



## Third Taxing District

2 Second Street  
East Norwalk, CT 06855

Tel: (203) 866-9271  
Fax: (203) 866-9856

### Third Taxing District of the City of Norwalk Commission Meeting

**Monday, November 5, 2018 at 7:00p.m.**

At the Third Taxing District Office, 2 Second Street, East Norwalk, CT

1. Public Comment – 15 Minute Limit
2. Library Budget Presentation (Pgs. 1-7)
3. Discussion/Analysis of Financial Statements/Key Performance Indicators (Pgs. 8-15)
4. Oil Circuit Breaker Replacement Project (East Avenue Substation) – A/R (Pgs. 16-28)
5. Minutes of Meeting – October 1, 2018 Regular Meeting (Pgs. 29-38) and October 15, 2018 Regular Meeting (Pgs. 39-45)– A/R
6. Christmas Tree Lighting Program Review (Pgs. 46-50)
7. Update on East Avenue TOD Study Oversight Committee Meeting
8. East Norwalk Historical Cemetery (Pgs. 51-155)
9. General Manager's Report
  - Audit Update
  - Health Insurance Update
  - Update on Walk Bridge Project (Pgs. 156-166)
10. Project Summary (Pgs. 167-176)
11. Executive Session
  - Union Contract Negotiations
12. Adjourn

\*A/R – Action Required/See Attached Motion

Agenda backup material is available at the TTD office, [www.ttd.gov](http://www.ttd.gov) and will be available at the meeting.

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#### *District Commissioners*

<b>David L. Brown</b>	203-984-1129	Chairman	<b>Kevin Barber</b>	203-866-9271	General Manager
<b>Debora Goldstein</b>	203-252-7214	Commissioner	<b>Ron Scofield</b>	203-866-9271	Assistant General Manager
<b>Pamela Parkington</b>	203-858-4261	Commissioner	<b>Johnnie Weldon</b>	203-216-2652	Treasurer

<u>East Norwalk Association Library Financials</u>	<u>Budget 2018-2019</u>	<u>Proposed Budget 2019-2020</u>	<u>Change</u>
<b><u>Income</u></b>			
Hall Rental--Individual	\$3,000.00	Hall Rental--Individual	\$3,000.00 \$0.00
Hall Rental--Monthly Contract	\$24,000.00	Hall Rental--Monthly Contract	\$23,850.00 -\$150.00
Grants-Library Appropriation	\$162,900.00	Grants-Library Appropriation	\$170,000.00 \$7,100.00
TTD Fundraising Match	\$11,500.00	TTD Fundraising Match	\$10,000.00 -\$1,500.00
Grants	\$6,000.00	Grants	\$6,000.00 \$0.00
Contribution--Individual	\$2,000.00	Contribution--Individual	\$2,000.00 \$0.00
Contributions-Business 06855	\$5,000.00	Contributions-Business 06855	\$2,000.00 -\$3,000.00
Sales, Books, Copies	\$2,000.00	Sales, Books, Copies	\$1,945.00 -\$55.00
ENIA Dues	\$40.00	ENIA Dues	\$20.00 -\$20.00
Interest Income	\$10.00	Interest Income	\$10.00 \$0.00
<b>Total</b>	<b>\$216,450.00</b>	<b>Total</b>	<b>\$218,825.00 \$2,375.00</b>
<b><u>Expenses</u></b>			
Salaries	\$112,500.00	Salaries/Benefits	\$108,500.00 -\$4,000.00
Payroll Taxes--Employer	\$7,600.00	Payroll Taxes--Employer	\$7,400.00 -\$200.00
Audit Expenses	\$5,350.00	Audit Expenses	\$5,350.00 \$0.00
Bank Charges	\$25.00	Bank Charges	\$25.00 \$0.00
Bookkeeping Expense	\$4,800.00	Bookkeeping Expense	\$5,000.00 \$200.00
Children's Program Expense	\$3,000.00	Children's Program Expense	\$3,500.00 \$500.00
Adult Programs	\$3,000.00	Adult Programs	\$3,500.00 \$500.00
Community Awareness Library	\$1,975.00	Community Awareness Library	\$2,000.00 \$25.00
Computer Hardware	\$800.00	Computer Hardware	\$800.00 \$0.00
Computer Software	\$800.00	Computer Software	\$800.00 \$0.00
Maintenance Library	\$4,500.00	Maintenance Library	\$4,500.00 \$0.00
Janitorial-Supplies	\$1,000.00	Janitorial-Supplies	\$1,000.00 \$0.00
Fees & Dues	\$200.00	Fees & Dues	\$200.00 \$0.00
Hall Janitorial/Exterminator	\$1,900.00	Hall Janitorial/Exterminator	\$1,900.00 \$0.00
Hall Security	\$500.00	Hall Security	\$200.00 -\$300.00
Building Security	\$650.00	Building Security	\$650.00 \$0.00
Insurance-Directors	\$1,500.00	Insurance-Directors	\$3,000.00 \$1,500.00
Insurance-Health	\$13,200.00	Insurance-Health	\$14,000.00 \$800.00
Insurance Workmen's Comp	\$600.00	Insurance Workmen's Comp	\$600.00 \$0.00
Insurance-Life	\$2,000.00	Insurance-Life	\$2,000.00 \$0.00
Legal	\$0.00	Legal	\$1,000.00 \$1,000.00
Library-Books	\$15,000.00	Library Books Adult	\$10,000.00 \$10,000.00
Library-Mags and Newspapers	\$3,000.00	Library Books Children	\$5,000.00 -\$10,000.00
Library--Videos/DVD	\$1,400.00	Library-Mags and Newspapers	\$3,200.00 \$200.00
Janitorial-Library	\$4,500.00	Library--Videos/DVD	\$1,750.00 \$350.00
Contractor	\$3,000.00	Janitorial-Library	\$4,500.00 \$0.00
IT-Maintenance	\$1,750.00	Contractor	\$3,000.00 \$0.00
Stationery & Supplies	\$5,500.00	IT-Maintenance	\$1,750.00 \$0.00
Postage	\$1,500.00	Stationery & Supplies	\$6,000.00 \$500.00
Printing & Binding	\$900.00	Postage	\$1,000.00 -\$500.00
office Equipment	\$1,000.00	Printing & Binding	\$1,100.00 \$200.00
Communications	\$4,000.00	office Equipment	\$2,100.00 \$1,100.00
Utilities Electric	\$4,600.00	Communications	\$4,000.00 \$0.00
Utilities Gas	\$4,000.00	Utilities Electric	\$4,900.00 \$300.00
Utilities-Water	\$400.00	Utilities Gas	\$4,200.00 \$200.00
<b>TOTAL</b>	<b>\$216,450.00</b>	<b>TOTAL</b>	<b>\$218,825.00 \$2,375.00</b>

**Capital Expenditures**

Hall Kitchen \$6,000.00  
(see attached estimate)

OCTOBER 29, 2018

CAPITAL IMPROVEMENT REQUEST FOR EAST NORWALK LIBRARY

The Library is submitting a quote from Kitchen Express for the remodel of the kitchen in the downstairs Van Zilen Hall. Since the library depends on the hall as a source of income from event rentals, we think it would be a wise investment to clean and redo the kitchen area for customer use and to attract new customers.

Sylvia Archibald, Director



181 Westport Ave, Norwalk, CT, 06851  
 Telephone : 203-437-4430 Fax : 203-437-4481  
<http://www.expresskitchen.net>

**Quote**

Date
10/13/2018

<b>Bill To</b>
Daniel w Cisek 51 Van Zant St. Norwalk, CT-06855 Home# 203-838-0408 Mobile# 203-838-0408

<b>Ship To</b>
Daniel w Cisek 51 Van Zant St. Norwalk CT 06855

Quote #	Date	Rep	Account #	Project:
1NR829	10/13/2018	Richard cruz		Cisek
Item	Description	Qty	Rate(\$)	Amount(\$)
<b>Cabinets</b>				
<b>Star Cabinetry</b>				
B36B	Belfast-36" Base Cabinet {Butt Doors} - (2) Doors / (2) Drawer	1.00	338.60	338.60
B36B	Belfast-36" Base Cabinet {Butt Doors} - (2) Doors / (2) Drawer	1.00	338.60	338.60
BF3 *	Belfast-Base Filler {3"}	1.00	19.13	19.13
B30B	Belfast-30" Base Cabinet {Butt Doors} - (2) Doors / (1) Drawer	1.00	289.72	289.72
BB10 *	Belfast-Bar Bracket {3" W x 9-1/4" H x 11-1/4" D}	1.00	58.52	58.52
BB10 *	Belfast-Bar Bracket {3" W x 9-1/4" H x 11-1/4" D}	1.00	58.52	58.52
BB10 *	Belfast-Bar Bracket {3" W x 9-1/4" H x 11-1/4" D}	1.00	58.52	58.52
BB10 *	Belfast-Bar Bracket {3" W x 9-1/4" H x 11-1/4" D}	1.00	58.52	58.52
UREP96	Belfast-Refrigerator End Panel {30" W x 96" H x 3/4" Thick}	1.00	130.23	130.23
BB10 *	Belfast-Bar Bracket {3" W x 9-1/4" H x 11-1/4" D}	1.00	58.52	58.52
SB27B	Belfast-27" Sink Base Cabinet {Butt Doors} - (2) Doors / (1) False Front	1.00	253.89	253.89
TUKIT	Belfast-KT994 – ESPW / PVCA / PVCS (WS3000 / PP3000)	1.00	18.59	18.59
SCRIBE	Belfast-Scribe Molding {1/4" x 3/4" x 96" L}	2.00	11.78	23.56
B15-R	Belfast-15" Base Cabinet - (1) Door / (1) Drawer	1.00	167.48	167.48
BP	Belfast-Back Panel {1/4" – 48" x 96" Reversible Long/Short Grain}	1.00	88.66	88.66
OCM8	Belfast-Outside Corner Molding {3/4" x 3/4" x 96" L}	1.00	26.58	26.58
BB10 *	Belfast-Bar Bracket {3" W x 9-1/4" H x 11-1/4" D}	1.00	58.52	58.52



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Item	Description	Qty	Rate(\$)	Amount(\$)
UREP96	Belfast-Refrigerator End Panel {30" W x 96" H x 3/4" Thick}	1.00	130.23	130.23
TK8	Belfast-Toe Kick Cover {1/4" x 4-1/2" H x 96" L}	2.00	29.60	59.20
				<b>2,235.59</b>
<b>Accessories</b> (In-stock) Merritt Graphics Yard sign *	Standard-Yard Sign	1.00	0.00	0.00
				<b>0.00</b>
<b>Sink</b> (In-Stock) Fine Fixtures S401	Drop-In Sinks-FINEFIXTURES - DROP-IN 3 HOLE SINGLE BOWL SINK - 20 GAUGE STAINLESS STEEL - OVERALL DIMENSIONS 25" L x 22" W - BOWL DIMENSIONS 21" L x 15 1/2" W x 8" D (301 SS)	1.00	112.34	112.34
ST133	Accessories-FINE FIXTURES - DOUBLE CUP SINK STRAINER STAINLESS STEEL - EXTENDED	1.00	11.89	11.89
				<b>124.23</b>
<b>Faucet</b> (In-Stock) Star Hardware 4548319	Kitchen Faucets-OAK BROOK® KITCHEN FAUCET SINGLE HANDLE NO SPRAYER, CHROME	1.00	50.29	50.29
				<b>50.29</b>
<b>Handles</b> (In-Stock) Richelieu BP53005-145 (AMB53005-G10)	Knob-Allison Mushroom Knob - Zinc - Satin Nickel Finish - 1 1/4" Dia	16.00	1.69	27.04

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Daniel w Cisek 51 Van Zant St. Norwalk CT 06855

Quote #	Date	Rep	Account #	Project:
1NR829	10/13/2018	Richard cruz		Cisek
Item	Description	Qty	Rate(\$)	Amount(\$)
<b>Laminate</b>				<b>27.04</b>
Laminate Countertop - (S/O) Hartson & Kennedy Top	Color : 10738-Cherry , Finish : 7-Textured Gloss Countertop Type :E-TOP 2000 (NON-STOCK)	1.00	0.00	0.00
	EWB-26 1/2 :26-1/2" Standard Bar Top	7.00	36.99	258.93
	EWB-25 1/4 :25-1/4" Flat Deck Top	9.00	28.99	260.91
				<b>519.84</b>
<b>Installation</b>				
Cabinet Install Basic (CT & MA ONLY)	Standard-Installation of Cabinets (CT & MA ONLY) as per approved 2020 Floor Plan (Does not include any plumbing/electrical services for sink, cooktop or range; Spackling, sheetrock work, painting and touch-up is to be completed by the Customer unless otherwise specified; the Customer understands if any of the issues exist, the Customer is responsible to address them and will cause delay in the installation - Minimum of 10 lf)	15.00	106.00	1,590.00
				<b>1,590.00</b>
<b>Debris PickUp</b>				
Cabinet & Countertop Haul-Away Removal	Debris-Haul-Away of existing cabinetry and/or laminare countertops (Minimum of 10 lf)	15.00	12.00	180.00
	Debris-Removal of existing cabinets and/or laminare countertops (Minimum of 10 lf)	15.00	12.00	180.00
				<b>360.00</b>
<b>Delivery</b>				
Delivery 1st Floor	standard-Within a 25 mile radius on the first floor	1.00	172.00	172.00

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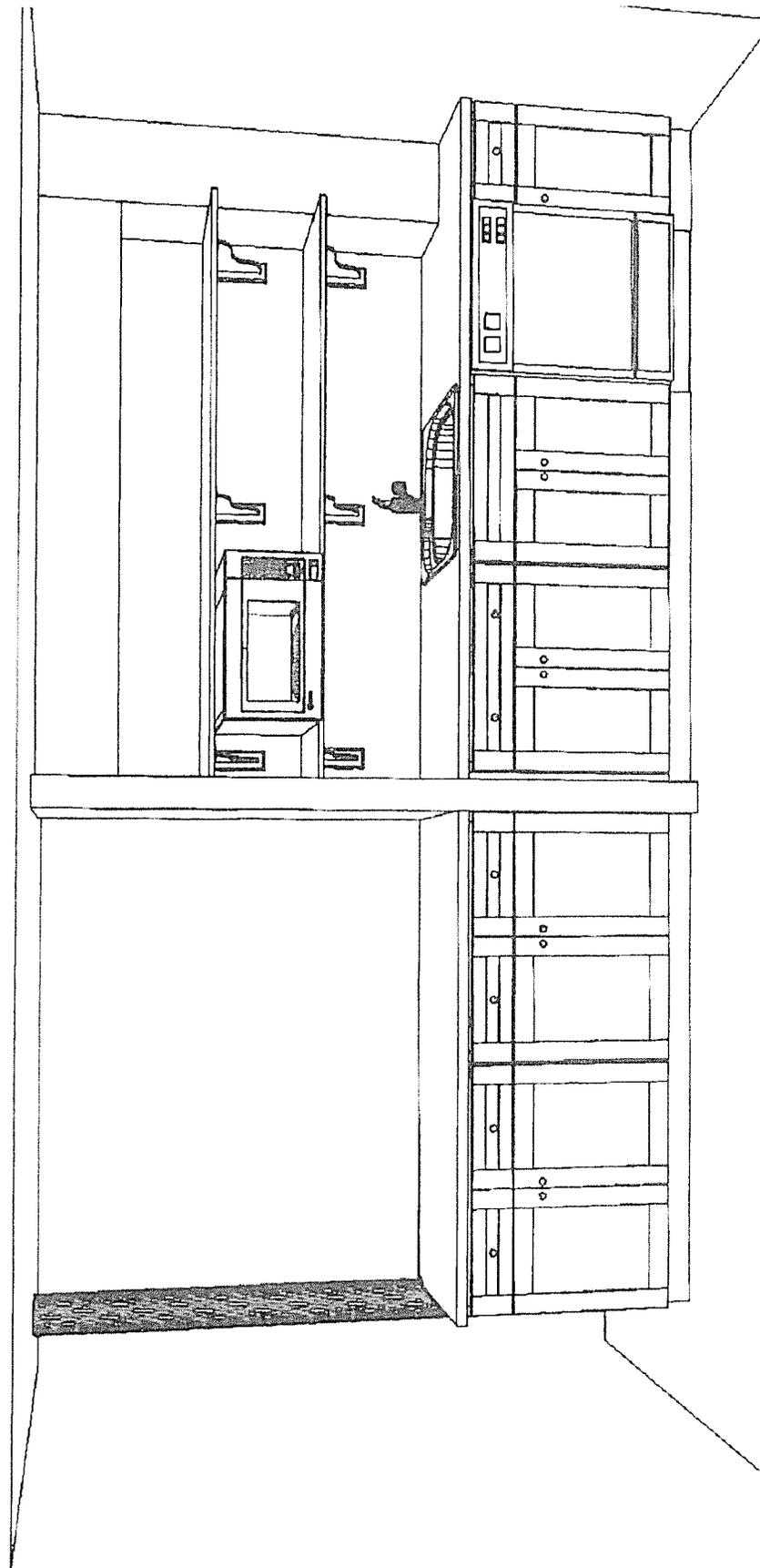
Ship To
Daniel w Cisek 51 Van Zant St. Norwalk CT 06855

Quote #	Date	Rep	Account #	Project:
1NR829	10/13/2018	Richard cruz		Cisek
Item	Description	Qty	Rate(\$)	Amount(\$)
				172.00

This is a special order and items purchased here cannot be returned for refund/ credit or exchange.  
 Balance due must be paid in full before pick-up, delivery of product or installation services can be scheduled.  
 If the balance is not paid in full within 3 days before the scheduled delivery date, the delivery will drop out of the system.

