Lighthouses. NHLs are automatically listed on the National Register. Establishes a maximum fine of \$500 for violation of the Act.

Unlike National Register properties, the Coast Guard is not mandated to inventory and recommend NHL properties. However, **Section 110(f)** of NHPA requires that prior to the approval of any Federal undertaking which may directly and adversely affect any National Historic Landmark, the head of the responsible Federal agency shall, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to such landmark, and shall afford the Advisory Council on Historic Preservation a reasonable opportunity to comment on the undertaking.

36 CFR § 800.10 of the Advisory Council’s Section 106 regulations specify how agencies are to comply with Section 110(f) of NHPA. Essentially it is the same for any other consultation under Section 106 except that:

- the Council must be included in any consultation regarding the resolution of adverse effect on an NHL;
- the Council may ask the Secretary of the Interior to provide a report about the significance of the property, the effects of the undertaking, and what might be done to mitigate such effects; and
- the Council reports its comments to the President, Congress, and the Secretary of the Interior, as well as to the agency head.

National Archives and Records Administration—National Archives and Records Administration (NARA), Disposition of Federal Records law of 1984 (36 C.F.R. Part 1228) came about when NARA became an independent agency and through which official agency records must be appraised through agency record schedule procedures administered by the agency records officer. See Appendix 1 for definition of Federal Records. NARA’s *Disposition of Federal Records* (1992) is a manual which fully covers this issue. It is available from National Archives and Records Administration, Office of Records Administration, Washington, D.C.

National Environmental Policy Act—The National Environmental Policy Act of 1969 (NEPA)(P.L. 91-190, 31 Stat. 852; 42 U.S.C. §§ 4321-4370) created a new context in which the management of all kinds of cultural resources could be addressed. It was only after NEPA’s passage that Federal agencies began to address community lifeway resources in any explicit way, and NEPA remains the primary legal authority for considering such resources. NEPA also caused agencies to develop the infrastructure of the positions, offices, regulations, and guidelines needed to manage other kinds of cultural resources, notably historic real property. The Council on Environmental Quality (40 CFR 1500-08) regulate the policy. The Council encourages combining NEPA documents and procedures with other necessary agency documentation (40 CFR 1506.4).

Federal Agency Responsibilities—“Assure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings;” “preserve important historic, cultural, and natural aspects of our national heritage;” and agencies are directed to “utilize a systematic, interdisciplinary approach which will insure the integrated use of the natural and *social sciences* and the

environmental design arts in planning and in decision making . . .”

National Historic Preservation Act of 1966—The National Historic Preservation Act of 1966 (NHPA), as amended in 1980 (P.L. 89-655, 80 Stat. 915; as amended by P.L. 91-243, 84 Stat. 204; P.L. 93-54; P.L. 94-422, 90 Stat. 1313; P.L. 94-458; P.L. 96-199; P.L. 96-244; P.L. 96-515, 94 Stat. 2987; P.L. 98-483; P. L. 99-514; P.L. 100-127, 106 Stat. 4753; 16 U.S.C. 470) is the nation’s central historic preservation law. The Act sets forth policy of the U.S. Government regarding historic preservation and promotes conditions in which historic properties can be preserved in harmony with modern society, and fulfill society’s needs.

Federal Agency Responsibilities—The Act directs Federal agencies to name “Agency Preservation Officers” to coordinate their historic preservation activities, to seek ways to carry out their activities in accordance with the purposes of the Act, to identify historic properties under their jurisdiction, to consider such properties when planning actions might affect them, to give the Advisory Council an opportunity to comment on such actions, and to document historic properties that cannot be saved. The “Agency Preservation Officer” for the Coast Guard is located at the Department of Transportation Headquarters, Washington, D.C. The Act also established the National Register of Historic Places and the State Historic Preservation Officers, which are described below.

The 1980 amendments included the addition of Section of 110, which articulated broad, affirmative responsibilities in historic preservation for Federal agencies. These amendments also directed the National Park Service to issue regulations governing how Federal agencies would manage, or “curate,” their collections of artifacts recovered from archaeological excavations. These regulations, 36 *CFR Part 79*, were published in 1990. They provide the basic standards that Federal agencies must meet in managing their artifact collections. In addition, the amendments specified State Historic Preservation Officer (SHPO) responsibilities and established a special program for participation by local governments. 36 *CFR Part 800* was revised and reissued in 1986.

NHPA was amended again in 1992. This amendment strengthened Section 106 review and increased, among several items, the historic preservation responsibilities of Federal agencies including:

- require Federal agencies to have preservation programs with specially defined elements;
- require Federal agencies to have Section 106 procedures meeting specific standard; and
- discourage “anticipatory demolition” of historic properties.

