Treatment Recommendations

Introduction

The treatment recommendations and guidelines that comprise this chapter were prepared to provide an overall vision for the Portsmouth Village Historic District's historic landscape that will sustain long-term management and interpretation. This treatment plan arose from a synthesis of the work undertaken by the project team in preparing this CLR, considered in conjunction with the park's 1982 *General Management Plan* (GMP). The treatment plan also addresses the needs and recommendations identified in various park planning documents, including the 1980 *Interpretive Prospectus for Cape Lookout National Seashore*, 1982 *Historic Resources Study,* and 1983 "Resources Management Plan and Environmental Assessment," and the management issues outlined for the CLR team by park personnel during an April 2007 conference call.

This chapter is organized into the following six sections:

1. *Management Issues, Goals, and Objectives*, which provides a summary of the management issues collected by the CLR team from various sources, including the GMP, various environmental assessment and planning documents, and park personnel.

2. *Recommended Landscape Treatment Approach*, which outlines the four alternatives recognized by the Secretary of the Interior for treating historic landscapes, and identifies the most appropriate approach for the village. It also provides the rationale for the selection and describes why the other alternatives were not selected. This section also presents an overarching philosophy that guides the recommendations and guidelines that comprise the treatment plan for the historic district landscape.

3. *Treatment Concept*, which outlines the overarching philosophy or approach that drives the treatment recommendations, guidelines, and their implementation. The treatment concept is illustrated on the Treatment Plan.

4. *General Management and Design Guidelines for Treatment*, which identifies the guidelines that apply to the village as a whole, regardless of any alternatives-based treatment choices that are made by the park.

5. *Treatment Recommendations by Landscape Characteristic*, which identifies the treatment recommendations that apply to each landscape characteristic.

6. *Implementation Projects* which identify specific projects to be undertaken to realize the recommendations.

Management Issues, Goals, and Objectives

The park's purpose, as stated in the GMP, is "to preserve for public use and enjoyment an area in the state of North Carolina possessing outstanding natural and recreational values . . . and permit hunting and fishing, including shellfishing, on lands, marshlands, and water . . . and administer the Cape Lookout National Seashore for the general purposes of public outdoor recreation, including conservation of natural features contributing to public enjoyment."[180] While areas of cultural values were not specifically addressed in this enabling legislation, the park continues to manage and maintain sites such as Cape Lookout Village and Portsmouth Village as important cultural features to

be perpetuated in accordance with the 1916 NPS Organic Act, under their mandate to

> promote and regulate the use of the Federal areas known as national parks, monuments, and reservations hereinafter specified by such means and measures as conform to the fundamental purposes of the said parks, monuments, and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.[181]

The GMP notes the NPS approach to management of cultural and natural resources within the National Seashore. In compliance with section 7 of the amended Endangered Species Act, the NPS has consulted with the U.S. Fish and Wildlife Service about the endangered and threatened species at Cape Lookout National Seashore. The Fish and Wildlife Service concurred with the conclusions of the NPS "Biological Assessment" that the actions called for in the GMP will not adversely affect the species known to visit or nest on the island such as the Atlantic loggerhead turtle, eastern brown pelican, or Arctic peregrine falcon, all federally listed endangered or threatened species. The NPS has agreed to certain measures to protect nesting turtles.[182]

Similarly, for compliance with Section 106 of the National Historic Preservation Act, the NPS notes that the state historic preservation officer of North Carolina will be notified prior to any construction, dredging, or other ground-disturbing activities within the district, and will be given an opportunity to review and comment on any plans for such activities.[183]

Any proposal for development at the seashore needs to reflect the provisions of Executive Order 11988 (Floodplain Management) and Executive Order 11990 (Protection of Wetlands). The purposes of these acts are to avoid adverse impacts associated with the modification of floodplains or wetlands and to avoid new construction in these sensitive areas wherever there is a practicable alternative. Except for the highest dunes on Cape Lookout Point, all of the barrier islands in the national seashore are located within the 100-year floodplain and in the coastal high hazard area. New construction will adhere to applicable standards, except where minimal and expendable structures are a more appropriate means to reduce loss of investment.[184]

Permits required under Section 10 of the Rivers and Harbors Act and Section 4 of the Clean Water Act will be obtained from the U.S. Army Corps of Engineers when projects are designed. Projects requiring such permits include maintenance dredging, spoil disposal, and dock and marina construction.[185]

According to the requirements of the Safe Drinking Water Act, the public water system for any proposed development will comply with all national primary drinking water regulations.[186]

The specific approach to managing Portsmouth Village indicated in the GMP is as follows:

> To the greatest extent practical, Portsmouth Village (listed on the National Register of Historic Places) will be preserved as it appeared around the turn of the century, from which time the present buildings remain. Today, three properties are subject to life estates, and one is under a 25-year lease. Exteriors of the structures will be maintained along with the grounds and lanes surrounding them. The visitor will observe these on self-guiding tours through the village. Some structures will be used for interpretation, and visitors will be allowed to enter. The history of Portsmouth Village will be presented there, with an emphasis on the earlier years. The more recent history will be interpreted along the trails. The interior of some structures will be adapted for contemporary administrative functions.[187]

180. National Park Service, *Final Environmental Impact Statement: General Management Plan / Development Concept Plan: Cape Lookout National Seashore, North Carolina* (Carteret County, North Carolina: Cape Lookout National Seashore, December 1982), 1.
181. The National Park Service Organic Act (16 U.S.C. l, 2, 3, and 4), as set forth herein, consists of the Act of August 25, 1916 (39 Stat. 535) and amendments thereto.
182. *Final Environmental Impact Statement* (December 1982), 5.
183. Ibid.
184. Ibid.
185. Ibid., 5–6.
186. Ibid.

The GMP also notes that private vehicle use may continue on Portsmouth Island within specific corridors. Based on the gated entrance to the community via the Road to the Beach, this does not apply to the historic district.

The plan indicates that, while private boats may land along the shores, public access will occur only via natural channels. The boats providing access to Portsmouth Island will need to be shallow-draft vessels less than thirty feet long and able to carry between six and fifty passengers. To ensure ongoing access, periodic dredging may be required at the docking sites. However, this dredging requirement is not expected to be frequent or extensive.[188]

Finally, the GMP identifies the park-related features that exist or are compatible with the historic site as ferry landing points, ferryboat docks, a comfort station, a ranger station, a maintenance facility, interpretive structures. As for the historic resources of the district, the GMP suggests that the exterior preservation of historic structures, control of natural processes, and adaptation of interiors are desirable management objectives for the village.

The park's 1980 Interpretive Prospectus notes that the primary interpretive objective for the National Seashore is: "to foster appreciation and understanding of the seashore's ecological communities, the geological processes that shape the island system, and the relationship between man's activities and these communities and processes."[189] The document makes reference to a May 1980 Draft *General Management Plan/Wilderness Study, Development Concept Plan*, which describes management objectives for interpretation, including:

- To emphasize man and his relation to the sea in the historical theme;
- To interpret cultural and economic life of the Outer Banks at Portsmouth Village;
- To preserve intact as feasible, nationally-significant historic resources; and
- To recognize that dynamic natural forces have influenced the historic structures throughout their existence and will continue to influence them.[190]

The document further identifies guidelines for interpretation within Cape Lookout National Seashore as follows:

- Do not erect anything on the islands that is not expendable.
- Interpretive messages must be short and to the point.
- Interpretive facilities must interpret features that are easily discerned.
- Interpretation must be in harmony with visitor expectations.
- Interpretive devices must be relatively environment proof.

Many more specific recommendations included in the prospectus, however, appear never to have been implemented. One of these was to locate a visitor contact station in the Portsmouth Village Post Office and General Store as the center of village life in the twentieth century. Exhibits inside were to tell the story of the function and role of this building in the daily life of the residents and the village's communication and supply system. The prospectus proposed three wayside exhibits: 1) Shell Castle from a viewpoint at Haulover Point, to describe the important role of the island in nineteenth-century commerce to the region; 2) Henry Pigott's house, to commemorate African-American heritage in an Outer Banks settlement and Mr. Pigott's role as the island's mail carrier; and 3) the Life-Saving Station, to present highlights of the history of this structure and the men who staffed it, as well as the important role that it played socially and economically within the village community.

187. Ibid., 7.
188. Ibid., 14–15.
189. National Park Service, "Interpretive Prospectus; Cape Lookout National Seashore" (Carteret County, North Carolina: Cape Lookout National Seashore, November 1980), 1.
190. Ibid., 4.

The management issues identified for the CLR team by the NPS through conversations and conference calls conducted on behalf of this project include:

- *Historic leasing program of structures*. Currently five or six houses are seasonally occupied under a historic leasing program. There is interest in continued leasing; however, the park may not be able to renew the leases without addressing issues of water supply and sewage treatment. The CLR discusses the impacts of these utility needs on the historic district and methods for mitigating the impacts of any site improvements made to accommodate them (see also below). In addition, repairs may be needed to the residential structures to permit continued or expanded leasing. Also, the possibility of leasing structures for shorter time periods through a concessionaire should be considered.

- *New well*. The NPS is considering drilling a 650- to 700-foot-deep well to supply water within the village. The CLR discusses appropriate locations for the utility structures related to this new water system.

- *District boundaries*. The southern boundary of the National Register Historic District does not extend to include the sites of settlements at Middle Community and Sheep Island. The CLR discusses whether the boundary should be adjusted based on findings of this study, or whether maintaining the current boundary but enhancing interpretation of these settlements is sufficient to recognize their history.

- *Access*. The locations of the existing docks and accessibility of the site are currently problematic due to the shallowness of the water off Haulover Point. The CLR discusses alternative means for accessing the historic district.

- *Threatened key features*. Weather and financially challenged maintenance budgets pose long-term threats to the key features of the historic district. The CLR discusses measures for protecting key features and mitigating any potential impacts from storms, visitation, and necessary new infrastructure improvements.

- *Hurricane impacts*. Given the ongoing threat to village structures from hurricanes, the future maintenance of the historic structures needs to be addressed. The CLR recommends an approach for interpreting, stabilizing, rehabilitating, or reconstructing historic structures if damaged or destroyed by a hurricane requires consideration.

- *Vegetation clearing*. A great deal of clearing has been performed by NPS since the 1970s, but the historic site remains far more vegetated than during the period in which the village was actively populated. The CLR discusses the appropriate density of vegetation for interpretation of the site and the actions that would be required to establish the proposed vegetative composition.

- *Vegetation types*. The CLR discusses the species and communities that are appropriate for the historic site given the cultural conditions, past land uses and activities, and interpretive goals for the historic district.

- *Vegetation management*. The park is reluctant to use prescribed burning to control vegetation, particularly in the vicinity of historic structures. Mechanical means of clearing are preferred. The CLR comments on appropriate approaches to vegetation management.