<b>Sub Total :</b>	\$5,078.99
<b>Discount :</b>	\$0.00
<b>Tax(6.35%) :</b>	\$198.69
<b>Total :</b>	\$5,277.68
<b>Paid Payment :</b>	\$0.00
<b>Wells Fargo Account :</b>	\$0.00
<b>Balance Due :</b>	\$5,277.68

Signature: \_\_\_\_\_



**Third Taxing District  
Financial Highlights  
Jul-Sep-2018 vs. Jul-Sep 2017**

	Jul-Sep18	Jul-Sep17	\$ Change	% Change
Total Income	2,705,458	2,462,945	242,513	9.85%
Total Expense	2,514,907	2,498,571	16,336	0.65%
Net Ordinary Income	190,551	(35,626)	226,177	635%
Other Income	281,680	335,693	-54,013	-16%
Other Expense	-	-	-	0%
Net Income before Rate Stabilization	472,231	300,067	172,164	57%
Rate Stabilization	80,087	115,071	-34,984	-30%
Net Income	552,317	415,138	137,179	33%

**CASH BALANCES FY 06/30/2019**

**ACCTS**

	Sep-18
Operating Accounts	1,836,970
Savings	1,287,752
Capital Improvements Fund	2,043,707

**TTD Outstanding Principal Balance with CMEEC**

Balance as of July 1, 2018	3,161,286
Current Balance	3,133,808
Current Fiscal Year Capital Additions to date	458,767

Power Supply	Current Fiscal Year-to-Date	Last Fiscal Year-to-Date	\$ Change	% Change
Energy Cost	\$ 1,532,800	\$ 1,542,699	\$ (9,899)	-1%
Budget Energy Cost	\$ 1,410,176	\$ 1,465,564	\$ (55,388)	-4%
Energy Cost Cents/KWH	10.200	10.350	\$ (0.15)	-1%

**Third Taxing District**  
**Profit & Loss Prev Year Comparison**  
September 2018

	Sep 18	Sep 17	\$ Change	% Change
<b>Ordinary Income/Expense</b>				
<b>Income</b>				
443-00 · Cervalis Data Center Revenues	34,839.19	20,428.80	14,410.39	70.54%
440-00 · Residential Sales	469,475.90	366,141.25	103,334.65	28.22%
442-01 · Large Commercial Sales	96,850.30	87,041.87	9,808.43	11.27%
442-02 · Small Commercial Sales	308,762.30	266,533.79	42,228.51	15.84%
445-01 · Water Pollutn Contrl Plnt Sales	93,931.38	83,416.05	10,515.33	12.61%
445-02 · Flat Rate	8,471.04	8,383.29	87.75	1.05%
451-00 · Miscellaneous Service Revenue	1,007.00	2,393.70	-1,386.70	-57.93%
557-00 · Purchased Power Adjustment	82,269.30	119,860.25	-37,590.95	-31.36%
<b>Total Income</b>	1,095,606.41	954,199.00	141,407.41	14.82%
<b>Cost of Goods Sold</b>				
555-00 · Electrical Power Purchased	428,468.98	449,362.95	-20,893.97	-4.65%
<b>Total COGS</b>	428,468.98	449,362.95	-20,893.97	-4.65%
<b>Gross Profit</b>	667,137.43	504,836.05	162,301.38	32.15%
<b>Expense</b>				
904-00 · Substation	13,821.09	12,446.33	1,374.76	11.05%
403-00 · Depreciation Expense	70,674.83	64,676.80	5,998.03	9.27%
408-00 · Taxes	1,428.34	1,313.89	114.45	8.71%
540-00 · Other Power Generation Expense	16,122.87	11,760.85	4,362.02	37.09%
580-00 · Distribution Expenses	6,035.43	19,740.60	-13,705.17	-69.43%
590-00 · Maintenance Expenses	41,505.80	48,370.43	-6,864.63	-14.19%
900-00 · Customer Accounts & Service	18,985.14	24,826.56	-5,841.42	-23.53%
920-00 · Administrative Expenses	152,378.87	135,529.47	16,849.40	12.43%
<b>Total Expense</b>	320,952.37	318,664.93	2,287.44	0.72%
<b>Net Ordinary Income</b>	346,185.06	186,171.12	160,013.94	85.95%
<b>Other Income/Expense</b>				
<b>Other Income</b>				
418-00 · Dividends	6,542.24	8,068.49	-1,526.25	-18.92%
419-00 · Interest Income	780.00	693.14	86.86	12.53%
420-00 · Gain/(Loss) on Investments	-2,246.71	14,263.65	-16,510.36	-115.75%
421-00 · Norden Project Income	65,000.00	43,161.70	21,838.30	50.6%
424-00 · Energy Conservation Fund Income	15,825.12	13,032.95	2,792.17	21.42%
425-00 · Miscellaneous Income	5,771.35	0.00	5,771.35	100.0%
<b>Total Other Income</b>	91,672.00	79,219.93	12,452.07	15.72%
<b>Net Other Income</b>	91,672.00	79,219.93	12,452.07	15.72%
<b>Net Income before rate stabilization</b>	437,857.06	265,391.05	172,466.01	64.99%
<b>Rate Stabilization</b>	-18,280.32	19,159.18	-37,439.50	-195.41%
<b>Net Income</b>	419,576.74	284,550.23	135,026.51	47.45%

**Third Taxing District**  
**Profit & Loss Prev Year Comparison**  
**July through September 2018**

	<b>Jul - Sep 18</b>	<b>Jul - Sep 17</b>	<b>\$ Change</b>	<b>% Change</b>
<b>Ordinary Income/Expense</b>				
<b>Income</b>				
443-00 · Cervalis Data Center Revenues	89,987.94	45,286.65	44,701.29	98.71%
440-00 · Residential Sales	1,089,730.23	930,995.69	158,734.54	17.05%
442-01 · Large Commercial Sales	266,358.84	232,299.66	34,059.18	14.66%
442-02 · Small Commercial Sales	758,865.15	685,883.26	72,981.89	10.64%
445-01 · Water Pollutn Contrl Pnt Sales	245,607.46	229,585.26	16,022.20	6.98%
445-02 · Flat Rate	19,785.42	20,184.60	-399.18	-1.98%
451-00 · Miscellaneous Service Revenue	2,756.67	9,554.95	-6,798.28	-71.15%
557-00 · Purchased Power Adjustment	232,366.05	309,154.68	-76,788.63	-24.84%
<b>Total Income</b>	<b>2,705,457.76</b>	<b>2,462,944.75</b>	<b>242,513.01</b>	<b>9.85%</b>
<b>Cost of Goods Sold</b>				
555-00 · Electrical Power Purchased	1,532,799.60	1,542,698.57	-9,898.97	-0.64%
<b>Total COGS</b>	<b>1,532,799.60</b>	<b>1,542,698.57</b>	<b>-9,898.97</b>	<b>-0.64%</b>
<b>Gross Profit</b>	<b>1,172,658.16</b>	<b>920,246.18</b>	<b>252,411.98</b>	<b>27.43%</b>
<b>Expense</b>				
904-00 · Substation	42,862.91	41,158.84	1,704.07	4.14%
403-00 · Depreciation Expense	212,024.49	194,030.40	17,994.09	9.27% Footnote 1
408-00 · Taxes	5,856.64	3,523.77	2,332.87	66.2%
540-00 · Other Power Generation Expense	39,565.00	14,562.01	25,002.99	171.7% Footnote 2
580-00 · Distribution Expenses	48,802.65	37,376.76	11,425.89	30.57% Footnote 3
590-00 · Maintenance Expenses	130,932.90	136,706.92	-5,774.02	-4.22%
900-00 · Customer Accounts & Service	72,482.85	82,698.58	-10,215.73	-12.35%
920-00 · Administrative Expenses	429,579.93	445,814.98	-16,235.05	-3.64% Footnote 4
<b>Total Expense</b>	<b>982,107.37</b>	<b>955,872.26</b>	<b>26,235.11</b>	<b>2.75%</b>
<b>Net Ordinary Income</b>	<b>190,550.79</b>	<b>-35,626.08</b>	<b>226,176.87</b>	<b>634.86%</b>
<b>Other Income/Expense</b>				
<b>Other Income</b>				
418-00 · Dividends	16,563.57	8,068.49	8,495.08	105.29%
419-00 · Interest Income	1,362.57	2,329.31	-966.74	-41.5%
420-00 · Gain/(Loss) on Investments	35,033.64	14,263.65	20,769.99	145.62%
421-00 · Norden Project Income	184,472.00	136,110.13	48,361.87	35.53%
423-00 · Gain/(Loss) from Sale of FA	0.00	286.17	-286.17	-100.0%
424-00 · Energy Conservation Fund Income	38,476.84	33,614.77	4,862.07	14.46%
425-00 · Miscellaneous Income	5,771.35	141,020.50	-135,249.15	-95.91% Footnote 5
<b>Total Other Income</b>	<b>281,679.97</b>	<b>335,693.02</b>	<b>-54,013.05</b>	<b>-16.09%</b>
<b>Other Expense</b>				
426-10 · Distribution to "District Fund"	0.00	0.00	0.00	0.0%
990-00 · Miscellaneous items	0.00	0.00	0.00	0.0%
<b>Total Other Expense</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.0%</b>
<b>Net Other Income</b>	<b>281,679.97</b>	<b>335,693.02</b>	<b>-54,013.05</b>	<b>-16.09%</b>
<b>Net Income before rate stabilization</b>	<b>472,230.76</b>	<b>300,066.94</b>	<b>172,163.82</b>	<b>57.38%</b>
<b>Rate Stabilization</b>	<b>80,086.52</b>	<b>115,070.99</b>	<b>-34,984.47</b>	<b>-30.4%</b>
<b>Net Income</b>	<b>552,317.28</b>	<b>415,137.93</b>	<b>137,179.35</b>	<b>33.04%</b>

Third Taxing District  
Profit & Loss Statement  
Explanation of Major Variances  
Jul-Sep 2018 vs. Jul-Sep 2017

1. The increase in Depreciation expense is due to the SCADA system that is now onboard as well as other fixed asset capital additions.
2. The increase in other Power Generation is due to repairs on the Norden generators with Miratech of \$5K and \$13K with HO Penn. The remaining difference is due to the timing of fuel purchases with East River.
3. The increase in Distribution expense is due to \$8K with Utility Services for Fitch Street service contract and \$2K for testing with SNET.
4. The decrease in Administrative expenses is due to expenses in the prior year for \$16,000 due to executive staffing search expenses related to Kevin Barber.
5. The decrease in Miscellaneous Income is due to the fact that TTD has not received any CMEEC equity distributions in the current fiscal year.

**THIRD TAXING DISTRICT**  
**KEY PERFORMANCE INDICATORS (KPI'S)**

			2018	September 2017	Industry Average (Bandwidth)
1)	<i>OPERATING RATIO</i>	TOTAL OPERATING EXPENSE / TOTAL OPERATING REVENUE	92.96%	101.45%	95-105%
2)	<i>POWER SUPPLY EXPENSE RATIO</i>	TOTAL POWER SUPPLY EXPENSES / TOTAL EXPENSES	61%	62%	65% - 70%
3)	<i>OUTSTANDING RECEIVABLES</i>	TOTAL DOLLAR AMOUNT OF CUSTOMER RECEIVABLES OVER 90 DAYS	\$38,842	\$35,201	
4)	<i>ACTUAL RATE OF RETURN ON RATE BASE</i>	AUTHORIZED BY STATE STATUTE	4.0%	3.0%	Varies by state
5)	<i>ELECTRIC CUSTOMERS PER EMPLOYEE</i>	TOTAL ELECTRIC CUSTOMERS / TOTAL FULL TIME EMPLOYEES	351	348	200 - 500
6)	<i>RATE STABILIZATION</i>	Rate Stabilization Fund Balance	\$ 4,134,657	\$ 3,985,898	Commission Approved Target of \$2.75MM -\$3.0MM
7)	<i>ENERGY LOSS %</i>	TOTAL ENERGY LOSSES/TOTAL SOURCES OF ENERGY	3.65%	3.28%	2.5% - 6%
8)	<i>SYSTEM LOAD FACTOR</i>	TOTAL KWH SALES + TOTAL kwh ENERGY LOSSES/8760/ HIGHEST HOURLY PEAK DEMAND	55.4%	53.6%	50% - 65%

**East Norwalk - PCA Calculation**

Power Cost Adjustment Calculation  
6 Month Rolling Average (starting January 2014)

Yellow indicates Forecast

Orange indicates data is from the preliminary CMEEC monthly bill, numbers will change when the "true up" numbers are available from CMEEC

Green indicates the final numbers have been entered for the month.