Native American Grave Protection and Repatriation Act—The Native American Grave Protection and Repatriation Act (NAGPRA) of 1987 (P.L. 101-601, 104 Stat. 3049; 43 U.S.C. 2101 *et seq.*) prohibits the intentional removal of Native American cultural items from Federal or tribal lands, except under an ARPA permit and in consultation with the appropriate Native American groups. The Act requires Federal agencies and museums to inventory their holdings of “Native American culture items” and return of such items including human remains, associated funerary objects, sacred objects, and objects of cultural patrimony to the appropriate Indian tribes and other Native American groups. It establishes Native American ownership of human remains and associated artifacts discovered on Federal lands after the date of enactment. It also provides for a minimum 30-day delay when a project on Federal or Indian land encounters such an item.

In 1988, a Supreme Court ruling *Lyng, Secretary of Agriculture v. Northwest Indian Cemetery Protective Association* seriously undercut the power of Indian tribes to protect their religious sites and practices using AIRFA. A new, beefed-up law now called the Native American Free Exercise of Religion Act (NAFERA), is under consideration by Congress. The form and content of NAFERA is being negotiated, and remain to be fully defined.

Public Buildings Cooperative Use Act—The Public Buildings Cooperative Use Act of 1976 (P.L. 94-541; Stat. 2505) requires the General Services Administration to acquire space for federal agencies in buildings of architectural or cultural significance where feasible; and amended the Architectural Barriers Act of August 12, 1968, relating to the accessibility of certain buildings to the physically handicapped.

Theft of Government Property—Section 641, Public money, property or records (18 U.S.C. 641) states whoever embezzles, steals, purloins, or knowingly converts to his use or the use of another, or without authority, sells, conveys or disposes of any record, voucher, money, or thing of value of the United States or of any department or agency thereof, or any property made or being

made under contract for the United States or any department or agency thereof; or whoever receives, conceals or retains the same with intent to convert it to his use or gain, knowing it to have been embezzled, stolen, purloined or converted shall be fined not more than \$10,000 or imprisoned not more than ten years, or both; but if the value of such property does not exceed the sum of \$100, he shall be fined not more than \$1,000 or imprisoned not more than one year, or both. Archeological objects, historical records, and pieces of historic buildings taken from federal lands and structures constitute theft of government property.

World Heritage Convention—The World Heritage Convention of 1980 (P.L. 96-515, Stat. 3000) under Title IV of the NHPA Amendments directs the secretary of the Interior to nominate properties of international significance to the World Heritage List; and requires federal agencies to consider the effects of their undertakings on properties outside of the United States on the World Heritage List or on the applicable countries' equivalent of the National Register. Presently the Coast Guard has no known properties on the World Heritage List or no known properties outside of the United States on applicable countries' National Register equivalent. However, the Coast Guard operates facilities in Argentina, Norway, Liberia, La Reunion Island (France), Japan, and Australia.

Regulations

Regulations are promulgated and published in the *Code of Federal Regulations* (CFR) to direct the implementation of laws. The following CFR citations are most pertinent to cultural resource management.

32 CFR 229, "Archeological Resources Protection Act of 1979; Final Uniform Regulations."

36 CFR 18 (National Historic Preservation Act of 1966), "Leases and Exchanges of Historic Property," governs the historic property leasing and exchange provisions of this law.

36 CFR 60 (NHPA and EO 11593), "National Register of Historic Places," addresses concurrent state and federal nominations, nominations by federal agencies, revision of nominations, and removal of properties from the National Register.

36 CFR 61 (NHPA and EO 11593), "Procedures for Approved State and Local Government Historic

Preservation Programs," establishes standards for the approval of state historic preservation programs; requires state historic preservation officers to conduct statewide surveys of cultural properties, prepare and implement state preservation plans, and cooperate with federal agencies in Section 106 compliance; sets qualification standards for preservation professionals.

36 CFR 63 (NHPA and EO 11593), "Determinations of Eligibility for inclusion in the National Register of Historic Places," establishes process for federal agencies to obtain determinations of eligibility on properties.

36 CFR 65 (Historic Sites Act of 1935), "National Historic Landmarks Program," establishes criteria and procedures for identifying properties of national significance, designating them as national historic landmarks, revising landmark boundaries, and removing landmark designations.

36 CFR 66 "Recovery of Scientific, Prehistoric, Historic and Archeological Data."

36 CFR 68 (NHPA) contains the secretary of the interior's standards for historic preservation projects, including acquisition, protection, stabilization, preservation, rehabilitation, restoration, and reconstruction.

36 CFR 78 (NHPA), waiver of Federal Agency Responsibilities Under Section 110 of the National Historic Preservation Act.

36 CFR 79 (NHPA and ARPA), "Curation of Federally Owned and Administered Archeological Collections," provides standards, procedures and guidelines to be followed by Federal agencies in preserving and providing adequate long-term curatorial services for archeological collections of prehistoric and historic artifacts and associated records that are recovered under Section 110 of the NHPA, the Reservoir Salvage Act, ARPA and the Antiquities Act. The National Park Service has published a "reader-friendly" version of this regulation under the same title (1991).