Recommended Landscape Treatment Approach

The Secretary of the Interior currently recognizes four primary treatment alternatives for historic properties: preservation, rehabilitation, restoration, and reconstruction. These are defined and discussed in the NPS guidance document, Director's Order No. 28: *Cultural Resource Management Guideline*, as well as *The Secretary of the Interior's Standards for the Treatment of Historic Properties* with *Guidelines for the Treatment of Cultural Landscapes*, as follows:

Preservation is the act or process of applying measures necessary to sustain the existing form, integrity, and materials of a historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the

ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New 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.

Rehabilitation is 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 is the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by removing features from other periods in its history and reconstructing missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project.

Reconstruction is the act or process of depicting, by means of new construction, the form, features, and detailing of a non-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.

Based upon the park's need to meet current and projected future interpretive, functional, and management goals, *rehabilitation* is recommended as the appropriate treatment approach for the Portsmouth Village Historic District landscape, with a strong emphasis on preservation of this unique community that survives with a very high degree of integrity. Because rehabilitation is defined as the act or process of making possible a compatible use for a property, this approach allows for protection of the site's historic character and resources while carefully addressing the needs for limited enhancement of interpretive opportunities and circulation routes, ecological maintenance and restoration, and the improvement of visitor amenities as outlined in the GMP.

Within the rehabilitation treatment, stabilization, protection, and preservation of historic and natural resources are actions that must occur to allow for the limited accommodation of new uses. As part of the treatment recommendations, those resources and systems within Portsmouth Village Historic District that are to be the focus of stabilization, protection, and preservation are noted. Sensitive habitats and biotic resources, as well as sites of known and potential archeological resources, for example, should be treated with great care. In general, the CLR recommends preservation of archeological resources unless a compelling research question or informational need justifies disturbance or excavation, or mitigation to accommodate unavoidable change is necessary.

In considering the other treatment alternatives recognized by the Secretary of the Interior for the Portsmouth Village Historic District landscape, the CLR found them inappropriate for the following reasons. Preservation is overly restrictive because it does not allow for the enhanced interpretation and site access recommended in the GMP. Restoration and reconstruction are inappropriate for the Portsmouth Village Historic District landscape because they assume, as a prerequisite, that sufficient documentation exists to accurately portray a lost historic condition. At this time, it does not appear that there are documentary sources detailed enough to support restoration or reconstruction of the Portsmouth Village Historic District cultural landscape.

Secretary of the Interior's Standards for Rehabilitation

The following section summarizes the standards for rehabilitation espoused by the Secretary of the Interior for historic properties. The ten basic principles that comprise the standards are intended to help preserve the distinctive character of a site while allowing for reasonable change to meet new needs. The standards (36 CFR Part 67) apply to historic properties of all periods, locations, sizes, conditions, and uses. These standards create a baseline of guidance to which intended changes to the historic landscape must be compared. These standards are neither technical nor prescriptive, but promote responsible preservation practices as follows:

1. A property will be used as it was historically, or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.

2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.

3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.

4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.

5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.

6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.

7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.

8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Treatment Concept

Refer to Fig. 203, Treatment Plan. The treatment plan for Portsmouth Village Historic District provides a vision for the property as a whole, as well as site-specific guidance for individual resources. This section is intended to convey the overarching vision or concept for treatment, within which the more specific recommendations that follow can be understood.

The park is currently doing a very successful job of managing the cultural landscape of the village and balancing cultural and natural resource values. The park has already recognized the need to protect and enhance the historic properties located within the district and to provide better interpretation through signage, waysides, vegetation management, and consideration of revealing additional areas of importance to the history of the village such as Middle Community and Sheep Island.

The overarching concept for cultural landscape treatment at Portsmouth Village is to further balance the protection and enhancement of the National Register district's historic integrity with contemporary park visitor access and interpretation responsibilities and sustainable land management practices. Many of the specific landscape treatment recommendations included herein are intended to help convey the story of the island community by retaining as many historic features as possible, establishing aids to interpreting missing features, and managing natural resources and processes to ensure the on-going integrity and interpretive value of the historic district.

Protection and repair of surviving historic buildings, structures, road corridors, and small-scale features, as well as vegetation and natural resource management, interpretation, and consideration of the overall visitor experience are the main focus of the treatment plan. The recommended approach to vegetation management supports a crucial interpretive

goal at the park: enhancement of visual accessibility and maintenance or reinstatement of historic landscape character. Removal of the existing non-contributing woodland areas and consideration of the reestablishment of some historic vegetation communities, such as maritime forest species, are recommended in the treatment plan.

The CLR also recommends weaving interpretation of all significant layers of history that have occurred on the site—including early settlement and role in lightering, the U.S. Marine Hospital, Life-Saving Station, Coast Guard, and commercial fishing industry into these experiences.

General Management and Design Guidelines for Treatment

The general management and design guidelines that follow pertain to Portsmouth Village Historic District as a whole and should be used when planning for any future landscape change. They are intended to support all landscape treatments proposed herein and should be considered in conjunction with any project or treatment alternative that is undertaken at the park. These guidelines relate to a philosophy of cultural landscape treatment based on NPS Director's Order No. 28: *Cultural Resource Management Guideline*, and the S*ecretary of the Interior's Standards for the Treatment of Historic Properties* with *Guidelines for the Treatment of Cultural Landscapes*.

Natural Systems and Features, Vegetation, and Topography

- Prepare a detailed topographic survey of the historic district and Middle Community and Sheep Island.
- Retain, maintain, and protect all existing onshore and offshore water resources.
- Practice integrated pest management (IPM) in accordance with NPS policies. Avoid the use of pesticides and herbicides unless absolutely necessary. If chemical controls are used, apply the minimum necessary to achieve the proposed effect. Allow only qualified applicators to apply chemicals.
- Remove, when necessary, existing trees using a method that minimizes the potential impacts on known and potential cultural and archeological resources. Undertake tree removal from areas with known or potential cultural and archeological resources under the guidance of a historical landscape architect and archeologist.
- Employ best management practices for thinning and clearing woody growth areas. Undertake clearing and thinning operations with the goals of reducing fuel loads, opening viewsheds, and returning vegetation to its approximate composition during the early twentieth century.
- Mark all vegetation to be thinned or cleared prior to beginning work. Employ an arborist, natural resource manager, and/or landscape architect familiar with the park to mark the vegetation to be removed or thinned.
- Remove dead trees and shrubs and those identified as potentially hazardous to individuals or resources because of their health or condition.
- Avoid altering topography within the historic district.
- Protect any slopes from erosion by maintaining a healthy vegetative cover on all slopes.

Spatial Organization

- Restore historic patterns of spatial organization relating to vegetation using ecologically sound techniques and best management practices.

Land Uses

- Consider equally both natural and cultural features in treatment and land-use decisions.
- Avoid land-use activities, permanent or temporary, which threaten or impair known or potential archeological resources.
- Monitor and regulate use of the landscape to minimize immediate and long-term damage to cultural resources.
- Prohibit all-terrain vehicles (ATVs) and other motorized vehicles, as well as mountain bikes and horses, from accessing the park. Do not

allow any recreational uses within the district that may endanger visitors, cultural resources, or sensitive ecosystem areas; that require extensive facility development; or that conflict with resource protection goals.

- Limit, monitor, and control access to areas that are vulnerable to damage from human access or use.

Circulation

- Avoid altering existing circulation routes or establishing new circulation routes until after compliance has been completed.

- Minimize the visual impacts of vehicles and vehicular access systems. Consider the potential impact on views when planning to add or change circulation systems.

- Continue to prevent vehicular access within the district. Make park vehicular access as unobtrusive as possible.

- Minimize the visual impacts of any new pedestrian access systems.

- Design interpretive trail systems to follow the routes of historic road traces and alignments whenever practicable. Consider, however, the potential impacts of new trails following these routes. Assess the visual impact of trail on important viewsheds, potential impact on sensitive natural and archeological resources, accessibility, and overall interpretive value. If issues of concern cannot be mitigated, consider using a different alignment for the trail that fulfills related goals.

- Avoid regrading that will damage historic road traces when establishing new trails along historic routes. Whenever regrading is necessary, use fill that is distinguishable from the existing grade rather than cut, which will destroy the resource.

- Consider alternative interpretive trail alignments if documentary and archeological evidence is insufficient to determine the precise routes of historic roads.

- Route visitor circulation away from sensitive archeological resources, cultural sites, and endangered species habitat areas.

- Follow the regulations stipulated in the Uniform Federal Accessibility Standard (UFAS) and Americans with Disabilities Act Accessibility Guidelines (ADAAG) for trails and paths when establishing universally accessible circulation that may be designated as "improved." Avoid steep slopes, ensure that trail widths meet regulations, and take other precautions to make these trails accessible to all visitors.

- Provide universally accessible routes to primary interpretive elements. Strive to accommodate universal accessibility to all interpreted features. Provide alternative interpretive experiences where accessibility is not possible or reasonable.

Buildings and Structures

- Remove non-contributing buildings and structures only if they have a negative impact on the historic character and integrity of the park landscape. Document thoroughly all buildings and structures before removal.

- Avoid conjectural reconstruction of missing historic buildings and structures.

Views and Viewsheds

- Minimize the visual impact of circulation systems. Consider using techniques such as establishing vegetative screens, evaluating the potential for new trails to be invisible from key viewpoints, and minimizing the amount of signage, seating, and other small-scale features associated with these access systems in their design.

Small-scale Features

- Provide minimal site furnishings to accommodate visitors. Use site furnishings that are compatible with the character of the district in concept and materials. Ensure that the style of site furnishings is uniform throughout the district.

- Keep the number of contemporary small-scale features to the minimum required for visitor and staff comfort and safety.

LEGEND

- Historic district boundary
- Fences
- Buildings and structures
- Water
- Pond
- Mown turf
- Contributing vegetation
- Non-contributing vegetation

Treatment Recommendations

1 Retain existing ecosystems and plant communities, except for the non-contributing vegetation within the village core.

2 Monitor marshes and aquifers to ensure there is no contamination from current cultural uses such as septic systems.

3 Monitor for and control invasive species, eradicating wherever possible.

4 Retain and maintain existing vegetation except for woody vegetation identified as non-contributing and to be removed.

5 Retain the overall patterns of spatial organization that were present within the village during the period of significance. Protect historic, natural, and cultural scenic resources, visual quality, and views associated with the historic village. Maintain, and support reestablishment of, the site's sweeping views between properties, along the road corridors, and to the ocean.

6 Continue residential use of the district. Perpetuate residential uses through short-term leases, rentals, park employee use, or concessionaire agreements. Market dwellings as part of a rustic coastal experience.

7 Retain and maintain the existing village roads. Continue routine grading. Prevent heavy vehicular use of the village roads, particularly by lessees. Continue to restrict public vehicles in the district.

8 Retain, and maintain or repair the contributing concrete walks and steps at the Life-Saving Station.

9 Regrade those sections of Haulover Point Road and the Village Road that flood during storms and subsequently retain pools of water.

10 Continue to facilitate boat access to the village at Haulover Point as possible.

11 Establish a physical connection to Middle Community. Consider maintaining the Old Straight Road between Sheep Island and Portsmouth Village as this connection.