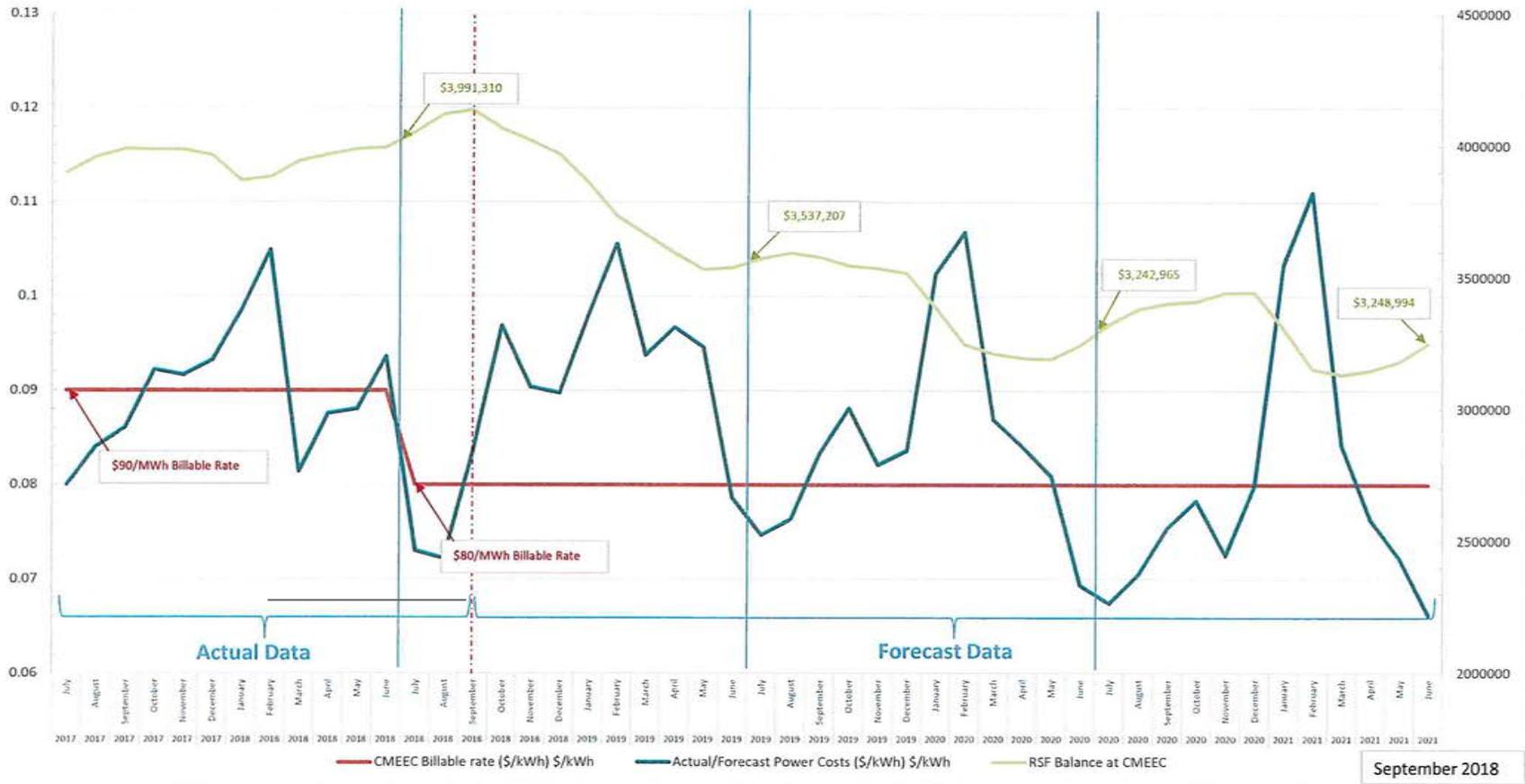
Colors will change when actual numbers are received.

		2018 July	2018 August	2018 September	2018 October	2018 November	2018 December	2019 January	2019 February	2019 March	2019 April	2019 May	2019 June
<b>Total Energy</b>	kWh												
CMEEC Billable rate (\$/kWh)	\$/kWh	0.08000	0.08000	0.08000	0.08000	0.08000	0.08000	0.08000	0.08000	0.08000	0.08000	0.08000	0.08000
h Grand Total (Actual) Purchased Power Costs	\$	\$ 475,283	\$ 481,252	\$ 424,510	\$ 404,008	\$ 401,978	\$ 476,441	\$ 574,923	\$ 529,559	\$ 475,714	\$ 409,675	\$ 406,571	\$ 389,696
i (Sum of current and previous 5 months)	\$	2,628,785	2,608,433	2,612,472	2,630,478	2,650,143	2,663,472	2,763,112	2,811,419	2,862,623	2,868,289	2,872,882	2,786,137
j kWh's Purchased	kWh												
l Total Purchased Power kWh Units	kWh	6,515,187	6,671,090	5,077,866	4,170,192	4,450,104	5,311,493	5,871,356	5,016,661	5,074,822	4,236,554	4,299,149	4,958,600
m (Sum of current and previous 5 months)	kWh	30,166,351	32,055,239	31,966,352	31,727,108	31,832,743	32,195,932	31,552,101	29,897,672	29,894,628	29,960,990	29,810,036	29,457,143
Actual/Forecast Power Costs (\$/kWh)	\$/kWh	0.07295	0.07214	0.0836	0.09688	0.09033	0.0897	0.09792	0.10556	0.09374	0.0967	0.09457	0.07859
n Power (Actual) Supply Costs @ Retail	\$	0.0920	0.0859	0.0863	0.0876	0.0879	0.0874	0.0925	0.0993	0.1011	0.1011	0.1018	0.0999
o Base Fuel Cost	\$	0.0958	0.0958	0.0958	0.0958	0.0958	0.0958	0.0958	0.0958	0.0958	0.0958	0.0958	0.0958
p Loss Factor	%	5.6%	5.6%	5.6%	5.6%	5.6%	5.6%	5.6%	5.6%	5.6%	5.6%	5.6%	5.6%
q Calculated PCA	\$	(0.0038)	(0.0099)	(0.0095)	(0.0082)	(0.0079)	(0.0084)	(0.0033)	0.0035	0.0053	0.0053	0.0060	0.0041
r Actual PCA Implemented	\$	\$ 0.0130	\$ 0.0130	\$ 0.0130	\$ 0.0130	\$ 0.0130	\$ 0.0130	\$ 0.0130	\$ 0.0130	\$ 0.0130	\$ 0.0130	\$ 0.0130	\$ 0.0130
s Total System Retail Sales (kWh's)	kWh	5,592,906	6,079,846	6,365,722	3,936,662	4,200,898	5,014,049	5,542,560	4,735,728	4,790,632	3,999,307	4,058,397	4,680,918
t Base PCA Revenue	\$	535,800	582,449	609,836	377,132	402,446	480,346	530,977	453,683	458,943	383,134	388,794	448,432
u Fuel Factor Revenue	\$	72,708	79,038	82,754	51,177	54,612	65,183	72,053	61,564	62,278	51,991	52,759	60,852
v Total Revenues through PCA	\$	608,508	661,487	692,591	428,309	457,058	545,529	603,031	515,247	521,221	435,125	441,554	509,284
w Difference of Collection vs Expense	\$	\$ 5,737,302	\$ 5,917,536	\$ 6,185,617	\$ 6,209,918	\$ 6,264,998	\$ 6,334,085	\$ 6,362,193	\$ 6,347,881	\$ 6,393,388	\$ 6,418,838	\$ 6,453,821	\$ 6,573,409
Over collect / (Under Collect) in each month		\$133,225.28	\$180,234.81	\$268,080.95	\$24,300.60	\$55,079.83	\$69,087.62	\$28,107.31	(\$14,311.50)	\$45,506.91	\$25,449.82	\$34,983.06	\$119,587.52
RSF Balance at CMEEC		4,050,820.00	4,117,685.00	4,134,657.00	4,064,264.15	4,018,294.58	3,966,773.10	3,861,558.40	3,733,332.55	3,663,604.49	3,592,854.03	3,530,215.43	3,537,207.06
Diff between Billed Rate and Actual Cost	\$	0.00705	0.00786	(0.00360)	(0.01688)	(0.01033)	(0.00970)	(0.01792)	(0.02556)	(0.01374)	(0.01670)	(0.01457)	0.00141
Affect on RSF - by Month	\$	45,932.07	52,434.77	(18,280.32)	(70,392.85)	(45,969.57)	(51,521.48)	(105,214.71)	(128,225.85)	(69,728.06)	(70,750.45)	(62,638.60)	6,991.63

**East Norwalk - PCA Calculation**  
 Power Cost Adjustment Calculation  
 6 Month Rolling Average (starting January 2014)

		2019 July	2019 August	2019 September	2019 October	2019 November	2019 December	2020 January	2020 February	2020 March	2020 April	2020 May	2020 June
<b>Total Energy</b>	kWh												
<b>CMEEC Billable rate (\$/kWh)</b>	\$/kWh	0.08000	0.08000	0.08000	0.08000	0.08000	0.08000	0.08000	0.08000	0.08000	0.08000	0.08000	0.08000
h Grand Total (Actual) Purchased Power Costs	\$	\$ 472,190	\$ 459,522	\$ 394,526	\$ 366,324	\$ 364,290	\$ 442,676	\$ 599,231	\$ 552,309	\$ 439,594	\$ 355,059	\$ 346,797	\$ 342,728
i (Sum of current and previous 5 months)	\$	2,683,404	2,613,367	2,532,180	2,488,830	2,446,549	2,499,528	2,626,570	2,719,357	2,764,425	2,753,160	2,735,667	2,635,719
j kWh's Purchased	kWh												
l Total Purchased Power kWh Units	kWh	6,327,083	6,022,566	4,733,367	4,158,053	4,438,227	5,295,169	5,853,011	5,170,468	5,058,619	4,223,881	4,287,264	4,944,863
m (Sum of current and previous 5 months)	kWh	29,912,869	30,918,774	30,577,319	30,498,818	30,637,896	30,974,466	30,500,394	29,648,296	29,973,547	30,039,375	29,888,412	29,538,105
<b>Actual/Forecast Power Costs (\$/kWh)</b>	\$/kWh	0.07463	0.0763	0.08335	0.0881	0.08208	0.0836	0.10238	0.10682	0.0869	0.08406	0.08089	0.06931
n Power (Actual) Supply Costs @ Retail	\$	0.0947	0.0893	0.0874	0.0862	0.0843	0.0852	0.0909	0.0969	0.0974	0.0968	0.0967	0.0942
o Base Fuel Cost	\$	0.0958	0.0958	0.0958	0.0958	0.0958	0.0958	0.0958	0.0958	0.0958	0.0958	0.0958	0.0958
p Loss Factor	%	5.6%	5.6%	5.6%	5.6%	5.6%	5.6%	5.6%	5.6%	5.6%	5.6%	5.6%	5.6%
q Calculated PCA	\$	(0.0011)	(0.0065)	(0.0084)	(0.0096)	(0.0115)	(0.0106)	(0.0049)	0.0011	0.0016	0.0010	0.0009	(0.0016)
r <b>Actual PCA Implemented</b>	\$	\$ 0.0130	\$ 0.0130	\$ 0.0130	\$ 0.0130	\$ 0.0130	\$ 0.0130	\$ 0.0130	\$ 0.0130	\$ 0.0130	\$ 0.0130	\$ 0.0130	\$ 0.0130
s Total System Retail Sales (kWh's)	kWh	5,972,766	5,685,302	4,468,299	3,925,202	4,189,687	4,998,640	5,525,242	4,880,922	4,775,336	3,987,344	4,047,177	4,667,950
t Base PCA Revenue	\$	572,191	544,652	428,063	376,034	401,372	478,870	529,318	467,592	457,477	381,988	387,720	447,190
u Fuel Factor Revenue	\$	77,646	73,909	58,088	51,028	54,466	64,982	71,828	63,452	62,079	51,835	52,613	60,683
v Total Revenues through PCA	\$	649,837	618,561	486,151	427,062	455,838	543,852	601,146	531,044	519,557	433,823	440,333	507,873
w Difference of Collection vs Expense	\$	\$ 6,751,055	\$ 6,910,094	\$ 7,001,719	\$ 7,062,457	\$ 7,154,005	\$ 7,255,181	\$ 7,257,096	\$ 7,235,831	\$ 7,315,793	\$ 7,394,557	\$ 7,488,093	\$ 7,653,238
Over collect / (Under Collect) in each month		\$177,646.77	\$159,039.07	\$91,624.77	\$60,737.48	\$91,548.25	\$101,175.89	\$1,915.06	(\$21,265.05)	\$79,962.58	\$78,763.59	\$93,536.07	\$165,144.53
RSF Balance at CMEEC		3,571,183.49	3,593,466.98	3,577,610.20	3,543,929.97	3,534,698.46	3,515,635.85	3,384,645.46	3,245,973.52	3,211,069.05	3,193,920.09	3,190,104.43	3,242,965.01
Diff between Billed Rate and Actual Cost	\$	0.00537	0.00370	(0.00335)	(0.00810)	(0.00208)	(0.00360)	(0.02238)	(0.02682)	(0.00690)	(0.00406)	(0.00089)	0.01069
Affect on RSF - by Month	\$	33,976.43	22,283.49	(15,856.78)	(33,680.23)	(9,231.51)	(19,062.61)	(130,990.39)	(138,671.94)	(34,904.47)	(17,148.96)	(3,815.67)	52,860.58

### Rate Stabilization Balance Forecast





**Third Taxing District**

2 Second Street  
East Norwalk, CT 06855

Tel: (203) 866-9271  
Fax: (203) 866-9856

**Memorandum**

**To:** TTD Commissioners

**From:** **Kevin Barber – General Manager**

**Date:** October 31, 2018

**Subject:** Replace Oil Circuit Breaker Project – East Ave Substation

In the current fiscal year, a capital project was approved for the replacement of an oil circuit breaker at the East Avenue substation with a new vacuum circuit breaker. This project, along with projects planned for the next three fiscal years, would eliminate 27kV circuit breakers in TTD’s substations that contain insulating oil. The current year’s project has a budget appropriation of \$192,500.

For this year, we are seeking approval for the replacement of a circuit breaker at the East Avenue Substation. The total cost of replacing the circuit breaker and installing new lightning arresters is \$177,391, which is \$15,109 under the budgeted amount. This proposal is from Eaton Corporation and is a turnkey project. Price quotes have been received from vendors for the equipment to be installed in this project. After analyzing the pricing information, we determined the proposal from Eaton was the best for this project.

TTD has utilized Eaton for the Fitch Street Substation. As part of that project, Eaton replaced two other oil circuit breakers with the same vacuum circuit breakers being used in this project. The process that will be employed with this project is the exact same used in the replacement of the two previous breakers. TTD’s experience with Eaton has been excellent. Attached is the project proposal from Eaton detailing the work to be performed with this project.

Approval is being requested from the Commission as the cost of this project exceeds the \$100,000 threshold set forth in the recently revised purchasing policy.

Mike Adams and I will be available at Monday’s Commission meeting to address any questions that you may have.

*District Commissioners*

<b>David L. Brown</b>	203-984-1129	Chairman	<b>Kevin Barber</b>	203-866-9271	General Manager
<b>Debora Goldstein</b>	203-252-7214	Commissioner	<b>Ron Scofield</b>	203-866-9271	Assistant General Manager
<b>Pamela Parkington</b>	203-858-4261	Commissioner	<b>Johnnie Weldon</b>	203-216-2652	Treasurer



**Third Taxing District**  
**East Norwalk, CT**  
**Oil Breaker Replacement**

Provided By:



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Senior Sales Engineer  
Eaton Corporation  
40-A International Dr.  
Windsor, CT 06095  
Ph: 860-298-1315  
[TimothyEPresz@eaton.com](mailto:TimothyEPresz@eaton.com)

Mark Stephens  
Northeast Project Operations Manager  
Eaton Corporation  
7 Chelsea Parkway, Suite 700  
Boothwyn, PA 19061  
Ph: 610-364-2609  
[MarkTStephens@eaton.com](mailto:MarkTStephens@eaton.com)

Reference Eaton Negotiation Number: BSK6-180829-T1

September 7, 2018

**ABOUT EATON CORPORATION (EES)**..... **A**  
*Project Operations – Project Management*..... **B**  
*PSE Center of Excellence – Power System Studies & Design*..... **B**  
*District Operations Center – Testing, Commissioning & Support*..... **C**  
**EATON SAFETY PROGRAM** ..... **C**  
*Subcontractor Health & Safety* ..... **C**  
*Subcontractor Management Structure and Corporate Oversight* ..... **D**  
**PROJECT OVERVIEW**..... **D**  
**ENGINEERING SCOPE OF SERVICES** ..... **D**  
*Design Package* ..... **D**  
**SCOPE OF SUPPLY** ..... **E**  
*Quality of Work*..... **F**  
*Schedule and Recording Work Performance* ..... **G**  
*Project Reports and Meetings* ..... **G**  
**EQUIPMENT TESTING AND COMMISSIONING**..... **G**  
*Planning* ..... **G**  
*Reporting*..... **H**  
**PROPOSAL PRICING**..... **H**  
*Validity Period & Acceptance* ..... **H**  
*Warranty*..... **H**  
*Terms and Conditions* ..... **H**  
*Bonding*..... **H**  
*Certificate of Insurance* ..... **I**  
**OTHER CONSIDERATIONS**..... **I**  
*Division of Responsibility*..... **I**  
*Clarifications and Exceptions* ..... **I**  
**ATTACHMENT A - Eaton Standard Selling Policy 25-000** .Error! Bookmark not defined.