36 CFR 800 (NHPA and EO 11593), "Protection of Historic and Cultural Properties," includes regulations of the Advisory Council on Historic Preservation to implement Section 106 of the National Historic Preservation Act as amended and presidential directives issued pursuant thereto.

36 CFR 1222-1238 (Federal Records Act), "Records Management"

43 CFR 3 (Antiquities Act) establishes procedures to be followed for permitting the excavation or collection of prehistoric and historic objects on federal lands.

43 CFR 7, Subparts A and B (Archaeological Resources Protection Act, as amended), “Protection of Archeological Resources, Uniform Regulations” and “Department of the Interior Supplemental Regulations,” provides definitions, standards, and procedures for federal land managers to protect archeological resources and provides further guidance for Interior bureaus on definitions, permitting procedures, and civil penalty hearings.

43 CFR 10 (Native American Graves Protection and Repatriation Act)

Directives

Department of Transportation Order 5610.1C, *Procedures for Considering Environmental Impacts*—Section 2.E.1.a. on historical properties responsibilities states the Coast Guard: “(1) has the final responsibility in accordance with 36 CFR 800.4(a) to identify historical and cultural resources in the vicinity of a proposed project. These resources include districts, sites, building, structures, and objects significant in American history, architecture, archeology, or culture.” (2) All Coast Guard actions require compliance with section 106 of the National Historic Preservation Act of 1966 (16 U.S.C. Part 470, *et seq.*), as amended; Executive Order 11593, Protection and Enhancement of the Cultural Environment; 40 CFR Section 1502.25(a); 36 CFR Part 800 (Protection of Historic and Cultural Properties) which implements Section 106 of the National Historic Preservation Act and Executive Order 11593; 36 CFR Parts 60 and 63; and any other appropriate implementing regulations. (3) In order to comply with the above, the responsible Coast Guard official shall review the National Register of Historic Places (NRHP), and its supplements, to determine if any Coast Guard actions will effect properties listed or proposed for listing. In addition, the Coast Guard official is responsible for investigating the project area to determine if any resources meet the criteria for evaluation given in 36 CFR Section 60.4 (In brief, 36 CFR Section 60.4 states that properties of historical, architectural, or archaeological significance should be considered for national Register evaluation if they are associated with events and persons significant in our past, or that have distinctive character, artistic values or the work of a master, or have yielded or are likely to

yield important information in pre-history or history. 36 CFR Section 60.4 provides specific criteria and should be referenced.) (4) The responsible official shall coordinate with the State Historic Preservation Officer and the Department of the Interior (National Register) to determine eligibility or the need to nominate the property, if owned by the Coast Guard. (5) The responsible Coast Guard official shall document all investigations concerning historic and cultural properties. If no properties are found, or if properties are found near the project area, it should be so documented and supported in the case file.”

Section 2.E.1.b. on Advisory Council on Historical Preservation states “(1) The responsible Coast Guard official shall forward adequate documentation of a finding of no adverse effect to the Executive Director of the Advisory Council on Historic Preservation in accordance with 36 CFR Section 800.4(c). (2) For Coast Guard actions where it is determined that there is an adverse effect on the protected property, the responsible Coast Guard official shall prepare the Preliminary Case Report (36 CFR Section 800.13(b)) and submit it to the Advisory Council for Historic Preservation in accordance with 36 CFR Section 800.4(d). When the Memorandum of Agreement (MOA) is prepared (36 CFR Section 800.6(c)), the Coast Guard official responsible for final agency action (issuance or detail of the permit) shall sign for the Coast Guard.

Section 2.E.1.c. on Public and Agency Involvement states, “The District Commander shall send a copy of the public notice to the State Historic Preservation Officer (SHPO), the National Park Service and other known agencies having expertise with regard to possible historic resources. In addition, individuals or groups having special interest or expertise, such as county or city historical preservation groups, should receive the public notice.”

COMDTINST M16475.1B, *National Environmental Policy Act*—establishes policy and prescribes responsibilities and procedures for Coast Guard implementation of NEPA Environmental Impact Statements. Appropriate sections on historical and cultural resources are included.

COMDTINST M4500.5, *Property Management Manual*—requires that all artifacts owned by the Coast Guard are to be recorded, and identified as, in the *Personal Property Accountability* (PPA) System along with the value of each item. The

Public Affairs Manual assigns the History Branch responsibility to maintain "... a service wide inventory of ... artifacts, ensuing that they are identified, appraised and recorded into the ... PPA System."

COMDTINST M5212.12, *Paperwork Management Manual*—prescribes policies and outlines procedures for administering the Coast Guard paperwork management program as it relates to the management of records, filing systems, reports, and forms.

Special Directive 82-12, *Historic Property Leases and Exchanges*—elaborates on the leasing and exchange of historic properties under Section 111 of the National Historic Preservation Act of 1966 as amended.