12 Remove non-contributing woody vegetation within the village to enhance historic patterns of spatial organization, open views of the historic properties, and allow more air circulation.

13 Retain the pine plantation to screen the Generator Shed and septic leach field. Consider it a non-contributing resource that is less sensitive to change when proposals for new programmatic needs arise.

14 Denote the current limits of the pine plantation using hand-held GPS equipment. Do not allow the stand to extend beyond its current configuration.

15 Consider altering a portion of the pine plantation by planting live oak saplings as a potential means for reestablishing an area of maritime forest within the village.

16 Retain and maintain all contributing buildings and structures. Make the stabilization and repair of buildings and structures in poor condition a priority. Stabilize and repair the exteriors of contributing buildings and structures in fair condition.

17 Avoid constructing any new buildings or structures within the district unless absolutely necessary.

18 Avoid restoring or reconstructing missing buildings and structures due to a lack of available documentation to support accurate restoration.

19 Conduct careful documentation procedures of all surviving historic buildings, structures, and small-scale features. Utilize this information to restore existing buildings that may be damaged or destroyed by storms or hurricanes in the future.

20 Consider locating the new well within the pine plantation where it can be more easily screened from view.

21 Consider alternatives for representing missing historic buildings and structures for interpretive purposes, including marking their foundation outlines on the ground plane, constructing low walls or groups of wood posts to represent the footprints or corners of missing buildings, and providing an artist's rendering of the missing feature or features in conjunction with details of historic maps and photographs.

22 Interpret Middle Community and Sheep Island to visitors.

23 Retain and maintain all contributing small-scale features, particularly fencing and grave features.

24 Repair and replace missing and incomplete fencelines associated with historic properties.

25 Repair, stabilize, and restore cemetery headstones and other grave markers in fair and poor condition.

26 Conduct a systematic archeological survey and testing of the district, focusing on sites where former structures are no longer standing.

27 Conduct an intensive, systematic archeological survey to locate evidence of settlement in the Middle Community and on Sheep Island

Sources: Autocad base derived from 1997 aerial photography provided by NPS, 2005 Globe Explorer satelite imagery, 1982 NPS Natural Resource Study and 1981 NPS Resources Management Plan.

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0 600'

Portsmouth Village

Cape Lookout National Seashore, NC

Cultural Landscape Report

Map Prepared by John Milner Associates, Inc.

Figure 203.

Treatment recommendations

- Convey interpretive information to visitors primarily through pamphlets and other materials that do not require the establishment of new features within the landscape.

New Design and Construction and Sustainability

- Institute cultural and natural resource treatment and maintenance methods that are environmentally and culturally sensitive and sustainable over the long term.

- Minimize areas of ground disturbance, earth grading and compaction, and drainage pattern alteration.

- Promote biodiversity and native plant species.

- Design new construction taking into consideration best management practices established for the park. In particular, design new construction using green building techniques, and incorporate technologies such as those described by Leadership in Energy and Environmental Design (LEED), a voluntary, consensus-based national standard for developing sustainable building.

- Take into consideration life-cycle costing of materials to assess their long-term wearing and maintenance costs. Consider materials that are non-toxic, durable, long-lived, and low-maintenance.

- Undertake sufficient study and recordation of landscape features that require modification, repair, or replacement before work is performed to protect research and interpretive values.

- Locate any necessary new features supporting visitor services and administrative, operations, and maintenance functions in the existing visitor center at Harkers Island or in areas where they can be carefully screened. If these facilities are found to be insufficient for projected needs, consider a location for housing new facilities that is outside of the village core.

- Design and situate new additions or alterations to the landscape in such a way that they do nothing to destroy the historic materials, features, and spatial relationships that characterize the cultural landscape.

- Introduce new buildings and structures to facilitate access and interpretation while minimizing adverse impacts on the historic character and features of the landscape.

- Ensure that new construction is compatible with existing historic resources in materials, size, scale and proportion, and massing. Differentiate new work from existing resources.

- Design and situate new additions and alterations to the landscape in such a way that, if removed in the future, the essential form and integrity of the landscape would be unimpaired.

- Design new construction to have muted, neutral, earth-tone colors and materials that serve to make new facilities compatible with the historic and natural context. Ensure that all new features are designed with hurricane and severe storm damage in mind.

- Ensure that the location, design, and construction of new facilities and systems are subordinate to the surviving cultural and natural landscape. New design and construction should be as visually unobtrusive as possible without sacrificing functionality.

- Avoid siting new buildings and structures in any of the primary viewshed areas.

Interpretation

- Prepare a revised Interpretive Plan for the Portsmouth Village Historic District that takes into consideration all available historical information about the site, the potential addition of Middle Community and Sheep Island to the interpretive program, and the interpretive goals and recommendations of this CLR as provided below. See Implementation Project No. 4 for more information.

- Provide an alternative means for interpretation, such as a visitor contact station exhibit, for those features located in areas that cannot be made universally accessible.

- Consider carefully any proposals to restore or reconstruct missing features. Prior to undertaking restoration or reconstruction efforts, carefully weigh the financial costs of both the initial effort, as well as the subsequent maintenance costs; the ultimate benefit to be gained for interpretation; and the accuracy with which the feature could be reestablished.

Treatment Recommendations by Landscape Characteristic

Within the overall framework of rehabilitation, a resource-driven approach to landscape management is provided below for each landscape characteristic. In some cases, alternatives for treatment are presented that offer a range of options for the park that can be considered in conjunction with available levels of funding and maintenance capabilities.

Some of the recommendations conveyed below make reference to the implementation projects that follow. The implementation projects provide specific guidance regarding the actions required to implement the treatment plan.

General Recommendations

- Continue to foster and maintain relationships and partnerships with the descendants of Portsmouth Village residents and the Friends of Portsmouth Village.

- Consider conducting additional oral history interviews with willing descendants, including on-site interviews that might help tie the stories to the site.

- Encourage descendants to serve as volunteer interpretive guides on site.

- Update the List of Classified Structures (LCS) to include recent changes to the district's historic resources. Add the Marine Hospital Cistern, Elijah Gaskill headstone, the Warren Creek Cemetery, Governor Wallace Cemetery, Battle Brothers Building, and Portsmouth Cemetery to the list. Remove the Babb House Barn and Styron-Bragg Privy, which are no longer extant.

- Consider updating the National Register nomination to include the Middle Community and Sheep Island within the district's boundary. Document the archeological potential of these areas to support a significance evaluation under National Register Criterion D since there are relatively few above-ground resources with integrity. Extant features to be documented include the site of the Battle Brothers Building and the Wallace and Warren Creek Cemeteries.

- Document the condition of the landscape periodically through photo point photography, taking photographs from consistent locations that can be compared against previous photographs. Consider the locations of historic photographs as sites for contemporary periodic photo point photography. Consider the use of a hand-held Global Positioning System (GPS) unit to document the photo station points.

Natural Systems and Features, Topography, and Topographic Modifications

Portsmouth Village Historic District contains important natural systems and features including marshes, tidal creeks, shrub savannahs and shrub thickets, grasslands, and sand hammocks. Some of these features are in need of regular maintenance to prevent them from obscuring cultural features.

- Retain existing ecosystems and plant communities, except for the non-contributing vegetation within the village core. Monitor marshes and aquifers to ensure there is no contamination from current cultural uses, including septic systems.

- Retain native plant communities. Monitor for invasive species. Control, and eradicate if possible, any invasive species identified through monitoring.

- Retain existing vegetation where it provides screening for views of the generator shed and septic leach field near the airstrip from interpreted historic areas.

Spatial Organization

Rehabilitating the spatial organization of the park to its appearance during the early-twentieth-century period of significance is a key component of enhancing interpretation within the district. Rehabilitating vegetation patterns, missing circulation features, and small-scale features such as fencing, as well as identifying and interpreting key missing features, will engender a greater understanding of the history of the island's community for visitors.

- Retain the overall patterns of spatial organization that were present within the village during the period of significance. Character-defining patterns of spatial organization associated with the village core include clusters of dwellings, cemeteries, and institutional buildings along road corridors. Dwellings are often associated with outbuildings and fenced precincts. Open views between building precincts, and toward the water, are also character-defining.

Land Uses

Appropriate land uses should be encouraged within the district. These include residential, housing of seasonal staff, researchers, and those successfully applying for temporary lease of available dwellings; interpretation of the site during the period of significance; and unobtrusive maintenance functions.

- Continue residential use of the district. Perpetuate residential uses through short-term leases, rentals, park employee use, or concessionaire agreements. Offer the dwellings as a rustic coastal experience.

- Avoid altering historic structures to accommodate rental use beyond providing the most basic needs.

Circulation

Circulation features located within the park include the Village Road, Old Straight Road, and various access roads leading to residential properties. Treatment recommendations focus on the retention and maintenance of contributing historic routes and the reestablishment of any historic routes as appropriate to support interpretation.

- Retain and maintain the existing village roads. Continue to maintain the roads via routine grading. Prevent heavy vehicular use of the village roads, particularly by lessees. Continue to restrict public vehicles in the district.

- Retain and maintain the contributing concrete walks and steps at the Life-Saving Station. Repair the walks, which are in fair condition.

- Avoid establishing new roads, particularly across sensitive areas. When new circulation features are needed, consider reestablishing missing historic routes. Consider reestablishing historic roads for use in establishing a loop interpretive trail through the village. See Implementation Project No. 11 for more information.

- Repair those sections of Haulover Point Road and the Village Road that flood during storms and subsequently retain pools of water more than twelve hours later, particularly since this is the primary route of access by visitors. Consider crowning these segments. New sand may need to be added to Haulover Point Road to build up the prism. Continue to retain the sand using wood edging strips.

- Facilitate boat access to the village. Current access options include the docks at Haulover Point and behind the Styron-Bragg House. Investigate additional locations with water deep enough to allow visitors to access the island. Consider, as per the GMP, minimal dredging to continue to afford access to Haulover Point. This location is the most desirable given its proximity to the visitor contact station located within the Dixon-Salter House.

- Establish a physical connection to Middle Community. Consider maintaining the Old Straight Road between Sheep Island and Portsmouth Village as this connection.

- Consider also establishing a side route into Middle Community along one of its former road corridors.

- Determine the alignment of missing road corridors through review of historic maps, conducted in conjunction with field survey. Once identified, document the locations of missing roads using handheld GPS units.

Removal and maintenance of woody vegetation will be required to ensure accessibility along reestablished historic corridors.

Cultural Vegetation

In order to enhance interpretation of the village as it existed during the period of significance, it would be desirable to diminish the extent of woody plant cover. Most of the existing vegetation has arisen naturally through reduced maintenance. The role of this naturally occurring vegetation as wildlife habitat and in protecting the island landscape from the erosive processes of wind and water must be weighed against its cultural resource value before implementation of this recommendation.

The CLR recommends sensitive maintenance and management of vegetation communities in support of historic scene enhancement. The implementation guidelines located at the end of this chapter provide suggestions for clearing and thinning operations to return the village to a more open character without denuding the landscape or diminishing key wildlife habitat. The recommendations provided below suggest where retaining non-historic vegetation is acceptable or desirable and provide guidance for evaluating and determining the effect that removal elsewhere might have on island ecology.