**ABOUT EATON CORPORATION (EESS)**

Eaton Corporation is one of the largest and most experienced industrial service organizations in North America. With more than 1000 highly trained professionals in 80 engineering service locations throughout the U.S. and Canada, Eaton Corporation has complete local, national, and international capabilities, to provide a full range of electrical and mechanical equipment services. This broad range of service capabilities has established EESS as the leader in the engineering service industry.

EESS provides a unique capability when you are faced with a major capital project or expansion of your electrical power system. Our division organization, with technical and professional experts on utility and industrial power systems, provides a vast resource from which to draw on in staffing your project. Years of division experience as an electrical equipment manufacturer and engineering service provider in industrial and utility plant environments uniquely qualifies EESS to handle turnkey projects where it is imperative to provide an efficient cost-effective installation while meeting or exceeding design requirements.

In our Field Engineering work force, we have an average of 10 years experience covering all areas and aspects of the power system and associated equipment. Shown below is our national coverage map.

**Strength in Numbers**



The right people in the right places  
The Eaton Electrical Systems & Services team includes more than 1000 engineers, specialists, and technicians organized around a combination of national resource centers and local operations centers.



Eaton Corporation has created several key support groups, for the direct purpose of providing the highest quality service available today. These valued-added support capabilities allow us

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to provide a level of service above all other manufacturers and regional independent organizations. Below is a description of the groups involved in completing this successful turnkey project.

*Project Operations – Project Management*

Eaton will be providing the services of a full-time project manager (PM) for all pre-construction, construction and close out management tasks. Where our competitors may leave onsite management to the discretion of their subcontracting personnel, Eaton prefers to be hands on throughout the entire project. At no time will Third Taxing District be left to directly interact with Eaton subcontractors.

The Project Operations Group will be your single-point of contact on all matters relating to the project.

*Project Team*

- Eaton Project Manager
- Eaton Design Engineer
- Eaton Project Manager/Site Manager
- Eaton Project Coordinator

*PSE Center of Excellence – Power System Studies & Design*

This group provides the full range of power system and substation design, engineering studies, project management support, systems integration and automation design services. Consisting of Electrical Engineers primarily based in Pittsburgh and local residence in all regional offices, this team has in-house drafting capabilities, and extensive design and system evaluation experience. Many have helped to author the IEEE Color book series and are experts in their respective fields.

- Average 15 years of experience - multiple manufacturers experience
- Greater than 50% have EE Master's degree
- Licensed Professional Engineers - USA and Canada
- Use state-of-the-art software tools
- Centralized core group with field deployed resources / engineers
- Active on standards committees / recognized industry experts

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**District Operations Center – Testing, Commissioning & Support**

The EESS District Operations Center (DOC) will be responsible for successfully executing the commissioning and testing phases of this project. This office can also be responsible for providing continued support to TTD throughout the life of the substation.

**The EESS Franklin DOC is located at:**  
165 Grove St, Suite 10  
Franklin, MA 02038

Our local offices have several field service engineers and technicians located throughout the New England Region to provide unparalleled technical services and support.

***EATON SAFETY PROGRAM***

Safety is a priority concern for Eaton Corporation and our customers, and Eaton will meet or exceed specification requirements. All of our engineers have completed safety programs and first aid/CPR with refresher courses yearly. All Eaton field personnel receive training to comply with OSHA CFR1910.269 Electrical Safety Standard, which sets minimum safety rules and practices for the design operation and maintenance of high-voltage systems (over 600 volts). In addition, each engineer has a safety manual and all of the safety equipment required for the work to be undertaken.

Every Eaton Area Operations Center has a safety officer assigned with the responsibility of new DOC employee safety orientation, appraising staff of new safety requirements, ordering office safety supplies, conducting monthly office safety meetings, maintaining and monitoring compliance with corporate EHS regulations, and support efforts to accomplish overall goals and objectives of the Eaton Corporation Safety Department. The paperwork for monthly safety meetings is submitted to EESS Division Health and Safety Manager, and kept on file. A Lead Engineer is designated on each job, and is responsible for conducting the Daily Pre-Job Briefing Safety Meeting and placing the form in the job file.

The EMR safety rating is required to be 1.0 or less for our industry. Eaton will request Subcontractor EMR ratings when pre-qualifying subcontractors.

Productive employees are certified per the Eaton Field Certification (EFC) Program. Field Service employees are First Aid and CPR trained. The Sales employees are considered "Authorized" employees upon completing the Electrical Sales Safety Training Program CD

**Subcontractor Health & Safety**

Subcontractors must provide a copy of their Health & Safety Manual to insure that it is in compliance with Eaton's policy. Subcontractors must also submit an Eaton Corporation Contractor Safety Pre-Qualification Questionnaire before consideration.

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Subcontractor Management Structure and Corporate Oversight

After our subcontractors have completed the required documentation, EESS will issue a purchase order to the subcontractors at the Project Operations level. Once work begins, the assigned project manager will oversee all dealings with the subcontractors; additionally the PM will review and approve all subcontractor submittals, changes and requests for payment.

**PROJECT OVERVIEW**

The purpose of this scope of work is to provide a detailed description for the turn-key replacement of existing 35 kV Data Center Oil Circuit Breaker with a 38 kV Vacuum Breaker at East Ave. Substation.

The scope of supply is based on Eaton's on-site meeting with Third Taxing District on January 25, 2017:

East Avenue Data Center Breaker

- Replace Data Center Breaker 102E-52-2
- Replace Disconnect Switch 102E-52-6 (option)
- Replace Hook Stick Disconnect Switch 102E-52-4 (option) – the replacement of this equipment will require and outage of the tie breaker system to Rowan St. Substation
- Replace East Avenue Lightning Arresters (option)

Pricing includes all necessary electrical and civil/structural design, equipment, material, labor, administration, safety, and project management required for successful completion of the project. Prices for fiscal years 2018 for installation in Spring of 2019.

A preliminary substation layout can be viewed as **Attachment A**.

**ENGINEERING SCOPE OF SERVICES**

Eaton will perform necessary engineering for a safe, efficient operable substation. Eaton will ensure that the final substation meets all of Third Taxing District's requirements and parameters. Eaton will also provide a complete construction drawing package.

The following is an outline of the engineering deliverables that will be provided:

Design Package

DC Control Elementary Diagrams

- Equipment Schematics
- P&C Panel Wiring Diagrams

Construction Drawings

- Interconnection Wiring Diagrams

- P&C Panel Wiring Diagrams
- Installation Documentation and O&M Manual
- Equipment Foundation Design
  - A. Foundation Design for the replacement breakers where existing Westinghouse breaker are installed

One copy of all documentation will be provided in electronic format as follows:

Approval Documents:	Adobe PDF
IFC Drawings:	AutoCAD and Adobe PDF
Spreadsheets:	Microsoft Excel
Schedules:	Microsoft Project and Adobe PDF

### **SCOPE OF SUPPLY**

Eaton will supply the following major equipment, as well as, any additional ancillary equipment required. Additional information on the proposed equipment can be viewed as **Attachment B**.

- East Ave Breaker 102E-52-2
  - Qty. 1 – Siemens SDV7-SE-38kV-31.5kA-1200A, 200 kV BIL, 1200 Amp
    - Ratings
      - 38 kV
      - BIL: 200 kV
      - 1200 Amps
      - SC: 31.5 kA
      - Control Voltage - 125 VDC
  - Qty. 1 – Pascor Atlantic Type A7 Side Breaker Disconnect Switch - Copper
    - Ratings
      - 34.5 kV
      - BIL: 200 kV
      - 1200 Amps
      - SC: 61 kA MOM
  - Qty. 3 – Pascor Atlantic Type HPLD Hook Stick Disconnect Switch - Copper
    - Ratings
      - 34.5 kV
      - BIL: 200 kV
      - 1200 Amps
      - SC" 61 kA MOM
  - Qty. 3 Lightning Arresters – Station Class - Polymer
    - Ratings
      - 30 KV DUTY
      - 24.4 KV MCOV
  - Qty. 1 – Breaker Foundation to replace Westinghouse Oil Breaker

- Foundation elevation will be the same as the existing vacuum breaker foundations
- Eaton will perform soil contamination testing.
  - If soils are not contaminated all spoils will be removed for site
  - If soils are contaminated all spoils will be left on site in a location designated by TTD
- All necessary 27 kV Cables and connectors for above listed equipment
  - 500 MCM Bare Copper
  - Silicon Bronze mechanical connections
- All necessary control cable from control house to equipment via JB1(located in Control House)
  - Control Cable – 19/C #12
  - Three Cables – 4/C #10
    - One AC Power Cable
    - One CT Cable
    - One Spare
- All necessary above grade conduit modifications for control cable routing
- All necessary grounding material required to properly ground the new breakers
  - 4/0 Bare Copper
  - Compression type connections
- Eaton will receive, offload, and set all equipment and materials it provides for this project
- Eaton will dispose of Oil from existing Data Center Breaker
- Eaton will load the existing breaker on TTD's vehicle. TTD is responsible for disposal of existing breaker

### Quality of Work

The collective experience and knowledge of our management team ensures our customers quality requirements and applicable regulatory requirements are met while boosting customer satisfaction and achieving superior performance. Our management team continually reviews, monitors, and ensures the implementation of each of the following eight quality management principles:

- Customer Focus
- Leadership
- Employee Involvement
- Process Approach
- System Approach to Management
- Continual Improvement
- Factual Approach to Decision Making
- Mutually Beneficial Supplier Relationships

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Schedule and Recording Work Performance

Eaton understands that a detailed construction schedule is the basis of an organized and properly managed construction project. A detailed project construction schedule will be compiled, reviewed, submitted, approved, and updated as per the project requirements. This will ensure the project's progress is properly communicated to all interested parties, and that ample notification is given for all critical paths.

Eaton has included a preliminary Project schedule in Attachment C.

Project Reports and Meetings

Eaton understands that proper communication with the site is crucial to a successful project. We will maintain the proper protocol as specified. Updates will include, but are not limited to conference calls with interested parties and document updates on the Project SharePoint website as required or as necessary.

As-Built Drawings will be tracked and recorded on site in a real-time fashion. Eaton will also conduct all other project meetings (Scheduling, Kick-off, Progress, etc.) as mandated.

**EQUIPMENT TESTING AND COMMISSIONING**

Eaton will develop a project specific testing and commissioning plan in conjunction with Third Taxing District to meet all testing and commissioning requirements. Eaton uses a structured commissioning process that incorporates well-defined checkpoints and deliverables. Below, we show our process.

Planning

- Obtain and review all relevant facility construction drawings, specifications, single-line diagrams, design parameters, operational procedures, and equipment manuals
- Determine which equipment will have been installed, complete with applicable vendor start-up at the time of testing and commissioning
- Establish measuring, monitoring and recording equipment for all phases of testing and commissioning
- Review all vendor documentation and start-up data
- Develop the procedures, methods and scripts required for testing and commissioning. Obtain approval of same from the owner's representative(s) prior to performing testing and commissioning
- Develop a testing and commissioning plan with onsite personnel
- Develop a testing and commissioning schedule
- Coordinate the testing and commissioning schedule with the site representatives, site engineers, and all applicable trade sub-contractors

Reporting

- Provide a punch list of unresolved issues upon completion of each phase of testing and commissioning, to include:
  - Designated party responsible for resolving each item
  - Schedule for completion, retesting, and commissioning
  - Provide follow up verification and reporting on the implementation of applicable corrective actions
- Prepare the final testing and commissioning reports; provide to the site representatives:

**PROPOSAL PRICING**

**Breaker 102E-52-2**

Equipment/Engineering/Testing.....	\$125,160.00
Contractor Labor.....	\$46,231.00

**East Ave Lightning Arrester**

Equipment/Testing.....	\$4,350.00
Contractor Labor.....	\$1,650.00

**Disconnect Switch 102E-52-6**

Equipment/Engineering/Testing.....	\$18,748.00
Contractor Labor.....	\$8,910.00

**Hook Stick Disconnect Switch 102E-52-4**

Equipment/Engineering/Testing.....	\$4,794.00
Contractor Labor.....	\$2,750.00

Validity Period & Acceptance

This offer is valid for 60 days from the date of this proposal unless otherwise extended, modified or withdrawn in writing by Eaton Corporation.

Warranty

See Eaton Standard Selling Policy 25-000 (**Attachment C**) for standard warranty information.

Terms and Conditions

Offer subject to Eaton Standard Selling Policy 25-000 (**Attachment C**) or mutually agreeable terms and conditions between Eaton Corporation and TTD.

Bonding

Eaton can provide performance and payment bonds for this project if requested. Eaton's proposal price does not reflect any costs associated with bonding at this time.

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Certificate of Insurance

Eaton can provide a certificate of insurance for this project as requested.

**OTHER CONSIDERATIONS**

Eaton provides the information below to define the division of responsibility, scope clarifications and exceptions, and other miscellaneous items regarding this proposal.

Division of Responsibility

- The owner/engineer shall make the site available upon arrival of Eaton personnel to permit continuous progression of work.
- The owner/engineer shall provide continuous, free and safe access, ingress, and egress to the equipment covered by this proposal.
- The owner/engineer will coordinate all outages and perform all switching to de-energize/isolate equipment to be serviced.
- Eaton will not perform work activities in situations where the proper level of PPE is not practical. At no time will work be performed when the arc-flash exposure levels are above 40 cal/cm<sup>2</sup>.

Clarifications and Exceptions

Eaton makes the following clarifications and takes the following exceptions with regards to the scope of work:

- Eaton assumes that all required drawings are available in CAD format and have not included any monies to convert existing drawings to CAD
- Eaton has assumed that existing foundation drawings will be available for foundation modification design
- Proposal is based on one mobilization
- Eaton assumes any costs associated with third party inspections and/or fees are by others.
- Eaton has not included any permitting costs in this proposal.
- No taxes have been included in the proposal price.
- Eaton has not included and Coordination or Short Circuit Studies
- Eaton assumes that all excavated material is suitable for use as backfill and therefore we have not included import of any structural fill
- Eaton has not included any below grade conduits to replace existing conduits if found damaged
- Eaton has included soil testing to determine if there is contamination at East Ave.
  - If soil is contaminated excavation spoils will be left on site
  - If soil is not contaminated excavation spoils will be left on site
- Eaton has not included any costs associated with blasting or rock excavation.
- This proposal does not include undercutting or stabilization of unsuitable or unstable soils.

- 
- This proposal does not include testing or remediation of contaminated materials including, but not limited to, lead, asbestos and/or PCB's.
  - Removal or relocation of existing obstructions, underground or otherwise is excluded from our cost.
  - The work shall be performed during normal working hours (ie: Monday through Friday, 7am to 3:30 pm).
  - Price assumes use of Union labor.
  - Eaton assumes substation yard area is stripped and leveled by others and ready for installation of foundations, ground grid, and conduit.
  - Eaton has not included any upgrade or repair to the existing ground grid unless damaged during installation

DRAFT

**THIRD TAXING DISTRICT**  
of the City of Norwalk  
Commission Meeting  
October 1, 2018

**ATTENDANCE:** Commissioners: David Brown, Chair; Debora Goldstein;  
Pamela Parkington; Treasurer: Johnnie Mae Weldon

**STAFF:** Kevin Barber, General Manager; Ron Scofield, Asst. General Mgr.;  
Mike Adams, General Line Foreman

**OTHERS:** Peter Johnson (CMEEC Ratepayer Representative) (arrived 7:03 p.m.)  
Georgette Wirth Salander (Wirth Salander Home)

**CALL TO ORDER**

Commissioner Brown called the meeting to order at 7:00 p.m. A quorum was present.

**PUBLIC COMMENT**

No one from the public was in attendance to comment.