Vegetation Management Planning Process

- Establish a vegetation management plan for Portsmouth Island that includes the former Middle Community and Sheep Island. As part of its development, consult with maintenance personnel to determine the long-term regime necessary to maintain the vegetation remaining within the village, including thinning vegetation to open views, maintain air circulation around buildings, and reduce the potential for fire. See Implementation Project No. 5 for more information.

- Determine the anticipated advantages and disadvantages associated with any vegetation removal proposal.

- Consult with a natural resource specialist prior to removing any vegetation to determine the value or role of the vegetation in protecting existing landforms, providing habitat for wildlife, and the effect that removal may have on storm/hurricane impacts such as storm surge, waves, and overwash. The extent of impacts from these processes could potentially be changed by vegetation removal, although the modified impacts would not necessarily be negative.

- Consider the impact on topography and soil/dune stabilization if vegetation is removed, including what protection the vegetation may provide buildings, structures, and other sensitive resources.

- Consider alternatives for vegetation management that reduce the mosquito population in areas of high visitor use. Mosquitoes at Portsmouth Village are an extreme hindrance to visitor enjoyment of the site.

Re-establish Historic Character of the Village by Removing Non-Contributing Woody Vegetation

- Identify as closely as possible the historic character of the area under consideration for vegetation removal to ensure that its appearance after removal is consistent with an accurate portrayal of historic conditions.

- Identify the areas of non-contributing vegetation, using the CLR analysis as a guide. Consider any interpretive values associated with non-contributing vegetation; retain areas on a case-by-case basis if interpretive values outweigh the need for removal.

- Remove non-contributing woody vegetation within the village to enhance historic patterns of spatial organization, open views of the historic properties, and allow more air to circulate within this wet environment. See Implementation Project No. 7 for more information.

- Consider removing areas of non-contributing vegetation in stages to diminish any negative impacts. When removing large stands of non-contributing woody vegetation to support reestablishment of historic open character and views, consider retaining a limited number of healthy trees to provide shade within the village.

- Evaluate each stage of removal to determine when a sufficiently open character has been achieved. During the initial stage, remove only aged, diseased, and damaged plants, and subsequently evaluate the effect on reestablishing historic patterns and views. If the effect is not sufficient, consider limbing up trees and thinning remaining plants. Again, evaluate the visual effect before removing additional vegetation.

- Consider maintaining the majority of the village core landscape in open grassland once the woody vegetation has been removed. Consider using goats to maintain vegetation to desired character. Continue to mow regularly around cultural precincts and less frequently in the rest of the village landscape, promoting cool-season grasses around buildings and structures and open grassland, comprised of warm-season grasses and limited shrub growth, beyond.

- Interpret the natural resource values of any non-contributing vegetation that is retained in support of wildlife.

- Maintain minimal vegetation around the village dwellings. Continue to allow lessees to tend limited perennial borders and ornamental plantings, particularly shrubs and trees that produce edible fruits such as figs, to recall the limited domestic cultivated plantings of the historic community. Avoid formal ornamental plantings for which no historic evidence exists.

Pine Plantation Management

- Retain the pine plantation between the schoolhouse and the airstrip that is beyond the core of the historic village and view of primary interpretive areas, particularly as it helps to screen the generator shed and septic leach field from view. Consider it, however, a non-contributing resource that is less sensitive to change when proposals for new programmatic needs arise.

- Denote the current limits of the pine plantation using hand-held GPS equipment. Do not allow the stand to extend beyond its current configuration.

- Develop an approach to maintaining the pine plantation that takes into consideration the positive affect of thinning on stand health and wildlife habitat. Consider altering a portion of the stand by planting live oak saplings as a potential means for reestablishing an area of maritime forest within the village. Residents are known to have relied on the wood of live oak trees, no longer present on the island, for firewood and building materials. The pine plantation may serve as a nurse environment for reestablishing live oaks.

Buildings and Structures

Most of the existing buildings and structures within the historic district are contributing features that date from the mid- to late nineteenth and twentieth centuries. The exceptions include the comfort station along the Road to the Beach, the generator shed, and the sheds along the dock behind the Styron-Bragg and T. T. Potter Houses. Buildings and structures that existed during the early phase of the village's development are entirely missing from the current village landscape. Missing buildings and structures associated with the eighteenth and early nineteenth centuries played an important part in the evolution of the landscape. Although restoration or reconstruction of the community is neither feasible nor appropriate, the park's Interpretive Plan should consider other means of conveying this aspect of the history of the landscape to the visitor. The treatment plan discusses methods for interpreting sites of missing features, how to weave these sites into the visitor tour route, and their value to the park's interpretive program. Interpretation of missing buildings and structures should be undertaken without the use of conjecture. Interpretive exhibits should be established based on evidence identified through documentary and archeological research.

- Retain and maintain all contributing buildings and structures.

- Avoid constructing any new buildings or structures within the district unless absolutely necessary.

- Restore the exterior appearance of contributing buildings and structures whenever sufficient documentary evidence exists to support the effort. See Implementation Project No. 9 for more information.

- Avoid restoring or reconstructing missing buildings and structures due to a lack of available documentation to support accurate restoration. While this is the most illustrative way of aiding interpretation of the historic scene, it is also expensive and the method most prone to speculation.

- Document carefully all surviving historic buildings, structures, and small-scale features. Utilize this information to restore features that may be damaged or destroyed by storms or hurricanes in the future.

- Make the stabilization and repair of buildings and structures in poor condition a priority. These include the Dennis Mason shed, George Dixon House, Carl Dixon House, Dixon-Salter House, Cecil Gilgo House and Henry Babb cistern. See Implementation Project No. 1 for more information.

- Stabilize and repair the exteriors of contributing buildings and structures in fair condition. These include Portsmouth Life-Saving Station stable, Roy Robinson House, Jesse Babb kitchen, McWilliams-Dixon privy, Portsmouth Mehodist Church, Washington Roberts House, Portsmouth Post Office, Henry Pigott cool house, Henry Pigott kitchen, Henry Pigott second shed, Robert Wallace House, Carl Dixon summer kitchen, Dixon-Salter shed, Dixon-Salter privy, Portsmouth Schoolhouse, Styron-Bragg cool house, United States Marine Hospital cistern, and the brick Keller cistern.

- Consider various options (see below) for the establishment of a new well to provide drinking water for district inhabitants and visitors. Consider sustainability in the design and construction of the new well. See Implementation Project No. 6 for more information.

    1. Locate the new well within the pine plantation that occupies the area between the schoolhouse and the airstrip where it can be more easily screened from view.

    2. Locate the new well outside of the historic district in another location that can be adequately screened from important visitor interpretive areas.

    3. Attempt to reestablish a connection to the artesian well on Casey Island.

- Screen the new well's above-ground features from views afforded from any nearby interpreted areas. Utilize weathered wood board fencing, native vegetation, or a combination to screen the new feature. Ensure that any new vegetation will not damage the well or any underground features. Avoid using vegetation that is prone to weak limbs or has a deep root system.

- Site any new buildings out of high-risk coastal hazard zones and design features as much as possible to withstand the coastal environment. For example, consider designs that utilize portable buildings placed on raised foundations, with low-angle hip roofs and round structures.

- Consider replacing sanitary waste systems with composting toilets. Consider gray water systems for non-potable uses.

- Ensure that buildings with interpreted interiors are universally accessible. These currently include the Dixon-Salter House and the Life-Saving Station.

Accessibility

- Consider carefully the least intrusive solutions for providing accessibility to historic structures. Consider utilizing methods that are removable and do not have a lasting effect on the structures requiring accessibility improvements. Construct accessibility systems from contemporary materials that are simple, unadorned, of muted colors, and yet compatible with the historic building materials to which they are connected.

- Construct any new features that accommodate access—stairs, board walkways, or handrails—in such a way that they can be installed and removed without causing damage to the historic materials.

- Introduce features such as ramps and boardwalks to facilitate access in ways that

minimize adverse impacts. The new or altered features should be as unobtrusive as possible while allowing for accessibility and safety.

- Provide alternative interpretive experiences, such as audio tapes, brochures, signage, and videos in cases where the establishment of accessible routes would diminish the integrity of a historic resource.

- Paths and walks should be as accessible as possible without impacting the integrity of the resource. In establishing walks and trails, avoid cut and fill or other earth moving whenever possible.

Interpretation

- Consider alternatives for representing missing historic buildings and structures for interpretive purposes, including marking their foundation outlines on the ground plane, constructing low walls or groups of wood posts to represent the footprints or corners of missing buildings, and providing an artist's rendering of the missing feature or features in conjunction with details of historic maps and photographs. Missing elements of the Life-Saving Station complex, and missing dwellings and outbuildings within the village core that are known to have existed during the twentieth century are the most likely candidates for interpretation that illustrates missing features in association with the existing resources. Missing eighteenth-century landscape features are better candidates for interpretation that relies on imaginative renderings and evocative descriptions. See Implementation Project No. 8 for more information.

- Interpret Middle Community and Sheep Island to visitors. Provide access to these areas by maintaining as open the Old Straight Road and an additional historic road alignment within the community. Convey interpretive information about the former community using printed brochures and limited signage. Consider identifying the known locations of former community features such as buildings and structures, fencing, plantings, and circulation using mowing patterns and other vegetation management approaches and limited foundation or feature outlines. Consider the same interpretive means noted above for missing village features for those features missing from Middle Community and Sheep Island. See Implementation Projects 5, 8, 10, and 11 for more information.

- Consider revealing the landform formerly known as Mount Truxston by removing woody vegetation, providing an access route to the site, and clearing a view to the water from the high point to interpret its historic role as a lookout position.

Views and Viewsheds

Views are another key interpretive element of Portsmouth Village Historic District, as viewpoints associated with elevated landforms served as a link between the community and the surrounding ocean. Woody vegetation currently obscures the open qualities that existed during the period of significance. Rehabilitation of views must be considered in conjunction with vegetation thinning and clearing recommendations. Viewshed rehabilitation should be integral to the park's scene-rehabilitation efforts.

- Protect historic, natural, and cultural scenic resources, visual quality, and views associated with the historic village.

- Maintain and support reestablishment of the site's sweeping views between properties, along the road corridors, and to the ocean.

- Reestablish sightlines within the village core through removal of non-contributing woody vegetation.

Small-scale Features

The only small-scale features known to survive from the early period of significance are headstones, footstones, and burial area delineations associated with the cemeteries. There are various small-scale features that appear to survive from the latter part of the period of significance, including fences and additional grave features. For contributing or potentially contributing small-scale features, a conservative approach to their treatment is recommended, including retaining and maintaining these resources to protect their cultural resource values.

One of the small-scale features represented on historic maps that is now missing is the system of fences once used to protect cultural features from livestock that grazed freely over the island. Reestablishment of historic fence patterns would enhance interpretation of the community's landscape; currently, however, it would be difficult to reestablish many of the missing small-scale features without introducing conjecture. Missing features could instead be marked using compatible non-historic features, such as wood, stone, or metal posts, that indicate locations for interpretation or wayfinding, rather than introducing features that might be misinterpreted as being historic.

Docks, bridges, and jetties are also known to be missing. Since little is known about their character or even specific locations, it is not recommended they be reconstructed.

- Retain and maintain all contributing small-scale features, including:
  - The picket fence around the Grace Cemetery.
  - The picket fence around the Styron-Bragg House precinct.
  - The picket fence around the Babb-Dixon Cemetery.
  - The picket fence around the McWilliams-Dixon House precinct.
  - The picket fence around the Henry Pigott House precinct.
  - Babb-Dixon Cemetery gravestones.
  - Grace Cemetery gravestones.
  - Community Cemetery grave features.
  - Portsmouth Cemetery grave features.
  - Keeler-Styron Cemetery grave features.
  - Two Seamen's Graves gravestones.
  - The Samuel Dudley headstone.
  - The Elijah Gaskill headstone.
- Repair and replace missing and incomplete fencelines associated with historic properties, including those associated with the Styron-Bragg House precinct, McWilliams-Dixon House precinct, and Henry Pigott House precinct. See Implementation Project No. 10 for more information.
- Repair, stabilize, and restore cemetery headstones and other grave markers in fair and poor condition including Grace Cemetery headstones; Portsmouth Cemetery headstones and footstones; Keller-Styron Cemetery headstones; Community Cemetery headstones; concrete vault covers and group plot edging, Community Cemetery; two seamen's graves; brick outline of grave, Keller-Styron Cemetery; Dr. Samuel Dudley headstone; and Elijah Gaskill headstone. See Implementation Project No. 2 for more information.
- Retain and repair features that are characteristic of traditional Outer Banks life, such as fish-cleaning tables and boat maintenance-related items, even if they post-date the period of significance.
- Minimize the introduction of new small-scale features such as site furnishings to include only what is necessary to meet operational and visitor needs. New small-scale features should be compatible with the character of the district. Consider weathered wood and muted earth tone colors. Avoid reflective signage.

Archeological Resources

The entire district should be considered an archeological resource, and any proposed or potential ground disturbance should be examined by archeologists on a case-by-case basis. Appropriate compliance should be conducted prior to implementation of any landscape treatment recommendations that require ground disturbance, including trail establishment or realignment, vegetation changes, or interpretive exhibit development. Subsurface archeological investigations should only be undertaken to address a specific goal or question about the historic landscape.

- Develop a list of research questions to be addressed by archeology. The archeological remains on Portsmouth Island have the potential to address research questions about settlement and subsistence on the barrier islands of North Carolina: access to markets, the utilization of space, and social hierarchy to name a few.

- Continue to work with descendants of the Portsmouth Village community to identify former cultural sites and gain a better understanding of the physical history of the property.

- Consider conducting limited subsurface testing to gain some understanding of what it would take to do a survey.

- Conduct a systematic survey and testing of the district, focusing on sites where former structures are no longer standing. See Implementation Project No. 3 for more information.

- Consider including a metal detector to evaluate if this would be a useful tool.

- Incorporate landscape archeology into the survey process (reading landform to predict former land uses and features) to identify evidence of missing resources. This approach is non-invasive and uses surficial clues to direct additional investigation.

- Utilize GPS equipment to document the locations of sites identified through survey.

- Consider limited excavation to address the most important question(s), assessing the integrity of village archeological resources in the process.

- Investigate the mound or trash midden north of the McWilliams-Dixon House for its information potential.

- Conduct an intensive systematic survey to locate evidence of settlement in Middle Community and on Sheep Island. Clearing will need to be conducted prior to survey. The clearing of vegetation by fire is not recommended. Fires would destroy portions of the landscape such as ornamental plantings, wood piers, and fence posts.

- Investigate the hammock northeast of Middle Community. According to local informant Chester Lynn, the hammock has a cemetery and house sites on it.

- Conduct a walk-over survey of Sheep Island and the coastal area showing fishing shanties.

- Survey the area to the east of the Straight Road to assess its potential as the possible location of a Civil War fortification.

- Conduct an inventory of the cemeteries on Portsmouth and Sheep Islands. Document the individuals buried in each cemetery and the surviving grave markers that have not already been documented.

- Consider utilizing ground penetrating radar (GPR) study of each of the cemeteries. It is likely that additional graves are present, but are not marked. It is also possible that markers have been moved. A GPR study would assist in determining if the cemetery boundaries are correct, if grave markers are located over graves, and if additional graves are present. Based on these cemetery delineations, the NPS can then develop a ground disturbance plan which avoids the cemeteries.

- Take appropriate steps to ensure that maintenance of the cemeteries does not damage grave markers.

Recommendations Suggested by Friends of Portsmouth Village

- Furnish additional building interiors with exhibits and furnishings that depict lifeways during the period of significance.

- Provide additional exhibits at the Life-Saving Station such as a replica of life-saving boats. Investigate local boat builders capable of developing the replica.

- Update the exhibit in the visitor contact station more frequently.

- Attract more visitors by expanding the advertising and promotion of the village at the Harkers Island Visitor Center and on Ocracoke. Indicate that Portsmouth Village is the only place left on the Outer Banks where visitors can see examples of local construction methods and materials and how life used to look. Provide information about the island's natural resources in addition to the information available about its cultural traditions.

Implementation Projects

The following eleven implementation projects, organized in priority order, are explored in detail on the pages that follow. They support the recommendations provided above.

1. Stabilize and repair historic buildings and structures in fair and poor condition.
2. Stabilize and repair features associated with cemeteries.
3. Complete a comprehensive archeological survey of Portsmouth Island, Middle Community, and Sheep Island.
4. Prepare an interpretive plan.
5. Prepare a vegetation management plan.
6. Locate an appropriate site for the establishment of a new well.
7. Clear and thin non-contributing woody vegetation.
8. Interpret missing buildings and structures.
9. Restore the exterior appearance of contributing buildings and structures.
10. Repair and replace historic picket fencing.
11. Reestablish historic road alignments.

1. Stabilize and repair historic buildings and structures in fair and poor condition.

Description. The park should conduct temporary stabilization projects at historic buildings that are currently in fair or poor condition. The goal of this work is to stabilize the structures to prevent ongoing deterioration until more comprehensive restoration work can be designed, funded, and implemented. Typical stabilization activities include installing structural shoring; boarding up windows and doors; patching holes or gaps in exterior walls with plywood or similar inexpensive materials; patching or overcovering roofs with roll roofing; disconnecting utilities and draining gas and water piping; vermin abatement; and removing brush and undergrowth from the building perimeter to reduce the risk of fire. Temporary stabilization work seeks to protect original materials by providing sacrificial or supplemental exterior or structural materials. Both gradual deterioration and catastrophic losses should be prevented with this method.

General repairs and preventive maintenance is an ongoing process intended to address ordinary weathering of exterior materials on buildings. Typical maintenance activities include localized surface preparation and repainting of exterior wood; cleaning plant debris from roofs, gutters, and downspouts; replacing cracked or broken panes of glass; replacing split or missing roof shingles; localized repointing of open joints in masonry; cleaning and lubricating door and window hardware; and general cleaning.

Considerations. Stabilization work is intended to be temporary in nature, to protect cultural resources in their existing state while further study, planning, and funding is in progress. Therefore, it is important to implement stabilization measures in a manner that is reversible and that does not predetermine the findings of future historical investigations such as an HSR. For example, an addition in poor structural condition that is assumed to be non-contributing should not be removed, but rather structurally shored to prevent collapse. For buildings for which an HSR has already been written, it may be desirable to document and remove non-contributing additions as part of stabilization work. In some cases, particularly for interior structural work, the temporary stabilization measures should be designed to be permanent additions to the building suitable for incorporation into a future restoration or rehabilitation project. The condition of the building before and after the stabilization work should be documented with photographs.

Additional Studies Recommended. None.

Related Implementation Projects.

No. 9. Restore the exterior appearance of contributing buildings and structures.

Proiect Implementation Process.

1. Detailed condition assessment of historic buildings and structures.

2. Written recommendations for stabilization measures, or drawings and specifications if required.

3. Implementation of stabilization by park staff or outside contractors.

2. Stabilize and repair features associated with cemeteries.

Description. The grave markers of the Portsmouth Island cemeteries are in a marine environment that is subject to high levels of moisture and severe weathering. This context can be detrimental to grave markers, causing deterioration of historic materials. For the most part, the markers are set in grassy areas dotted with trees. Heavy brush grows at the perimeter of the open spaces. Grass, tree roots, and weed growth may also damage grave markers.

FIGURE 204. Biological growth and sugaring have affected these grave markers.

Considerations/Justification. The materials used at the Portsmouth Island cemeteries primarily include marble and granite. In some cases, brick masonry or concrete was used to create a vaulted marker over the grave.

Typical conditions for grave markers in the Portsmouth Island cemeteries include the following:

- *Biological Growth*. This refers to problems related to unwanted growth or infestation of fungi, algae, microbes, or plants (Fig. 204). Biological growth may result in organic staining and bio-deterioration of the masonry pore structure from invasive root structures.

- *Cracking*. Narrow, medium, or wide separations in surfaces that extend through the thickness of the layer or unit (Fig. 205) can promote loss of material strength and further deterioration through moisture penetration.

- *Displacement*. Markers may be out of plumb or not level due to installation, design problems, or environmental factors (Fig. 206).

- *General Soiling*. Soiling is caused by foreign matter (inorganic or organic) which accumulates on materials over time. Fig. 207 is a typical example of the type of soiling observed at Portsmouth Village.

- *Open Joint*. This problem type refers to deterioration of a mortar joint between adjacent masonry units or materials. Fig. 208 is an extreme example at Portsmouth Village where the joint between the concrete top and base has opened and the entire piece has shifted.

FIGURE 205. Some grave markers have cracked into multiple pieces.

FIGURE 206. Some grave markers are displaced from their original position, such as the marker at left in the foreground.

FIGURE 207. General soiling affects many of the markers in the district, such as the two seamen's grave markers. Evidence of rising damp is also visible here.

FIGURE 208. Cracking and displacement of concrete vaults can allow water to pond, accelerating deterioration of the feature.

FIGURE 209. Rising damp has discolored the Samuel Tolson marker.

- *Ponding.* When water collects in pools on flat surfaces, it causes the saturation of surrounding materials and undue stress. At the vault shown in Fig. 208, the concrete top has partially collapsed and collects water.

- *Rising Damp.* This is the movement of moisture upward through permeable building materials by capillary action. Salts may be deposited in the voids, pores, and cracks, as shown in Fig. 209.

Project Implementation Process. The conservation of grave markers should be in compliance with the Secretary of the Interior's Standard for Preservation and the American Institute of Conservation Code of Ethics and Guidelines for Professional Practice. It is important that a detailed assessment of the grave markers noting their condition and the likely or possible causes of distress be conducted prior to the implementation of conservation treatments. The current condition of the grave markers should be documented. Specific treatments should be tested on inconspicuous small areas of markers prior to full scale implementation. The conservation of the grave markers should use compatible materials and the treatments should be retreatable to the greatest extent possible. Treatments should also include eliminating or reducing the cause of deterioration if possible.