**\*\* COMMISSIONER GOLDSTEIN MOVED TO SUSPEND THE RULES AND  
CHANGE THE ORDER OF THE AGENDA AND MOVE ITEM #2 TO #4.  
\*\* COMMISSIONER BROWN SECONDED.  
\*\* THE MOTION PASSED UNANIMOUSLY.**

At 7:03 p.m., Commissioner Brown needed to be excused from the meeting for a short period of time and instructed Commissioner Goldstein to take over as Chairperson until he returned.

**MINUTES OF MEETING**

August 6, 2018 Regular Meeting

Commissioner Goldstein questioned an action item on Page 7 with regard to Norwalk 2.0 attending an upcoming Commission meeting. Mr. Barber informed her that Norwalk 2.0 has not been scheduled as yet to come to a Commission meeting, but will do so.

Third Taxing District  
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Commissioner Goldstein questioned an action item on Page 8 with regard to the Strategic Planning meeting being rescheduled. Mr. Barber informed her that Commissioner Brown has not provided instruction to date.

**\*\* COMMISSIONER PARKINGTON MOVED TO APPROVE THE MINUTES OF AUGUST 6, 2018 REGULAR MEETING.  
\*\* COMMISSIONER GOLDSTEIN SECONDED.  
\*\* THE MOTION PASSED UNANIMOUSLY.**

September 18, 2018 Special Telephonic Meeting

**\*\* COMMISSIONER PARKINGTON MOVED TO APPROVE THE MINUTES OF SEPTEMBER 18, 2018 SPECIAL TELEPHONIC MEETING.  
\*\* COMMISSIONER GOLDSTEIN SECONDED.  
\*\* THE MOTION PASSED UNANIMOUSLY.**

At 7:06 p.m., Commissioner Brown returned to the meeting.

**DISCUSSION/ANALYSIS OF FINANCIAL STATEMENTS/KEY PERFORMANCE INDICATORS**

Mr. Barber reviewed the Financial Highlights with the Commission. Total Income was \$1,609,851, an increase of 5.13% over last year. Total Expense was \$1,717,631, an increase of 1.54% over last year. Other Income is \$151,124, a decrease of 38%. Net Income Before Rate Stabilization was \$43,344, a decrease of 48%. Net Income was \$65,260, a decrease of 64% over the previous year.

Cash Balances continue to be in good shape. The Outstanding Principal Balance with CMEEC continues to decrease with a current balance of \$3,147,547. Current Fiscal Year Capital Additions to date is \$415,570.

Mr. Barber reviewed the P&L Previous Year Comparison footnotes with the Commission.

Discussion took place around the ice rinks not coming back to Veteran's Memorial Park and Marina this year and how it might impact revenue. Mr. Barber also informed the Commission that he has reached out to Atty. Studer about an agreement made between The Rinks at Veterans Park LLC and TTD for the lighting retrofit conservation funds that was paid out to The Rinks at Veterans Park LLC. The agreement had a stipulation that if they ceased to operate or return, TTD could potentially recoup their conservation funds at a rate of 10% per year. Mr. Barber will keep the Commission informed once he hears back from Atty. Studer.

KPI's – Mr. Barber reviewed the KPI's with the Commission. Most numbers are on track at this time.

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PCA –Mr. Barber reviewed the current PCA and the forecast with the Commission. The current balance in the Rate Stabilization Fund is \$4,117,685. The target is to get it decreased to approximately \$3 million.

### CALF PASTURE BEACH MURAL DONATION REQUEST

Ms. Salander addressed the Commission and talked about the uncompleted mural at the beach. To finish it off they will be putting two lines of text around the mural. She has been working to obtain donations for the text which would be names of donors. She is asking Third Taxing District if they would be interested in purchasing tiles which would incorporate the name and the lighthouse from the logo.

Discussion took place about the project and Ms. Salander explained the project in more detail and how it would help to beautify the community. Sign Smarts, a district business, would be doing the graphic work for the mural. The cost would be \$400 for the tiles.

**\*\* COMMISSIONER BROWN MOVED TO APPROVE THE DONATION REQUEST IN THE AMOUNT OF \$400 FOR THE CALF PASTURE BEACH MURAL TILES.**

**\*\* COMMISSIONER PARKINGTON SECONDED.**

**\*\* TWO IN FAVOR, ONE OPPOSED (COMMISSIONER GOLDSTEIN).**

**\*\* THE MOTION PASSED 2 TO 1.**

### PURCHASE REQUEST FOR NEW DIGGER DERRICK

Mr. Barber told the Commission that staff had developed specifications for a new digger derrick truck. Bids were solicited from six different manufacturers and only two responded. He also reminded the Commission that this project was included and approved in the 2018-19 Capital Budget in the amount of \$200,000.

The bids received were from Altec and Terex. After reviewing the bids and demoing the equipment from each manufacturer, staff selected the Terex C4047, built by James A. Kiley Co. of Summerville, MA. The cost of this truck is \$215,405, which is over the budgeted amount.

Mr. Adams told the Commission that both manufacturers were brought on-site to review the current truck and discussed any changes that staff would like with the new truck. An Altec unit was brought on-site for a week for staff to demo. Since James A. Kiley Co. did not have a truck that they could bring on-site to demo, staff went to a UI yard to demo the Terex model.

Commissioner Goldstein raised the point of whether or not the Terex logo will be on the truck and if so, TTD should be compensated. Mr. Adams will brooch the subject with them.

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The Commission is asking staff to define where the overage of \$15,405 will be funded from within the budget. Mr. Barber informed the Commission that there are available funds as the budget had an ending balance of over \$8 million. Mr. Barber said that the upcoming paving project will be under budget by approximately \$7,000. It is expected that there will be other projects that will be under budget which will offset the overage.

**\*\* COMMISSIONER GOLDSTEIN MOVED TO APPROVE THE PURCHASE OF THE DIGGER DERRICK TRUCK IN THE AMOUNT OF \$215,405 WITH A CONTINGENCY NOT TO EXCEED 2.5% (\$5,385.13) OVER THE VALUE OF THE QUOTE.**

**\*\* COMMISSIONER BROWN SECONDED.**

**\*\* THE MOTION PASSED UNANIMOUSLY.**

### **PENSION COMMITTEE REPORT**

Mr. Barber reminded the Commission that last November when they approved changes to the pension, the Pension Committee would report back to the Commission twice a year. The Committee will be meeting February and August of each year and report back to the Commission in March and September. The first report of June 7, 2018 is included in the Commission packet.

Commissioner Goldstein asked if any of the recipients have encountered any problems since the transition. Mr. Scofield said that a few of the retirees have used it and have not encountered any problems. There have been no problems with the monthly disbursements.

### **CMEEC RATEPAYER REPRESENTATIVE – CLARIFYING RESOLUTION**

Mr. Barber said that a request was received at the August 2018 CMEEC Board Meeting from Robin Kipnis, CMEEC General Counsel, that each Municipal Legislative body pass a clarifying resolution relating to the appointment of the Ratepayer Representative to the CMEEC Board of Directors. The intent of the clarifying resolution is to meet the requirements set forth in Public Act 17-73.

The following is the resolution being put forth to the Commission for approval:

Be it resolved that the Third Taxing District Commission hereby resolves, pursuant to Public Act 17-73, "AN ACT CONCERNING MUNICIPAL ELECTRIC UTILITY COOPERATIVES AND ESTABLISHING A MUNICIPAL ELECTRIC CONSUMER ADVOCATE," the appointment of the Ratepayer Representative, Peter Johnson, to the Connecticut Municipal Electric Energy Cooperative (CMEEC) Board of Directors. The Ratepayer Representative shall receive compensation from CMEEC in the manner and amount set forth in the CMEEC Bylaws.

**\*\* COMMISSIONER GOLDSTEIN MOVED TO AMEND THE RESOLUTION TO INCLUDE THE ORIGINAL TWO YEAR TERM OF PETER JOHNSON'S**

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**APPOINTMENT AND SUGGESTS INSERTING AFTER PETER JOHNSON, “FOR A TERM OF TWO YEARS,”.**

**\*\* COMMISSIONER BROWN SECONDED.**

**\*\* THE MOTION PASSED UNANIMOUSLY.**

The following is the modified Resolution:

Be it resolved that the Third Taxing District Commission hereby resolves, pursuant to Public Act 17-73, “AN ACT CONCERNING MUNICIPAL ELECTRIC UTILITY COOPERATIVES AND ESTABLISHING A MUNICIPAL ELECTRIC CONSUMER ADVOCATE,” the appointment of the Ratepayer Representative, Peter Johnson, for a term of two years, to the Connecticut Municipal Electric Energy Cooperative (CMEEC) Board of Directors. The Ratepayer Representative shall receive compensation from CMEEC in the manner and amount set forth in the CMEEC Bylaws.

**\*\* COMMISSIONER GOLDSTEIN MOVED TO ACCEPT THE RESOLUTION AS MODIFIED.**

**\*\* COMMISSIONER PARKINGTON SECONDED.**

**\*\* THE MOTION PASSED UNANIMOUSLY.**

**\*\* COMMISSIONER GOLDSTEIN MOVED TO SUSPEND THE RULES AND ADD AN AGENDA ITEM, DISCUSS POSSIBLE ACTION WITH REGARD THE JOINT MEETING OF PUBLIC WORKS COMMITTEE AND RECREATION, PARKS AND CULTURAL AFFAIRS COMMITTEE ON OCTOBER 2, 2018 RELATING TO THE EVERSOURCE UNDERGROUNDING PROJECT FROM THE WALK BRIDGE.**

**\*\* COMMISSIONER BROWN SECONDED.**

**\*\* THE MOTION PASSED UNANIMOUSLY.**

**JOINT MEETING OF PUBLIC WORKS COMMITTEE AND RECREATION, PARKS AND CULTURAL AFFAIRS COMMITTEE**

Commissioner Goldstein stated there had been an ad hoc joint meeting with the Shellfish Commission and the Norwalk Harbor Management Commission which had expressed concerns about the undergrounding of the Eversource cable that needs to come off the Walk Bridge. They’re going to do horizontal directional drilling. It’s going to go through the harbor and shellfish beds. It will also go through the recently refurbished visitor docks. There is concern that the right of way around the electric cable is going to prohibit the City from doing anything with the docks in the future, i.e., repairs, expansion or relocation without their permission. There are further concerns about the horizontal drilling going through Veterans Park which is known to have previously been a landfill. It is not clear whether or not the land has been adequately tested.

Third Taxing District sent a formal letter to Eversource, City of Norwalk, Shellfish Commission, Harbor Management Commission, Army Corps of Engineers, CT Siting Council and CT Port Authority. The one major approval that was outstanding was a “No Objection” letter from the

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City of Norwalk on the Army Corps of Engineers Section 408 permit. There were verbal assurances from the Mayor that they were not going to provide the “No Objection” letter without further discussion of the concerns of both the Shellfish and Harbor Management Commissions.

It has come to Commission Goldstein’s attention that there is an agenda item on the October 2, 2018 meeting of the Public Works Committee to authorize the Mayor to sign said letter and move it up to the Council. There has also been a joint meeting of the Public Works Committee and Recreation, Parks and Cultural Affairs Committee scheduled prior to the Public Works Committee meeting in which Eversource will present the new plan which the Shellfish and Harbor Management Commissions will not receive until late October or early November, which will be well after the Council approving that the Mayor sign the “No Objection” letter.

Due to the short notice, there is no time to craft another letter. It is the intention of Commissioner Goldstein to be at the meeting and would like to be able to speak on behalf of the Third Taxing District Commission to recirculate the original letter to all the Council members. Her intention is to speak as herself, but may be asked questions in which she would need to speak on behalf of the Commission.

**\*\* COMMISSIONER PARKINGTON MOVED TO APPROVE COMMISSIONER DEBORA GOLDSTEIN REPRESENT THE THIRD TAXING DISTRICT AT ALL CITY COMMITTEE MEETINGS BEING HELD ON TUESDAY, OCTOBER 2, 2018.**

**\*\* COMMISSIONER BROWN SECONDED.**

**\*\* THE MOTION PASSED UNANIMOUSLY.**

### **CONCERT EVALUATION AND PROPOSAL**

Mr. Scofield told the Commission that he believed this past year’s concert season was a good season, enjoyed by many with good weather and good crowds. Mr. Scofield, in his memo to the Commission, made some recommendations that he would like the Commission to approve, including the following:

- Removal of Tuesday nights and go back to all Sundays (eight in total).
- Secure dates, book the groups and then present the confirmed schedule to the Commission. Two groups will always be grandfathered in – The Fairfield Counts and Summertime.
- Flexibility to choose the bands and different types of music based on feedback received from various concert-goers.

**\*\* COMMISSIONER GOLDSTEIN MOVED TO APPROVE MR. SCOFIELD’S RECOMMENDATIONS FOR THE CONCERT SERIES AS PRESENTED.**

**\*\* COMMISSIONER BROWN SECONDED.**

**\*\* THE MOTION PASSED UNANIMOUSLY.**

Third Taxing District  
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**BATTERY STORAGE RFP**

Mr. Barber reminded the Commission that at the time of the approval for the solar photovoltaic (PV) system for the East Norwalk Library, staff would be proceeding to develop an RFP for a battery storage system that would operate in conjunction with the PV system.

The RFP was developed and sent out for bids. Only two bids came in for the project - Moore Energy and Ross Solar. The two systems were close in size, but the costs differences were very much different, with Moore Energy being approximately \$24,000 more expensive. After reviewing the proposals, both companies were interviewed. Mr. Barber is recommending Ross Solar for the Battery Storage project.

The funding for the battery storage will be in part from the Renewable Resource Investment Fund (RRIF) and any remaining funds that will be needed to be taken from the Conservation & Load Management Fund (CLMF).

Mr. Barber explained to the Commission how the battery storage would work in conjunction with the PV system, as well as help TTD reduce their peak by discharging the batteries in the evening. This, in turn, will help to reduce TTD's power cost over time.

Commissioner Goldstein is recommending that once the projects at the Library are complete, that there be full blown press around the announcement, including the educational aspect.

Mr. Barber said that the installation of the solar panels is underway, but that it may not be until Spring when the batteries would be installed.

**\*\* COMMISSIONER GOLDSTEIN MOVED TO APPROVE THE RECOMMENDED SELECTION OF ROSS SOLAR AT AN APPROXIMATE COST OF \$31,225 AND NOT TO EXCEED AN ADDITIONAL 10% OF THE BID COST AND WILL APPROVE THE DEPLETION OF RRIF AND DRAW THE BALANCE FROM THE C&LM FUND.**

**\*\* COMMISSIONER BROWN SECONDED.**

**\*\* THE MOTION PASSED UNANIMOUSLY.**

**DISCUSSION OF MECA'S ANNUAL PUBLIC FORUM**

Commissioner Goldstein stated that pursuant to Connecticut Public Act 17-23, last year one of the items that was required by the legislation was for the Municipal Electric Consumer Advocate (MECA) to be funded by CMEEC. Other requirements were that the Advocate hold at least one public forum each year and that he issue public quarterly reports on his activities. He has advised that he has scheduled his yearly forum for Wednesday, October 10, 2018 at 7:30 p.m. to be held at the office of CMEEC, 30 Stott Avenue, Norwich, CT.

Third Taxing District  
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It was not clear from the legislation whether he's required to notify individual ratepayers. CMEEC's legal counsel has taken the position that the way it is written he only has to inform the five-member utilities. Because the notice came out too late in September, TTD could not put notice in their September billing and have it received by every ratepayer of the District due to the way the billing cycle works.

Commissioner Goldstein believes the Advocate is more focused on the upper portion of the State and not the lower Fairfield County area, as his press does not appear in the Norwalk papers. He does, however, post his reports online.

Mr. Barber stated that TTD will post the meeting on their website, as well as send out an email blast informing the ratepayers of the upcoming forum.