The following list is a general guideline for typical grave marker repairs. For all cleaning and repairs, the workability, constructability, and safety requirements of the materials should be considered and noted in the specifications for each project. Specific conservation treatments should be used on a trial basis depending on the results of a detailed condition assessment. Specific conservation treatments should be recommended for widespread implementation based on the result of field trials.

Biological Growth

- Remove any vegetation by hand.

- Apply biocide or other chemical treatment based on tests applied to small areas.

Crack Repair/Patching

- Repair cracks using a compatible mineral-based grout or mortar that has proven

successful on other projects and tests made on small areas.

- Large losses may be filled with compatible mineral-based patching materials.

Displacement

- Determine the cause of the displacement (for example, installation, open joints, or tree roots) and correct the cause of the problem if possible. Alternatively, document the existing location of the marker and relocate if the cause of the problem can not be corrected.

- Grave markers should be reset using compatible materials that match the physical properties of the adjacent original material.

General Soiling/Cleaning

- Conduct small tests to identify the most gentle yet effective method of removing the soiling.

- Use appropriate water pressure, nozzle, distance, and fan tip based on cleaning trials and microscopic examination.

Open Joint

- Rake out existing masonry joints and spot repoint all grave markers as necessary with compatible mortar. Laboratory analysis of the stone and mortar may be necessary to identify a compatible mortar.

Maintenance. Part of a successful preservation plan for cemeteries is the creation of maintenance guidelines that set procedures for taking care of the stones as well as reporting any problems. Based on the conditions observed and the specific decay mechanisms present, a maintenance plan will help to preserve the cultural resources of the cemetery.

For more information, refer to the following sources:

- Association for Gravestone Studies. <www.gravestonestudies.org>

- Chicora Foundation, Inc. "Best Practices for Cemetery Lawn Maintenance." <www.savinggraves.org>

- Potter, Elizabeth Walton, and Beth M. Boland. National Register Bulletin No. 41: Guidelines for Evaluating and Registering Cemeteries and Burial Place. Washington. D.C.: U.S. Department of the Interior, National Park Service, 1992.

- Save Our Cemeteries. <www.saveourcemeteries.org>

- Strangstand, Lynette. "Preservation of Historic Burial Grounds." National Trust for Historic Preservation, Preservation Booklet, 1995.

- Striegel, Mary. "Stopping the Hands of Time: Nine Tips for Cemetery Preservation." *NCPTT Notes* No. 39 [2001]. <www.ncptt.nps.gov/NCPTT-Notes/Issue-39>

3. Complete a comprehensive archeological survey of Portsmouth and Sheep Islands

Description. Portsmouth Island offers a unique opportunity to examine land use and adaptive strategies on a barrier island prior to rural modernization. This location may be one of the few remaining locations where this type of research is possible without having to consider the effects of modern disturbances to the landscape and the archeological record. The landscape and archeological resources present in the district and across the rest of the island have retained integrity and can be used to address research questions concerning the eighteenth through the twentieth century occupation of the island. The significance of Portsmouth and Sheep Islands lies in the fact that the historic occupation of these islands represents an important example of rural adaptation to harsh barrier island conditions. Little is known about the physical composition of features present during the eighteenth through the mid to late nineteenth centuries. Archeological survey of the historic district to determine the locations of unidentified features, investigate as yet undiscovered cultural resources, and study deposits associated with extant features within Middle Community and Sheep Island would address important historic research questions and contribute greatly to interpretation of the former community. Features within the existing historic district have a high information potential; features outside the district appear also to have the potential to contribute to our understanding of this particular aspect of American history.

Considerations/Justification. The absence of a systematic survey of the site hinders the NPS efforts to maintain and interpret Portsmouth Village, because it is not known where archeological resources are present. Interpretation of the village would be greatly enhanced by the information yielded by additional archeological investigations.

Viewing the occupation of Portsmouth and Sheep Islands as a system of integrated communities comprised of related individuals and families allows for a better understanding of how the landscape was divided, utilized, and manipulated by the inhabitants across time. Cultural features, archeological deposits and artifacts, and the landscape can be used to address how the island's population adapted to changing environmental and economic factors. Portsmouth and Sheep Islands, together, are possibly the only location surviving on the Outer Banks where research can be undertaken on nineteenth to early twentieth century land use and adaptation to barrier islands across an entire community and range of activities. The remoteness of the island and the loss of population during the twentieth century slowed modernization. Eventually, permanent occupation of the island ended, preserving the historic landscape and evidence of past occupations.

The cultural resources identified on Portsmouth and Sheep Islands can be used to address several interdependent research questions that relate directly to the historical development of Portsmouth Village and the larger region. Broadly defined, these questions can be categorized under the headings of Domestic Economy and Landscape. By combining the historical record with the results of archeological and landscape investigations, future studies would provide insight into how the inhabitants adapted to and manipulated their environment, participated in regional and national economies, and interacted socially. The strategies adapted by the site's occupants as they responded to changing social and economic conditions could be investigated using the material remains recovered, and could provide the data needed to address issues of Domestic Economy, help examine acceptance rates of new consumer goods and cultural ideas, and provide information on changing lifeways.

Landscape use and change are both research directions that historical archeology is well-suited to investigate and that can add important information concerning the impacts and affects of human occupation. The archeological resources dotting Portsmouth Island can make significant contributions to the study of broad patterns of settlement and subsistence on a barrier island. Environmental factors, including soils, salinity, weather, and vegetation influenced where the inhabitants settled and which types of activities they participated in. The focus should be on how the entire landscape was used, modified, and settled upon.

Archeological investigations will be challenging because the same environmental conditions that affected historic occupations are still present. The archeological resources are extremely indistinct and difficult to find. Outside of the historic district, ham-

mocks are covered with thick vegetation that masks the ground surface and aboveground features. Further, recent hurricanes have caused a large number of tree falls that make survey work difficult.

Additional Studies Recommended. Areas of high archeological potential can be determined using historic maps, informant information, and landscape analysis. Each of these areas will need to be investigated prior to conducting the systematic survey of the island community.

The coastline is another area meriting further investigation. There are historic maps showing fishing shanties on nearby islands. It is likely that there was a seasonal shift in where the population lived, and how they used the island. Investigation into possible locations of fishing shacks, drying areas, and boat landings would be of interest in conjunction with this project. In anticipation of conducting archeology, these locations should be determined beforehand using a combination of map review, discussions with local informants, and site reconnaissance.

Related Implementation Projects.

No. 2. Stabilize and repair features associated with cemeteries. The archeological survey should include an inventory of the cemeteries that can stand as a future record for management and maintenance, as well as interpretation. Records of stabilization and repair efforts conducted as part of Project No. 2 should be kept together with survey records.

No. 4. Prepare an interpretive plan. The information derived from this project would greatly benefit an enhanced interpretive plan for the island.

No. 8. Interpret missing buildings and structures. The information derived from this project would be integral to any site-specific interpretive efforts.

No. 10. Restore and replace historic picket fencing. This project could help determine the locations of missing fences.

No. 11. Reestablish historic road alignments. This project would be integral to reestablishing historic road alignments for use as pedestrian tour routes as the means necessary to locate them on the ground.

Project Implementation Process.

1. Conduct a Phase I archeological investigation of Portsmouth Village. Include subsurface testing to determine the types, locations, and condition of belowground resources. This type of study would potentially include systematic shovel testing, metal detection, GPR, background research, and informant interviews. The locations of former roads and fencelines should be used to inform Implementation Projects No. 10 and No. 11.

2. Conduct a GPR study of the gravesites and cemeteries. A GPR study in the vicinity of the Dixon gravesite in the Middle Community, for example, may locate additional graves and provide information on how this cemetery can be interpreted. Coordinate this effort with Implementation Project No. 2.

3. Conduct Phase I archeological investigations of areas outside of the district within Middle Community and Sheep Island. A priority should be given to the Middle Community and locations where informants can provide oral histories. It is likely that human occupation focused on the hammocks. Any future Phase I archeological investigations should focus on these higher elevations first. Clearing efforts will need to be conducted prior to undertaking this survey. In areas of known sites, clearing should be done by hand, and care should be taken to avoid disturbing the ground.

4. Prepare an interpretive plan.

Description. Portsmouth Village contains numerous cultural and natural resources that have the ability to educate visitors about the historic events that took place in the landscape. To engender visitor comprehension of the village's history, a revised interpretive plan should be prepared that sets forth appropriate, creative, and efficient interpretive techniques for conveying the site's unique and rich history to visitors. The revised interpretive plan should build on the existing 1980 plan and also take into consideration how to depict the significance of the village's cultural and natural resources and their interrelationships. The plan should take into account the recommendations provided in this CLR about recalling the missing eighteenth century lightering industry, U.S. Marine Hospital, and other former elements of the community such as taverns, a windmill, schoolhouse, church, and various residences. The plan should make provisions for visitors who are physically impaired and may not be able to experience certain features or exhibits in traditional ways. The plan should also work to enhance the interpretation of building interiors and consider opening additional buildings to the public. These structures should be rendered universally accessible. The underlying principle of the plan should be to educate and inspire as many visitors as possible, using creative means that showcase the surviving significant cultural and natural resources of the district. Special attention should be paid to weaving the Middle Community and Sheep Island areas into the interpretive story.

Considerations/Justification. In addition to the establishment of the appropriate themes and stories that should be told on site, the interpretive plan will need to consider the physical means for telling the stories such as the recommended route of travel; whether there is a primary route incorporating the most important resources that is universally accessible and within walking distance for most visitors, with secondary routes available for further exploration for those with more time or inclination; the means for experiencing the route such as along a self-guided walk; the means for conveying stories, for example, on waysides, brochures, or other printed matter and/or by docents on guided tours; and whether additional structures will be made accessible and contain exhibits.

Additional Studies Recommended. The following efforts should be conducted in support of the interpretive plan:

- Develop theme and context studies to determine how this site fits into the larger regional interpretive context, including interpretation available at other NPS as well as non-federal sites.
- Review available historic documentation about the park, including HSRs and the CLR, to identify stories that supplement the existing interpretive plan.
- Consider the recommendations provided in the CLR regarding physical development of the site for access and interpretation, as well as restoration proposals and alternatives presented for interpreting missing features.

Related Implementation Projects.

No. 3. Complete a comprehensive archeological survey of Portsmouth Island, Middle Community, and Sheep Island. The information derived from this study would be an integral component of a revised interpretive plan.

No. 5. Prepare a vegetation management plan. Vegetation management strategies may support interpretation of missing buildings and structures by using mowing patterns, plantings of specific materials, or clearing and thinning in support of interpreting missing buildings and structures.

No. 7. Clear and thin non-contributing woody vegetation. Clearing of vegetation will help reestablish historic views and spatial relationships of the historic community in support of interpretation, and vegetation management strategies can be a low-impact method for providing interpretive clues about the past.