### **PROJECT SUMMARY**

**\*\* COMMISSIONER GOLDSTEIN MOVED TO TABLE PROJECT SUMMARY TO MONDAY, OCTOBER 15, 2018.**  
**\*\* COMMISSIONER PARKINGTON SECONDED.**  
**\*\* THE MOTION PASSED UNANIMOUSLY.**

### **EXECUTIVE SESSION**

- Personnel – Performance Review

**\*\* COMMISSIONER GOLDSTEIN MOVED TO ENTER INTO EXECUTIVE SESSION TO DISCUSS PERSONNEL – PERFORMANCE REVIEW.**  
**\*\* COMMISSIONER BROWN SECONDED.**  
**\*\* THE MOTION PASSED UNANIMOUSLY.**

The Commissioners, Treasurer, General Manager and Assistant General Manager entered into Executive Session at 8:50 p.m.

The Commissioners, Treasurer, General Manager and Assistant General Manager returned to public session at 9:14 p.m.

**\*\* COMMISSIONER BROWN MOVED TO APPROVE THE GENERAL MANAGER, KEVIN BARBER, TO CONTACT LABOR COUNSEL, CHRIS HODGSON, TO PREPARE AN ADDENDUM TO MR. SCOFIELD'S EMPLOYMENT CONTRACT REFLECTING AN INCREASE OF 3% TO HIS ANNUAL SALARY AND ADDING A ONE YEAR EXTENSION TO HIS EMPLOYMENT CONTRACT, THROUGH JUNE 8, 2021.**  
**\*\* COMMISSIONER GOLDSTEIN SECONDED.**  
**\*\* THE MOTION PASSED UNANIMOUSLY.**

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**ADJOURNMENT**

**\*\* COMMISSIONER GOLDSTEIN MOVED TO ADJOURN.**

**\*\* COMMISSIONER PARKINGTON SECONDED.**

**\*\* THE MOTION PASSED UNANIMOUSLY**

The meeting adjourned at 9:15 p.m.

Respectfully submitted,

Cynthia Tenney  
Executive Assistant  
Third Taxing District

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MOTION FOR MINUTES

COMMISSIONER (name of Commissioner) MOVED TO APPROVE THE MINUTES OF (date of meeting) REGULAR MEETING.

OR

COMMISSIONER (name of Commissioner) MOVED TO APPROVE THE MINUTES OF (date of meeting) REGULAR MEETING AS CORRECTED.

DRAFT

**THIRD TAXING DISTRICT**

of the City of Norwalk

Commission Meeting

October 15, 2018

**ATTENDANCE:** Commissioners: David Brown, Chair; Debora Goldstein;  
Pamela Parkington; Treasurer: Johnnie Mae Weldon

**STAFF:** Kevin Barber, General Manager; Ron Scofield, Asst. General Mgr.;  
Mike Adams, General Line Foreman

**OTHERS:** Peter Johnson (CMEEC Ratepayer Representative)

**CALL TO ORDER**

Commissioner Brown called the meeting to order at 7:00 p.m. A quorum was present.

**PUBLIC COMMENT**

No one from the public was in attendance to comment.

**MINUTES OF MEETING**

October 1, 2018 Regular Meeting

**\*\* COMMISSIONER BROWN MOVED TO APPROVE THE MINUTES OF OCTOBER 1, 2018 REGULAR MEETING.**

**\*\* COMMISSIONER GOLDSTEIN SECONDED.**

Discussion

Commissioner Goldstein went through the Minutes and asked that the following corrections be made:

- Executive Session Motion – had the incorrect title of the agenda item within the motion.
- Under the Financial Statements/Key Performance Indicators, 4<sup>th</sup> paragraph – The legal title for the ice rinks at Veteran’s Memorial Park and Marina should be used, as well as the legal name for “Vets Park.”
- CMEEC Ratepayer Representative – Clarifying Resolution – “Ratepayer Representative” should be initial caps throughout the text.

Third Taxing District  
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- Joint Meeting of Public Works Committee and Recreation, Parks and Cultural Affairs Committee – Correct the title through the text. Also, “walk bridge” should be initial caps.

**\*\* COMMISSIONER BROWN WITHDREW HIS MOTION TO APPROVE THE MINUTES OF OCTOBER 1, 2018.**

Due to the number of corrections that needed to be made, the Minutes of October 1, 2018 were tabled to the next Commission Meeting of November 5, 2018 so they could be reviewed again before approving.

**\*\* COMMISSIONER GOLDSTEIN MOVED TO TABLE THE MINUTES OF OCTOBER 1, 2018 TO THE NOVEMBER 5, 2018 COMMISSION MEETING.**

**\*\* COMMISSIONER PARKINGTON SECONDED.**

**\*\* THE MOTION PASSED UNANIMOUSLY.**

Commissioner Goldstein asked whether or not Norwalk 2.0 had been contacted. Mr. Barber stated that he spoke to Chairman Brown about this and was told that he would get back to him about the matter. Discussion took place about Norwalk 2.0 and the complaints received from a restaurant owner with regard to the summer concerts that were held in Constitution Park. TTD staff was directed to call Jackie Lightfield of Norwalk 2.0 and see what her availability is to attend a future Commission meeting.

Commissioner Goldstein asked the status of the agreement between The Rinks at Veterans Park LLC and Third Taxing District. Mr. Barber stated that he has discussed the issue with Atty. Studer.

Commissioner Goldstein asked whether or not Ms. Georgette Salander had received the full Donation Policy at the time she requested the form to obtain a donation for the tiles that would go around the mural at Calf Pasture Beach. She was told that she had received everything in full. Mr. Johnson informed the Commission that the mural at the beach had been donated by the Bloom family in honor of their parents and that there was a plaque indicating this. To his knowledge, the mural was finished and Ms. Salander is removing the tiles and adding names of donors around the mural. Commissioner Parkington was of the understanding that the tiles around the mural was to complete the project. In order to complete the mural Ms. Salander was asking entities for donations. Mr. Johnson is going to speak with Mr. Norman Bloom about the matter and have him contact Mr. Hughes at Parks & Recreation to see if he can find out why Ms. Salander is adding these tiles around the mural.

Third Taxing District  
of the City of Norwalk  
October 15, 2018

### **APPA LEADERSHIP WORKSHOP REPORT**

Mr. Barber stated that per the request of Chairman Brown, he has submitted to the Commission a report on his trip to Orlando, Florida to attend the 2018 APPA Leadership Workshop. The workshop gave him the opportunity to network with 45 industry professionals from utilities of varying sizes, with Third Taxing District being the smallest. He thanked the Commission for the opportunity to attend.

Mr. Barber told the Commission that he would be happy to obtain any of the presentations that the Commission might be interested in seeing. Commissioner Goldstein requested all of the presentations.

Commissioner Parkington was interested in whether or not there were forms that went along with the Working Effectively with Your Governing Body session. Mr. Barber said there were evaluation forms and could provide them to the Commission.

### **UPDATE ON T3 TRANSFORMER**

Mr. Barber provided the Commission with a memo in their packet on the status of the T3 transformer. Three issues were identified:

- Delay in the manufacturing due to a shortage of “core steel.”
- Delay in the manufacturing process due to a problem installing the core and coil assembly in the tank.
- Once the T3 arrived and was set in place, SNEET (Southern new England Electric Testing Co.) performed testing on the transformer and the results showed a failure of the multi-ratio current transformer (CT) on the 4,160-volt center phase bushing. The results were sent to ABB and confirmed. Discussions have begun with ABB on having the problem resolved.

Mr. Barber stated that they also experienced some difficulties on the engineering side of the project. Along with the purchase of the new T3 transformer, the project also included a new circuit switcher that was to be installed on the transformer. Information required by Third Taxing District for the installation of the new switch was difficult to receive and design of the installation became difficult and expensive.

After extensive consideration, Messrs. Barber and Adams concurred that they should change engineering firms. The new firm has proposed a different switch to be installed. After reviewing the specifics of their recommendation, both Messrs. Barber and Adams agreed to proceed with the change in switch.

Mr. Adams spoke to the Commission and explained the situation in more detail and why he and Mr. Barber made the decision to change engineering firms and purchase a new switcher.

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The original switch would be put into a Works In Progress (WIP) account for a future project at Rowan Street with a value of \$90,000. The cost of the new switches would be less than \$40,000. Commissioner Goldstein asked that the \$90,000 appear in next year's capital budget. Mr. Barber confirmed that it would be reflected in the budget for future use.

### **2019 COMMISSION MEETING SCHEDULE**

**\*\* COMMISSIONER BROWN MOVED TO ACCEPT THE 2019 COMMISSION SCHEDULE AS PRESENTED.**

**\*\* COMMISSIONER GOLDSTEIN SECONDED.**

#### Discussion

Commissioner Parkington noted that there was no second meeting listed in either February or March. Mr. Scofield explained why this occurred. One of the meetings in February was moved to the end of January as the second meeting in February always seemed to conflict with the holiday.

Commissioner Goldstein's concern was that with double meetings in both December and January, it would leave them short of meetings as they approached the Annual Meeting. Commissioner Parkington agreed with her. It was suggested that a meeting on February 25<sup>th</sup> be added in order to give the Commission enough time to prepare for the Annual Meeting.

Commissioner Goldstein questioned the meeting in November. Past practice was that if it was an election year for the Commission, the meeting would be held the day after Election Day. Commissioner Parkington stated that for someone who is newly elected, she understands that you would like to get them on-boarded as quickly as possible, but last year when she was elected she was very overwhelmed and over-tired the day after the election. It is her suggestion to swear the person in, give them a month to get on-board and have them attend the first meeting in December. Mr. Barber suggested moving the November meeting to the third Monday of the month which would allow some time for a new Commissioner to get on board.

Mr. Barber asked if there was any problem with holding the November meeting the night before the election, especially if one of the incumbents is already on the Commission. Commissioner Goldstein agreed that it is a hardship as it is the "24-hour sprint" up to the election.

Commissioner Goldstein does not think it should be moved to November 18<sup>th</sup> as there are many standard agenda items that are addressed during November. She would favor holding the meeting the day after the election, November 6<sup>th</sup>.

Commissioner Brown suggested moving November 4<sup>th</sup> to November 18<sup>th</sup>. Commissioner Parkington concurred.

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Commissioner Goldstein went back to the issue of February and having only one meeting prior to having the Annual Meeting in March is risky because if everything is not hammered out in January and something comes up in February, staff won't know about it until the March 4<sup>th</sup> meeting and will have to scramble to get prepared for the Annual Meeting. Commissioner Parkington agreed that if there were two meetings in December she would rather see two meetings in February, not January, in order to prepare for the March Annual Meeting.

Upon further discussion, Commissioner Parkington stated that if they were to add February 25<sup>th</sup> to the list, this meeting could be used strictly for all last-minute decisions with regard to the Annual Meeting and then March 4<sup>th</sup> could be the run-through for the Annual Meeting.

**\*\* COMMISSIONER BROWN MOVED TO AMEND HIS MOTION TO APPROVE THE 2019 COMMISSION SCHEDULE AS FOLLOWS: JANUARY 7, 2019, JANUARY 28, 2019, FEBRUARY 11, 2019, FEBRUARY 25, 2019, MARCH 4, 2019, APRIL 1, 2019, APRIL 15, 2019, MAY 6, 2019, JUNE 3, 2019, JUNE 17, 2019, JULY 1, 2019, AUGUST 5, 2019, AUGUST 19, 2019, SEPTEMBER 9, 2019, OCTOBER 7, 2019, OCTOBER 21, 2019, NOVEMBER 4, 2019, NOVEMBER 18, 2019, DECEMBER 2, 2019 AND DECEMBER 16, 2019.**

**\*\* THERE WAS NO SECOND.**

**\*\* THE MOTION FAILED.**

**\*\* COMMISSIONER GOLDSTEIN MOVED TO APPROVE THE 2019 COMMISSION SCHEDULE AS PRESENTED WITH THE FOLLOWING CHANGES: ADD FEBRUARY 25, 2019 AND MOVE NOVEMBER 4, 2019 TO NOVEMBER 6, 2019.**

**\*\* THERE WAS NO SECOND.**

**\*\* THE MOTION FAILED.**

**\*\* COMMISSIONER PARKINGTON MOVED TO APPROVE THE 2019 COMMISSION SCHEDULE AS PRESENTED WITH THE FOLLOWING CHANGES: ADD FEBRUARY 25, 2019, REMOVE NOVEMBER 4, 2019 AND ADD NOVEMBER 18, 2019.**

**\*\* COMMISSIONER BROWN SECONDED.**

**\*\* 2 ACCEPTANCES; 1 OPPOSED.**

**\*\* THE MOTION PASSED 2 TO 1.**

### **PROJECT SUMMARY**

Mr. Barber asked the Commission if they had any questions about the Project Summary.

Strategic Planning - Commissioner Parkington asked when the meeting for Strategic Planning would be rescheduled. Commissioner Brown will be reviewing the materials with Commissioner Goldstein and then would like to introduce the materials to Commissioner Parkington. Once that has taken place, a meeting can be scheduled for the full Commission to

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meet, either the second meeting in December or schedule a Special Commission in order to work solely on Strategic Planning.

Cost of Service Study – The process has begun and staff is compiling data that was requested by Utility Financial Services (UFS). Commissioner Goldstein would like the Commission to be consulted on the “plug-in” numbers used in the analysis.

Security Lights – The remaining 1% of customers that need to be upgraded have requested to keep the older style lights at this time, as they like the coloring better. Third Taxing District has not pushed the issue with them to change over to the new LED. Commissioner Goldstein has asked for a report on the security lights, i.e., number of lights, where they are and the revenue. Mr. Barber stated that the security lights would also be included in the Cost of Service Study.

The Marvin – The lighting project at The Marvin has been completed. Mr. Barber stated that The Marvin just completed a very large renovation which included lights, windows, mini-splits, hot water tanks, etc. Commissioner Goldstein asked if they had conducted any work in the Community Room and was told it was the one room they did not do any work in.

The Rinks at Veterans Park LLC – Commissioner Goldstein asked if there had been any communication with Mr. Hughes to confirm that he is not bringing the ice rinks back to the park. Mr. Barber stated that Third Taxing District has not spoken to Mr. Hughes.

### **ADJOURNMENT**

**\*\* COMMISSIONER BROWN MOVED TO ADJOURN.**

**\*\* COMMISSIONER PARKINGTON SECONDED.**

**\*\* THE MOTION PASSED UNANIMOUSLY**

The meeting adjourned at 8:46 p.m.

Respectfully submitted,

Cynthia Tenney  
Executive Assistant  
Third Taxing District

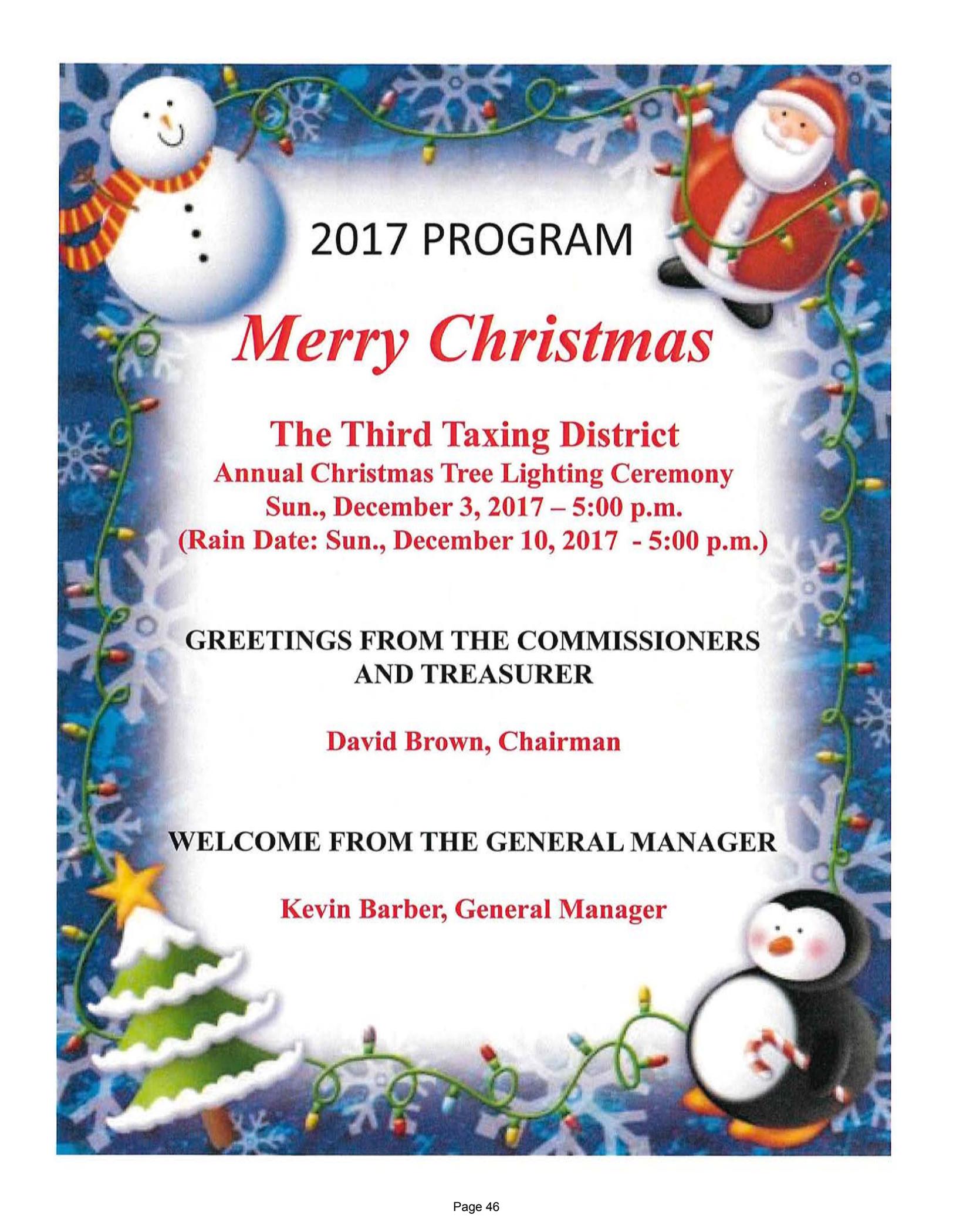
Third Taxing District  
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MOTION FOR MINUTES

COMMISSIONER (name of Commissioner) MOVED TO APPROVE THE MINUTES OF (date of meeting) REGULAR MEETING.

OR

COMMISSIONER (name of Commissioner) MOVED TO APPROVE THE MINUTES OF (date of meeting) REGULAR MEETING AS CORRECTED.



2017 PROGRAM

*Merry Christmas*

**The Third Taxing District  
Annual Christmas Tree Lighting Ceremony**

**Sun., December 3, 2017 – 5:00 p.m.**

**(Rain Date: Sun., December 10, 2017 - 5:00 p.m.)**

**GREETINGS FROM THE COMMISSIONERS  
AND TREASURER**

**David Brown, Chairman**

**WELCOME FROM THE GENERAL MANAGER**

**Kevin Barber, General Manager**



**SUMMERTIME BAND**  
(Sing-Along)

***“Jingle Bell Rock”***

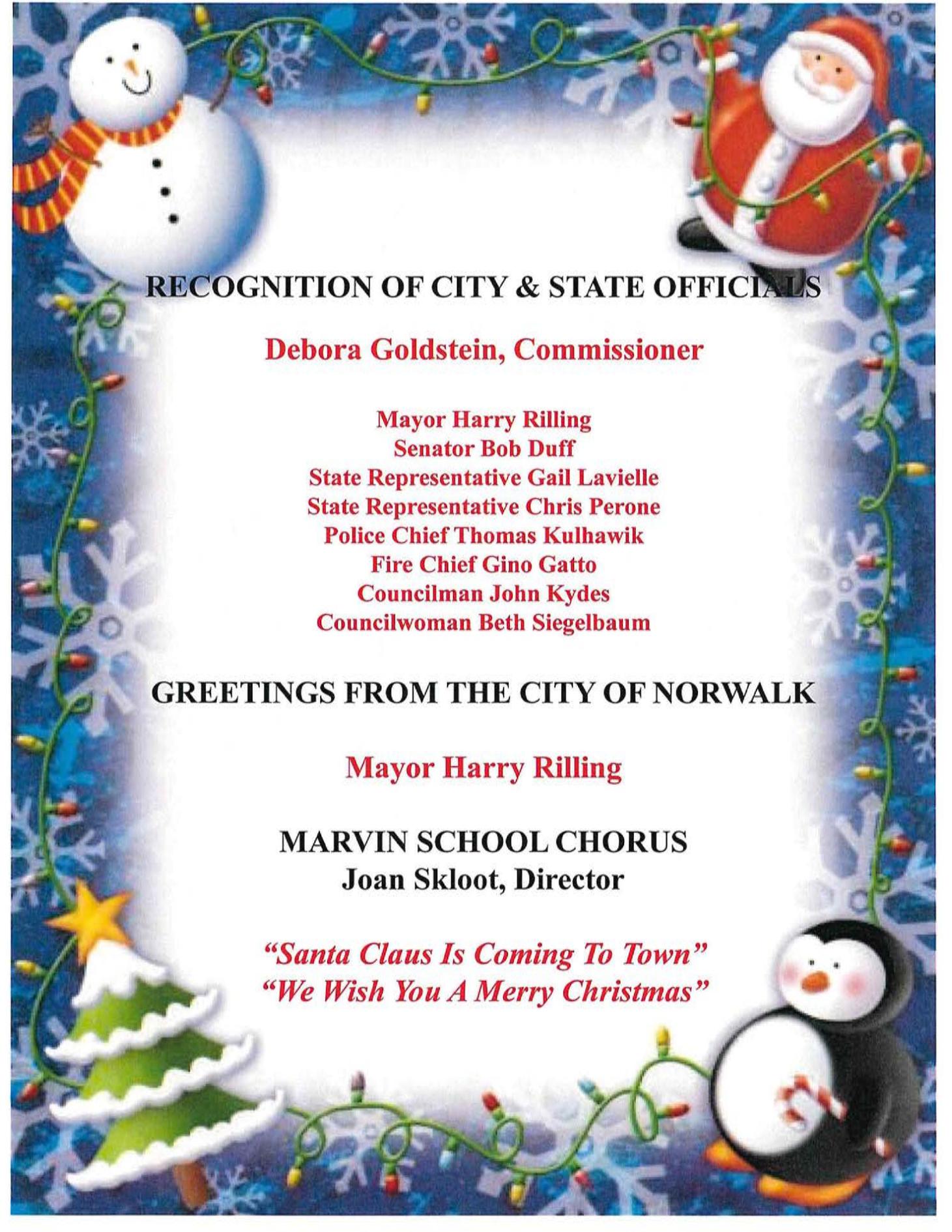
**MOMENT OF SILENCE & INVOCATION**

To remember our men and women serving in the  
armed forces around the world.

**Father Mirek Stachurski**  
**St. Thomas the Apostle**

**SUMMERTIME BAND**  
(Sing-Along)

***“Silent Night”***



**RECOGNITION OF CITY & STATE OFFICIALS**

**Debora Goldstein, Commissioner**

**Mayor Harry Rilling**

**Senator Bob Duff**

**State Representative Gail Lavielle**

**State Representative Chris Perone**

**Police Chief Thomas Kulhawik**

**Fire Chief Gino Gatto**

**Councilman John Kydes**

**Councilwoman Beth Siegelbaum**

**GREETINGS FROM THE CITY OF NORWALK**

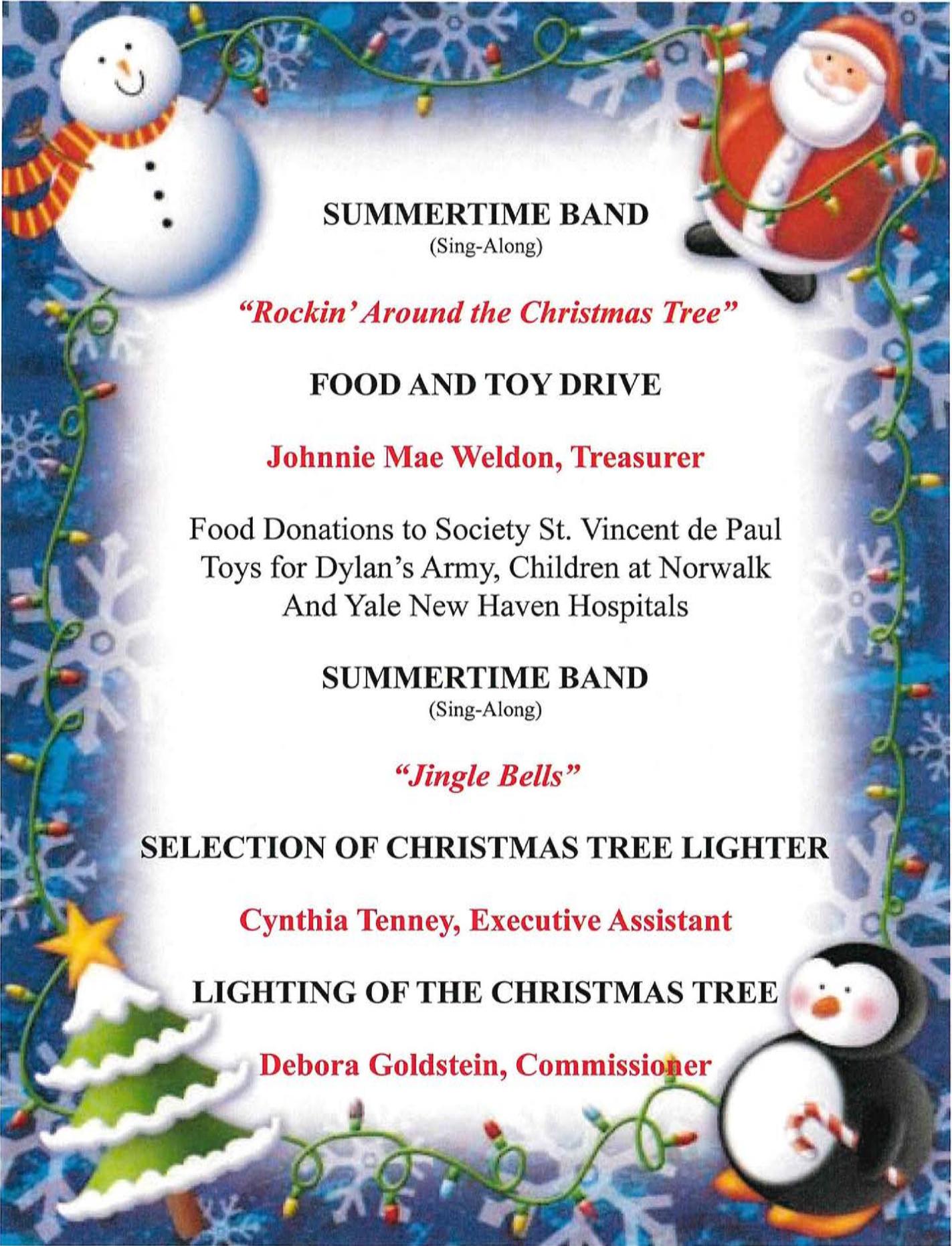
**Mayor Harry Rilling**

**MARVIN SCHOOL CHORUS**

**Joan Skloot, Director**

***“Santa Claus Is Coming To Town”***

***“We Wish You A Merry Christmas”***



**SUMMERTIME BAND**

(Sing-Along)

***“Rockin’ Around the Christmas Tree”***

**FOOD AND TOY DRIVE**

**Johnnie Mae Weldon, Treasurer**

Food Donations to Society St. Vincent de Paul  
Toys for Dylan’s Army, Children at Norwalk  
And Yale New Haven Hospitals

**SUMMERTIME BAND**

(Sing-Along)

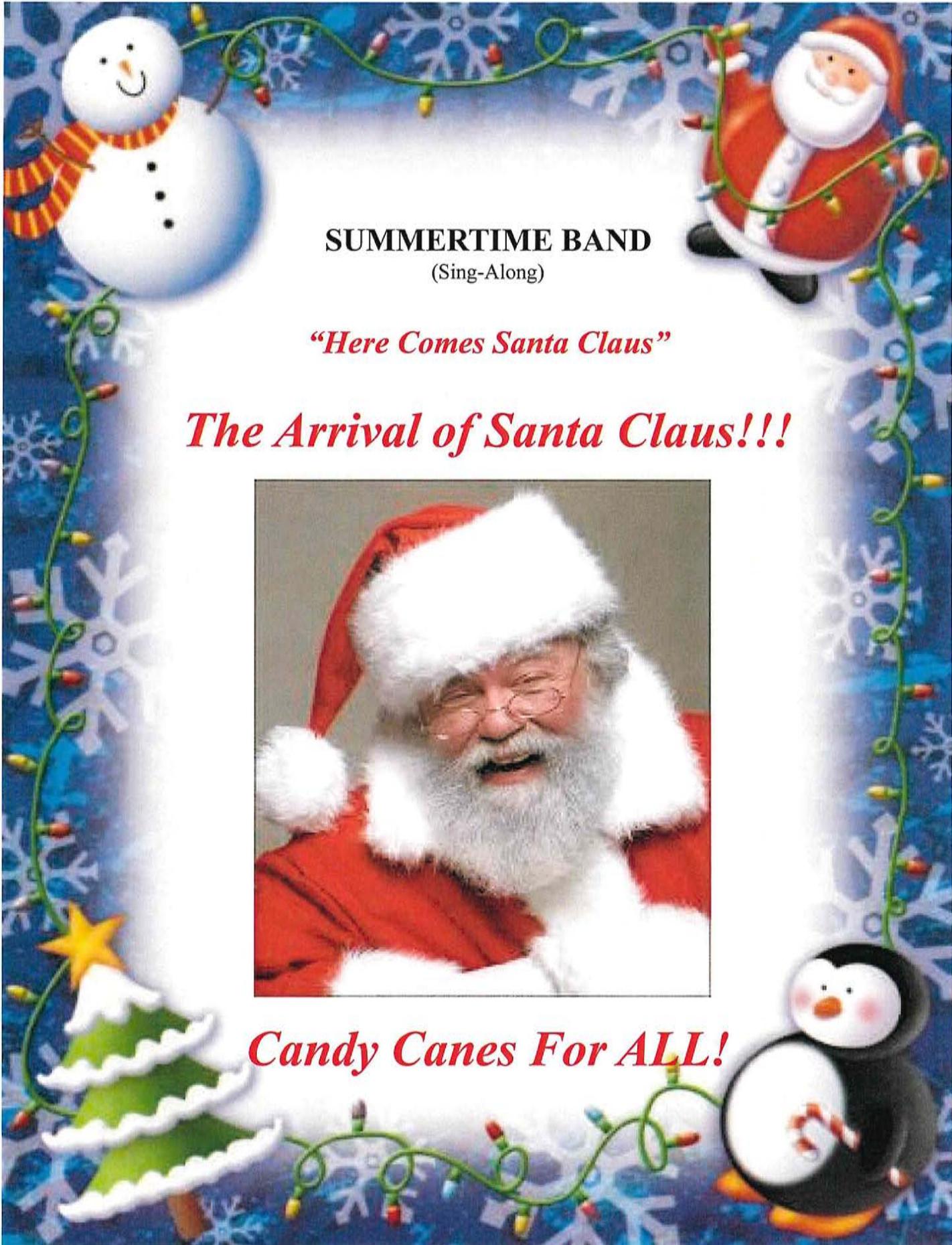
***“Jingle Bells”***

**SELECTION OF CHRISTMAS TREE LIGHTER**

**Cynthia Tenney, Executive Assistant**

**LIGHTING OF THE CHRISTMAS TREE**

**Debora Goldstein, Commissioner**



**SUMMERTIME BAND**  
(Sing-Along)

*“Here Comes Santa Claus”*

*The Arrival of Santa Claus!!!*



*Candy Canes For ALL!*

## Cynthia Tenney

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**From:** Deb Goldstein  
**Sent:** Wednesday, August 01, 2018 9:49 AM  
**To:** Ron Scofield; Kevin Barber; Cynthia Tenney; David Brown; David Brown; Pamela Parkington; Pamela Parkington; Johnnie Mae Weldon; Johnnie MaeWeldon; 'Pete Johnson'  
**Subject:** FW: Historical Cemetary Questions

Good morning,

At the meeting in which we discussed the possibility of having our cemetery listed on the national and state historical registers for the purpose of extra protection from the DOT during the Walk Bridge project, I was asked to reach out to David Westmoreland of the Historical Commission for his expertise on the subject. We had difficulty connecting by phone, so my questions by email and his answers appear below.