No. 8. Interpret missing buildings and structures. Creative ground-plane treatments, artistic renderings, and use of historic graphics can be used to suggest the former locations and configurations of missing historic landscape elements.

No. 9. Restore the exterior appearance of contributing buildings and structures. Restoring historic building exteriors of interpreted structures can be used as an important interpretive aid.

No. 10. Repair and replace historic picket fencing. Fencing patterns were an important component of this community as represented on the 1866 geodetic coastal survey map. Employing fencing as an interpretive tool will support the interpretation of missing buildings and structures by helping to reestablish historic patterns.

No. 11. Reestablish historic road alignments. Some of the historic road alignments that are no longer extant would be important routes to use in directing visitors to the sites of missing buildings and structures where interpretation occurs.

Project Implementation Process.

1. Conduct background research and study.

2. Prepare a revised interpretive plan for the historic district.

3. Utilize the interpretive plan to guide efforts to conduct CLR-recommended implementation projects involving visitor access and interpretation and scene restoration.

5. Prepare a vegetation management plan.

Description. Based on the treatment concept provided in this CLR, the NPS may determine that removing portions of the existing woody vegetation within the historic district promotes integrity and interpretation of the former Portsmouth Village community. Clearing of dense vegetation that currently obscures any evidence of the historic Middle Community and Sheep Island cultural developments is also recommended in the CLR. In addition to careful removal of non-contributing vegetation, these changes will need to be followed up with appropriate management and maintenance of the resulting vegetative communities. Additionally, historic woodland communities no longer present on the island could potentially be reestablished given the necessary environmental conditions and management practices. Finally, evidence remains within the historic district of culturally derived plantings that may constitute contributing resources that should be retained and maintained. In support of furthering all of these goals, a vegetation management plan should be prepared for the historic district that identifies the short- and long-term vegetation management goals, appropriate and preferred maintenance procedures, and best management practices for planting, clearing, and thinning of island vegetation. Such a plan will specifically need to address treatment of the pine plantation, reestablishment of a maritime forest, management of the various native plant communities represented on the island, the suitability of perpetuating ornamental and other culturally-derived vegetation, and the connection between plant communities and mosquito control.

Considerations/Justification. A vegetation management plan is critical for implementing the recommendations included in this CLR, but also must be based on the concepts conveyed herein. The CLR recommends removal of woody vegetation in some locations to reinstate historic viewsheds through gradual thinning process. The vegetation management plan will therefore need to consider a framework for vegetation management that addresses the inherent needs of the species present in the most sustainable manner, while also establishing the processes and methods by which vegetation should be managed to support restoration and interpretation goals.

Additional Studies Recommended. There are a number of related tasks to be accomplished in connection with or prior to development of a vegetation management plan. These include maintenance planning, studies documenting and predicting the effect of vegetation removal on other natural resources and wildlife habitat, inventory of existing vegetation, and identification of a procedure to follow in the event that invasive plant species are observed on the island.

Related Implementation Projects.

No. 2. Stabilize and repair features associated with cemeteries. Vegetation management will help protect these resources in the future.

No. 3. Complete a comprehensive archeological survey of Portsmouth Island, Middle Community, and Sheep Island. The information derived from this study would support development of a vegetation management plan.

No. 4. Prepare an interpretive plan. The information derived from this project would greatly benefit an enhanced interpretive plan for the island

No. 6. Locate an appropriate site for the establishment of a new well. Screening of any new utility structures will be an important consideration for their siting and construction. The vegetation management plan should take into consideration the need to site this proposed new feature.

No. 7. Clear and thin non-contributing woody vegetation. The vegetation management plan will set the stage for this project.

No. 8. Interpret missing buildings and structures. The information derived from this project would be integral to any site-specific interpretive efforts, including the use of vegatation to depict historic conditions.

Project Implementation Process.

1. Undertake the studies necessary to support the vegetation management plan, including maintenance planning, an evaluation of the role of existing plant communities as wildlife habitat, wetland and marshland community

management needs, and alternatives to support mosquito control.

2. Prepare a vegetation management plan, utilizing the studies cited above and the CLR's recommendations relating to control, removal, and modification of existing vegetation in support of historic, cultural, and natural resource management.

3. Initiate CLR projects relating to vegetation management.

6. Locate an appropriate site for the establishment of a new well.

Description. Ongoing residential use of the village buildings and structures, particularly as part of the historic lease program, is dependent on the establishment of a more dependable source of potable water than the current cisterns. A deep well that reaches the lower aquifer will likely be required to address this need. Wells were used historically on the island to collect fresh water, albeit on a limited basis; water collected from the upper aquifer is often contaminated by brackish water during washovers. The only reliable source of potable water would be to reach the lower aquifer many hundreds of feet below the surface.

It will likely be desirable to locate a future well out of view of the interpreted historic sites of the village and potentially interpreted areas of Middle Community. The existing pine plantation near the airstrip affords a good opportunity for screening this utility complex. The plantation does not currently obscure historic views or relationships within the village, and could easily be retained as a screen for this proposed feature. Other options might include attempting to retap the artesian system on Casey Island that was lost when a boat ran into it and broke the pipe off below the ocean surface.

Considerations/Justification. Drilling in the proposed locations may not yield the flow necessary to maintain historic leases on the island. Connecting individual structures with this water supply will also require study to protect resources along the route of any piping as well as individual historic structures.

Interpretation of Mount Truxston, a high point on the island that is located near the pine plantation, may need to be considered in the placement of the well and storage facility.

Additional Studies Recommended. The features of a well and water storage facility will likely not be compatible with the historic character of the district. Evidence of former wells, as noted in the 1978 groundwater study, should be evaluated to determine what historic wells in the village looked like.

The NPS should analyze whether the artesian well on Casey Island could ever be retapped. The means for servicing structures with water from the new well should also be analyzed.

Related Implementation Projects.

No. 3. Complete a comprehensive archeological survey of Portsmouth Island, Middle Community, and Sheep Island. The need for mitigation of the proposed site should be taken into consideration as part of the survey project.

No. 5. Prepare a vegetation management plan. Preservation of the pine plantation as a screen for this new feature should be taken into consideration in the development of the vegetation management plan.

Project Implementation Process.

1. Conduct the analyses identified above.

2. Drill a well in a location that can be appropriately screened, and develop associated water storage structures. Engage a qualified archeologist to monitor construction and any subsurface work.

3. Ensure that screening protects important viewsheds within the village. Plant additional evergreen trees as needed to enhance the screen and protect views.

7. Clear and thin non-contributing woody vegetation.

Description. The amount of woody vegetation within the Portsmouth Village historic district has increased since the period of significance due to a lack of maintenance as the community declined prior to NPS acquisition of the property. There is also a pine plantation on the island, that may have been planted by the Boy Scouts or another well-intentioned group, which does not reflect the community's cultural lifeways. In many places, thickets of trees and shrubs have grown up, blocking historic views and changing the historic open character of the village landscape. The park has expressed a desire to reestablish the historic character of the village if inadvertent damage to the environment can be avoided. To this end, portions of the existing woody vegetation should be cleared or thinned to restore important sight lines and the predominant visual aesthetic present when the community was an active place. See Fig. 210 through Fig. 213 for examples of proposed clearing.

Considerations/Justification. Although clearing and thinning vegetation will help rehabilitate historic views and allow portions of the village to approximate their historic appearance more closely, natural resource concerns must be taken into consideration as part of this project. Vegetation that has grown up since the period of significance may now provide critical habitat for wildlife or protect other resources from the elements. The availability of at least light shade within the village is desirable for visitors, NPS personnel, and lessees. Park managers must carefully weigh the benefits of clearing and thinning vegetation for interpretive purposes with the ecological consequences of removing the vegetation. Many procedures that support the goal of a visually open character, including removing dead, diseased, or damaged trees, removing the lower branches of large trees, and removing or pruning shrubs larger than four feet in height can be utilized prior to wholesale removal if retaining existing vegetation is proven desirable.

Additional Studies Recommended. Prior to beginning any clearing or thinning work, natural resource studies should be prepared that evaluate the effects of removing or thinning vegetation upon village resources. Clearing and thinning projects should also be coordinated with the vegetation management plan proposed above. An action plan, stating the most appropriate methods of removal for the village's soil and vegetation types, as well as a determination of how to dispose of the refuse, should be prepared prior to beginning work.

Related Implementation Projects.

No. 4. Prepare an interpretive plan. This project will be a key component of enhancing interpretation.

No. 5. Prepare a vegetation management plan. The vegetation management plan can help direct this project.

FIGURE 210. Views of the Dixon-Salter House are obscured by trees, as shown in this 2006 photograph.

FIGURE 211. Sketch showing the effect of proposed clearing on views to the Dixon-Salter House.

FIGURE 212. Views from Grace Cemetery to the Robert Wallace House are blocked by a stand of trees, as shown in this 2006 photograph.

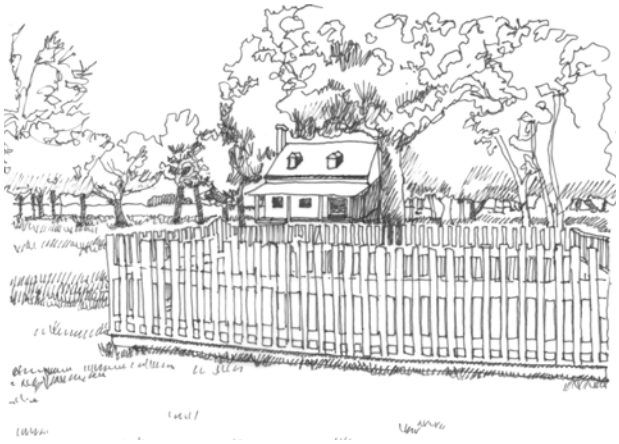

FIGURE 213. Sketch showing the effect of proposed clearing on views to the Robert Wallace House.

Project Implementation Process.

1. Undertake additional studies regarding the feasibility and consequences of removing and/or thinning vegetation.

2. Demarcate woodland to be removed.

3. Enlist a qualified archeologist to monitor vegetation removal to avoid loss or damage to surrounding cultural resources.

4. Remove or thin vegetation in stages, evaluating the visual effects at the end of each stage.

   Consider implementing aspects of the options noted above (removing lower branches, dead and damaged specimens, and pruning shrubs to below four feet in height) as part of each stage.

5. Establish native grass and forb cover in areas where woody plant materials have been removed.

6. Monitor new open vegetative cover, and maintain as necessary to prevent regeneration of undesirable woody material or invasive species.

8. Interpret missing buildings and structures.

Description. Over time, numerous buildings and structures have been lost within the Portsmouth Village community. Many of these buildings and structures were lost before good documentation was prepared, or photography was regularly available, making accurate historical interpretation of the village as it existed during the eighteenth and much of the nineteenth century challenging. While reconstructing these missing buildings and structures is one option, it may be inappropriate due to the lack of documentation of their physical forms and appearances. Other, less challenging interpretation options exist that should be considered for representing the missing features, such as outlining the footprint or three-dimensional form of a missing house; providing an artist's rendering of the feature; or marking the corners or foundation of a building using masonry, wood posts, or plant material. These options not only avoid historical inaccuracy, they are often less costly both in terms of initial installation and maintenance.

Considerations/Justification. The park must determine which buildings or structures would be best to interpret in this manner. Park managers and interpretive planners should also consider the most appropriate representation methods for features to be depicted. For instance, the park may want to reserve more intrusive, upright, or physically substantial representations for features that have the most interpretive, educational value, such as a key residence or institutional building. It is recommended that a representative method be utilized for features that cannot be accurately reconstructed using available documentation and for features that would present an anachronistic setting should they be rebuilt. The list of missing buildings and structures included in chapter four is a useful source for consideration.

Additional Studies Recommended. The park's interpretive plan is an important prerequisite for implementing any of these concepts. The development of the interpretive plan should take the recommendations included herein into consideration.

Archival research should occur as part of the data collection required to support development of new interpretive exhibits along with the proposed archeological survey of missing eighteenth, nineteenth, and twentieth century buildings and structures located within the village, Middle Community, and Sheep Island.

Related Implementation Projects.

No. 3. Complete a comprehensive archeological survey of Portsmouth Island, Middle Community, and Sheep Island. The information derived from this study would be an integral component of the knowledge base needed to interpret missing buildings and structures.

No. 4. Prepare an interpretive plan. An interpretive plan, which looks at site interpretation at a comprehensive level, is key to determining which missing features merit interpretation, and the methods appropriate for interpreting them.

No. 5. Prepare a vegetation management plan. Vegetation management strategies may support interpretation of missing buildings and structures by using mowing patterns, plantings of specific materials, or clearing and thinning in support of interpreting missing buildings and structures.

No. 10. Repair and replace historic fencing. Fencing patterns were an important component of this community as represented on the 1866 geodetic coastal survey map. Employing fencing as an interpretive tool will support the interpretation of missing buildings and structures by helping to reestablish historic patterns.

No. 11. Reestablish historic road alignments. Some of the historic road alignments that are no longer extant would be important routes to use in directing visitors to the sites of missing buildings and structures where interpretation occurs.

Project Implementation Process.

1. Assess which features should be interpreted by determining those that will deliver the most educational value to visitors.

2. Consider interpreting missing buildings and structures using techniques of marking their

FIGURE 214. An example from another park showing mowing patterns used to interpret the location of missing fencelines.

FIGURE 215. An example from another park showing reconstructed foundation walls used to interpret the location of missing buildings.

locations very unobtrusively on the ground. Consider foundation outlines or markers as the most appropriate means for indicating their locations. Ensure that any markers or foundation outlines are clearly a product of their own time. Consider placing features on the ground with minimal founding to ensure that they are reversible and leave no impression on the site. Consider also engaging an artist to develop a conceptual rendering of the historic landscape from different key vantage points for visitors to understand how the site looked during earlier centuries. Locate interpretive media in as unobtrusive a manner as possible to avoid detracting from the historic scene.

3. Enlist an exhibit designer to coordinate with park staff in planning representative features in conjunction with the interpretive plan.

4. Consider reestablishing historic fencing, or the outline of fencing, in association with interpreted missing buildings and structures.

5. Alter vegetation management regimes, such a mowing schedules and plant palettes, in such a way as to support interpretation of missing features. For example, maintain mown precincts around missing buildings and structures within reestablished fencelines to recall historic patterns of spatial organization and delineate living areas.

6. Enlist a qualified archeologist to monitor ground-disturbing activities during construction of interpretive features.

7. Enlist qualified park staff or a landscape contractor to install the chosen representative features.

9. Restore the exterior appearance of contributing buildings and structures.

Description. The park can consider restoration of the exterior appearance of historic buildings to their condition during the period of significance, following guidance offered by historic photographs. Future restoration work will build upon restoration work previously completed. The goal of this work is to recreate the historic scene of the village by removal of non-contributing features and materials and restoration of the historic architectural character of contributing buildings in the village.

Typical exterior restoration work includes repair and/or replacement of deteriorated exterior wood features and repainting of wood exterior siding and trim; patching or replacement of roof materials; restoration of wood windows, including installation of new glazing putty and repainting; demolition of non-contributing additions or features; and reconstruction of missing features that are documented by pictorial and/or physical evidence.

Considerations/Justifications. The restoration of individual buildings in Portsmouth Village should be undertaken so that the village as a whole consistently presents its appearance during the period of significance. For many of the buildings of the village, non-contributing twentieth-century exterior materials and alterations were removed during restoration work performed in the early 1980s. However, some buildings now require additional restoration work, typically to address weathering-related deterioration since the 1980s or the effects of recent hurricanes. Also, not all buildings were fully restored during the 1980s work. For example, additions or wings of buildings that are known to have existed during the period of significance were not reconstructed. Where sufficiently detailed documentation exists, additional restoration work can be performed. Other buildings, such as the T. T. Potter House, have not been restored and currently include significant non-contributing alterations.

Additional Studies Recommended. The park's interpretive plan is an important prerequisite for planning any building restoration. Additionally, an HSR should be completed for any building prior to implementing restoration work. To date, HSRs have been completed for the Portsmouth Life-Saving Station, Ed Styron House, and George Dixon House. The HSR should identify a specific date or period that restoration work should target for the individual building, based upon available documentation and the overall period of significance for the village. Restoration work should be documented with notes, drawings, and photographs before, during, and after the work.

Related Implementation Projects.

No. 1. Stabilize and repair historic buildings and structures in fair and poor condition

Proiect Implementation Process.

1. Development of an HSR, including detailed condition assessment of the historic building; documentation of its appearance during the period of significance, and written recommendations for a restoration approach.

2. Development of construction drawings and specifications for restoration.

3. Implementation of restoration work by outside contractors.

4. Documentation of restoration work.

10. Repair and replace historic picket fencing.

Description. Fences are strong visual aids when used for interpretive purposes, depicting historic patterns of spatial organization and property ownership. The 1866 geodetic coastal survey map illustrates the locations of many fences associated with both residential and other types of properties within the village and the Middle Community in the mid-nineteenth century. Many of the extant properties on the island today are enclosed by historic picket fences. Evidence of former fencelines around cemeteries also survives on the island. While in many cases it remains difficult to determine exactly what type of fencing was used in each specific location, board, picket, and barbed-wire fencing were in use within the area. This project relates to CLR recommendations to repair existing picket fencing within the village for which good evidence survives to suggest this action, and marking for interpretation the locations of missing fencing to help convey the texture, fabric, and patterns of spatial organization of the community as it existed during the period of significance.

Considerations/Justification. Reestablishment of fencing in historic locations or representation of the location of historic fencing without accurately depicting the fence type and location can be misleading to the public. It will be important to take every precaution to ensure that the design of fencelines to be reestablished is as accurate to the historic period as possible, or that it is clearly a contemporary product intended as an aid to interpretation. Historic photographs, maps, narrative accounts, and the results of archeological investigations should be scrutinized for clues regarding these important features as part of the design process.

As for repair of existing picket fencing, extant portions of the fence should be replicated to fashion replacements for missing sections. Whenever possible, extant fence sections that are in storage or still available on site should be rehabilitated or repaired before constructing new sections.

Additional Studies Recommended. Using historic maps and photographs, in conjunction with the results of archeological investigations, determine through interpretive planning which historic fencelines would provide the most educational value as an interpretive aid. Ensure that these features are accessible along a pedestrian tour route of the site.

Related Implementation Projects.

No. 3. Complete a comprehensive archeological survey of Portsmouth Island, Middle Community, and Sheep Island. The information derived from this study would be an integral component of the knowledge base needed to interpret missing building precincts, including fencing.

No. 4. Prepare an interpretive plan. An interpretive plan, which looks at site interpretation at a comprehensive level, is key to determining which missing features merit interpretation, and the methods appropriate for interpreting them.

No. 5. Prepare a vegetation management plan. Vegetation management strategies may support interpretation of missing features such as fences by using mowing patterns, plantings, or clearing and thinning.

No. 11. Reestablish historic road alignments. Some of the historic road alignments that are no longer extant would be important routes to use in directing visitors to the sites of missing buildings and structures and associated fencing where interpretation occurs.

Project Implementation Process.

1. Repair all existing picket fencing within the village that currently has missing sections, missing gates, or needs general maintenance.

2. Using the interpretive plan as a guide, determine which historic fences merit reestablishment or interpretation. Consider the options available for interpreting these missing features, including reconstruction, construction of a contemporary fence in an historic location to interpret associated patterns of spatial organization, or marking the former fence location using low bollards or other durable materials or vegetation materials or management procedures that clearly illustrate the fenceline such as mowing.

11. Reestablish historic road alignments.

Description. There are various roads visible on historic aerial photographs that are no longer extant. Some of these, particularly those that follow the village's northern shoreline, may provide access to sites of former resources that will be desirable to interpret. The Old Straight Road through the Middle Community is still visible as a trace, but could be enhanced through vegetative clearing to support visitor access to this area. Other former roads within the Middle Community may be desirable to reestablish in support of interpreting this area.

Considerations/Justification. Before beginning any road reestablishment projects, the alignments of missing former roads must be located in the field by archeologists. Only those roads that support proposed interpretation should be reestablished. Park staff and natural resource managers must determine the potential impacts of these roads on the local ecology. In some locations, particularly within the Middle Community, reestablishment of roads may result in a loss of vegetation and a need to construct either bridges or puncheons to cross wet areas. Additionally road reestablishment, particularly in the village, could lead to an anachronistic setting should roads be rebuilt that never coexisted historically. Finally, while roads along the northern edge of the village are visible in historic aerial photographs, the locations of the roads that existed at the time that many of the missing buildings that may be desirable to interpret are not currently known.

Additional Studies Recommended. Currently, only some of the missing roads are visible on the ground plane, and archeological investigation will likely be necessary to locate the former alignment of many proposed roads to be reestablished. Natural resource studies for area that may be impacted by the constructed should be prepared prior to implementation of this project.

Related Implementation Projects.

No. 3. Complete a comprehensive archeological survey of Portsmouth Island, Middle Community, and Sheep Island. The information derived from this study would be an integral component of the knowledge base needed to develop an interpretive plan and the preferred visitor route to experience the village and associated areas of the community.

No. 4. Prepare an interpretive plan. An interpretive plan, which looks at site interpretation at a comprehensive level, is key to determining which missing features merit interpretation and reestablishment.

No. 5. Prepare a vegetation management plan. Vegetation management strategies may help maintain former road corridors open for visitor access.

Project Implementation Process.

1. Investigate the former alignment of missing roads to be reestablished using historic aerial photographs and maps as well as archeological investigations.
2. Determine the potential impacts of road reestablishment on the ecology of the site.
3. Prepare plans for constructing missing road corridors.
4. Enlist a qualified landscape contractor to construct the new roads by removing vegetation and carefully grading the new alignment.
5. Monitor the construction using a qualified archeologist.
6. Utilize the reestablished route(s) as part of the interpretive tour.