Todd Bryant of the Norwalk Preservation Trust originally brought the suggestion to us, and he is willing to come and address the commission in person if you will find it helpful.

Debora

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**From:** David Westmoreland <dgwestmoreland@yahoo.com>  
**Sent:** Tuesday, July 31, 2018 5:18 PM  
**To:** Deb Goldstein <dgoldstein@ttd.gov>  
**Subject:** Re: Historical Cemetary Questions

Sorry to be slow to reply. Answers in red, happy to discuss further.

On Jul 27, 2018, at 10:22 AM, Deb Goldstein <dgoldstein@ttd.gov> wrote:

David,

Good morning. I thought that maybe I could shortcut our missed phone calls by putting my questions into writing.

As you know, Todd Bryant approached the TTD and recommended that we have our historical cemetery (home of the Governor Fitch "yankee doodle" grave and the first settlers of Norwalk memorial).

There is some resistance to applying for the historical designation at the federal/state levels, due to misperceptions that this would impose restrictions on what the cemetery association could do. I am interested in the protections it would provide vis a vis the Walk Bridge work, which includes the excavation of the roadway adjacent to the cemetery for the East Avenue widening/lowering project. **It is a shame this wasn't already done - as you can see, legally, the DOT has ignored the cemetery and other historic assets in the area because in the eyes of the law, they are not historic, since no designation has been done.**

The way I read the information from the SHPO NHPO, it appears that the perception of restrictions in connection with a historical designation likely comes from LOCAL historic districts/ordinances that have made the news in the past. I am interested in just making sure there are no unintended consequences to getting the cemetery listed. **Norwalk has 26 or so historic districts - no historic district in Norwalk has the "LOCAL" designation that brings architectural review and other restrictions. We are the only town in**

Connecticut that does not have a historic district with a "LOCAL" designation, because, of course, Norwalk is so unique and we know better than everyone else.....

1. Will listing in the state historical register trigger the cemetery to be subject to any local ordinance, historical district designation, or subject it to the jurisdiction of any city agency, commission, task force, tax status change etc OTHER than that of the East Norwalk Cemetary Assn and the TTD? Not that I am aware of. There is no "historic cemetery police". In 12 years of working on cemeteries in Norwalk, no one has ever told us what to do or what not to do. I know that the Taxing Districts are extremely sensitive to any possible city involvement in their jurisdiction. Listing the East Ave Cemetery on the State Register (and it really should be on the National Register), triggers no involvement or oversight from the City. The City's Historical Commission only has jurisdiction over city-owned historic resources, which includes Pine Island, Mill Hill, Kellogg-Comstock, and Brookside Cemeteries. We do have the right under state statute to do maintenance in a cemetery that is "abandoned" - which means no one has done any work on it or had burials in the past 30 years. Obviously this would also exclude the East Ave Cemetery. The state does have planning and repair grants for cemeteries from time to time, and you do have to follow the US Dept of Interior's Standards for Historic Preservation for any work that is done using the grant money - which most conservators who would do the work follow anyway. The biggest danger to Cemeteries is the DOT. Being on the register forces the DOT to go through a public review process.
2. The cemetery is in the CAM area...will any work done to the cemetery, or in the immediate area trigger a need for Army Corps of Engineers permission/permits/regulations (if you know)? I read where some historical structures are subject to ACE, but it is not clear if a cemetery would ever be an issue. No - not for routine maintenance, repairs of stones, burials, wall maintenance, etc. If you were going to build a building or some kind of structure (mausoleum, maybe?) the City would do a CAM review like they would any other building in a CAM area to determine if there is any negative impact to the Coastal Area Management plan by the project. This in itself does not trigger an ACE review or require ACE permits as far as I've ever seen. Monuments aren't considered a structure. The only ACE involvement or requirement for permits I have ever heard of is for projects that are directly on the waterfront and more often than not, in the water, aka. seawalls and docks.

Related to this, I note that the DOT has taken the position that there is no significant impact to the Founder's Stone, because it has previously been moved (from Fitch and East), and it will likely have to be moved again. Is there any way to extend some more protection for this monument, which is supposed to be a place-based designator, from being moved so far from the original location as to be irrelevant? Who is responsible for the maintenance of this stone and would have to be compensated if it is damaged? They have included in the mitigation document that they are going move and relocate the stone. They plan to consult with the DAR on the stone relocation.

Similarly, Todd often raises the issue that the bridge itself is constructed of red sandstone, which itself has historical significance. The DOT has full-stop refused every request to reuse the pink sandstone in the reconstruction of the bridge. What will follow is a sterile, soulless, poured concrete façade. Is there anything that can be done to conform the design to echo the character of the sandstone? Is there anything that can be done to recycle the red sandstone after it is removed so that we can still enjoy it's character and historical significance in another venue? We have fought this battle over and over again on the main bridge abutments and all the other bridges in South Norwalk, as well as on the East Norwalk bridges. Some of them they are going to reuse some of the stone, some they are going to cut a veneer from the stone and using it as facing, and some they are going to make available for reuse, whatever that means. They haven't committed to anything specifically other than they will try to reuse the stone where they can. But, they are going to do whatever they decide to do at the end of the day. As you know, we refused to sign the mitigation documents for the East Avenue and associated bridge work

because of this and many other reasons, including deeming the cemetery as "not historic". Unfortunately, the State Historic Preservation Office signed off on it and legally it is the only sign-off required - while they try to get local sign-offs, legally they don't need it.

Looking forward to a productive discussion.

Regards,

Debora Goldstein  
203-252-7214

## Cynthia Tenney

---

**From:** pmparkington@aol.com  
**Sent:** Tuesday, June 12, 2018 5:05 PM  
**To:** Kevin Barber; Deb Goldstein  
**Cc:** Mr. Ree; Cynthia Tenney; David Brown; David Brown; Johnnie MaeWeldon; pete1020j@gmail.com  
**Subject:** Re: East Norwalk Cemetary - Question

Hi Kevin,

David Westmoreland is also on the board of the little historical cemetery behind Lockwood Matthews Mansion, can't remember the name, he can definitely give us some insight to the restrictions for historical cemeteries. He was involved in much of the restorations.

Restrictions could include repair of walls/gates, sidewalks, any type of plantings, tree removal, etc. to make sure they are historically accurate and nothing original is removed/or changed from the site.

Pam

-----Original Message-----

**From:** Kevin Barber <kbarber@ttd.gov>  
**To:** Deb Goldstein <DGoldstein@ttd.gov>; Pamela Parkington <pmparkington@aol.com>  
**Cc:** Ron Scofield <rscofield@ttd.gov>; Cynthia Tenney <ctenney@ttd.gov>; David Brown <dbrown9@optonline.net>; David Brown <dbrown@ttd.gov>; Johnnie MaeWeldon <johnnieweldon@optonline.net>; pete1020j <pete1020j@gmail.com>  
**Sent:** Tue, Jun 12, 2018 4:08 pm  
**Subject:** RE: East Norwalk Cemetary - Question

I will reach out to Chris Burr and see if he can provide any research or communications relating to this decision.

May I also suggest reaching out to the Chair, David Westmoreland, of the Norwalk Historical Commission and see if he has any insight into restrictions that may be place on a cemetery if they are on the state or federal registry. If the Commission agrees, I will reach out to David Westmoreland..

Kevin

---

**From:** Deb Goldstein  
**Sent:** Tuesday, June 12, 2018 2:11 PM  
**To:** Pamela Parkington; Kevin Barber  
**Cc:** Ron Scofield; Cynthia Tenney; David Brown; David Brown; Johnnie MaeWeldon; [pete1020j@gmail.com](mailto:pete1020j@gmail.com)  
**Subject:** RE: East Norwalk Cemetary - Question

I'm sorry, but I wish to know what restrictions would be placed upon the cemetary before making such a decision. A vague idea of restrictions does not outweigh the possible benefits here, unless we understand what they are. Can we see the previous research/communications in which this decision was made?

**From:** [pmparkington@aol.com](mailto:pmparkington@aol.com) [<mailto:pmparkington@aol.com>]  
**Sent:** Thursday, June 7, 2018 10:01 AM

**To:** Kevin Barber <kbarber@ttd.gov>

**Cc:** Ron Scofield <rscofield@ttd.gov>; Cynthia Tenney <ctenney@ttd.gov>; David Brown <dbrown9@optonline.net>; David Brown <dbrown@ttd.gov>; Deb Goldstein <DGoldstein@ttd.gov>; Johnnie MaeWeldon <johnnieweldon@optonline.net>; pete1020j@gmail.com

**Subject:** Re: East Norwalk Cemetary - Question

Morning Kevin,

Thanks for speaking with Chris Burr, I suspected that this was reason in the past for not putting this on the Registry of Historic places. Many times the restrictions far out weight the benefits of being on the State or Federal registries and I feel we should honor the Associations wishes. If we proceed without their approval we could lose their support and I'm not willing to risk that for a small chance of getting some grant money.

Thanks again,

Pam

-----Original Message-----

**From:** Kevin Barber <kbarber@ttd.gov>

**To:** David Brown <dbrown9@optonline.net>; David Brown <dbrown@ttd.gov>; Deb Goldstein <DGoldstein@ttd.gov>; Pamela Parkington <pmparkington@aol.com>; Johnnie MaeWeldon <johnnieweldon@optonline.net>; pete1020j <pete1020j@gmail.com>

**Cc:** Ron Scofield <rscofield@ttd.gov>; Cynthia Tenney <ctenney@ttd.gov>

**Sent:** Thu, Jun 7, 2018 8:54 am

**Subject:** FW: East Norwalk Cemetary - Question

Hello Commissioners,

Following the discussion at Monday night's Commission meeting regarding the East Norwalk Cemetery, I reached out to Chris Burr from the Cemetery Association. As you will see from his response below, this question has been raised in the past and the Assoc elected not to proceed.

Kevin

---

**From:** Chris Burr [mailto:cdburr@snet.net]

**Sent:** Wednesday, June 06, 2018 8:39 PM

**To:** Kevin Barber

**Subject:** Re: East Norwalk Cemetary - Question

Hi Kevin.

I believe this question has come up a few times. My recollection of the last go round was that after consideration we felt that by being listed our little Cemetery would have more restrictions placed on us than we already have, as far as what changes and restoration and so forth we were able to make.

Up to now we have a good relationship and good system within the restrictions already in place for cemeteries. And some level headed people involved. I think the consensus was that we collectively do a good job of maintaining the grounds and history without exposing ourselves to another level of scrutiny.

Let me know if this answers your question and if you feel otherwise.

Sincerely, Chris

Sent from my iPhone

On Jun 5, 2018, at 11:48 AM, Kevin Barber <[kbarber@ttd.gov](mailto:kbarber@ttd.gov)> wrote:

Hello Chris,

My name is Kevin Barber and I am the General Manager at TTD. I believe we have met at a TTD Commission Meeting last year.

I am sending you this email to ask you a few questions regarding the East Norwalk Cemetery.

It is my understanding the East Norwalk Cemetery is not listed on the State of National Registry of Historic places. Is my understanding correct?

Would the Cemetery Association consider having the cemetery listed on either or both registries? Has the Association considered this in the past? If so, could you provide me with some information around the decision to or not to have the cemetery listed.

Please let me know if you have any questions. I can be reached via email or the phone number listed below.

Regards,  
Kevin

Kevin Barber  
General Manager  
Third Taxing District  
2 Second Street  
E. Norwalk, CT 06855  
Ph: 203-866-9271  
[kbarber@ttd.gov](mailto:kbarber@ttd.gov)

## **Funding Opportunities**

### **Historic Restoration Fund Grants**

**Applications to the HRF grant program are now being accepted for as long as funds are available**

**Please refer to new application and guidelines**

#### WHAT'S NEW:

- The funding cap has been reduced from \$200,000 to \$50,000
- Acquisition of properties is no longer an eligible expense
- Projects must be single maintenance and repair/preservation projects as opposed to smaller components of a larger construction project.
- Requirement for an historical architect is at the discretion of SHPO
- Applications accepted on a rolling basis as opposed to once yearly deadline

The State Historic Preservation Office (SHPO) offers matching, reimbursement Historic Restoration Fund Grants to Connecticut municipalities and 501(c)3 and 501(c)13 nonprofits to be used for the restoration, rehabilitation, stabilization or archaeological investigation of Connecticut's historic resources which are listed in the State or National Registers of Historic Places.

The property must be owned by a municipality or a 501(c)3 or 501(c)13 nonprofit organization and the grant awards are paid as a onetime reimbursement.

- Grant awards range from \$5,000-\$50,000;
- Grant awards must be matched on a one-to-one basis with cash (no in-kind services allowed);
- **Grants cannot be awarded for work already completed or in progress;**
- A preservation easement of up to 10 years must be placed on the property following completion of the project;
- **Grantee must have entire project amount in hand at time of application.** Grant funds are paid to grantees on a single-payment reimbursement basis following the completion of the project and approval of all work by staff; and
- Project work must be consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties;

- Matching funds cannot be funds from the State of Connecticut. Federal funds or other non-state funds may be used;
- Facilities must be open to the public or work must be visible to the public

HRF Grants are funded by the Community Investment Act. The Community Investment Act (also known as Public Act 05-228) was signed into law on July 11th, 2005 and provides increased funding for open space, farmland preservation, historic preservation and affordable housing.

Some HRF grants require Design Development level plans and specifications to be completed by a Historical Architect who meets the Secretary of the Interior's Professional Qualifications Standards as published in the Code of Federal Regulations, 36 CFR Part 61.

The use of state and/or federal funds requires an open bidding process. Contractors cannot be pre-selected and any potential contractor cannot play any role in the design of the project or application.

Grantees may only have one active HRF grant at a time. Any existing grants must be officially closed before a new application is submitted to SHPO.

Please contact Alyssa Lozupone at [Alyssa.lozupone@ct.gov](mailto:Alyssa.lozupone@ct.gov) or 860-500-2426

# Protecting Historic Properties

ADVISORY COUNCIL ON HISTORIC PRESERVATION

## *Protecting Historic Properties:*

# A CITIZEN'S GUIDE TO SECTION 106 REVIEW



[WWW.ACHP.GOV](http://WWW.ACHP.GOV)

Preserving America's Heritage

## CONTENTS

- 4 What is Section 106 Review?
- 5 Understanding Section 106 Review
- 8 Determining Federal Involvement
- 12 Working with Federal Agencies
- 14 Influencing Project Outcomes
- 18 How the ACHP Can Help
- 20 When Agencies Don't Follow the Rules
- 21 Following Through
- 22 Contact Information

### COVER PHOTOS:

*Clockwise, from top left:* Historic Downtown Louisville, Kentucky; Section 106 consultation at Medicine Lake, California; bighorn sheep petroglyph in Nine Mile Canyon, Utah (photo courtesy Jerry D. Spangler); Worthington Farm, Monocacy Battlefield National Historic Landmark, Maryland (photo courtesy Maryland State Highway Administration).

## About the ACHP

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The mission of the Advisory Council on Historic Preservation (ACHP) is to promote the preservation, enhancement, and sustainable use of our nation's historic resources, and advise the President and the Congress on national historic preservation policy.

The ACHP, an independent federal agency, also provides a forum for influencing federal activities, programs, and policies that affect historic properties. In addition, the ACHP has a key role in carrying out the Preserve America program.

The 23-member council is supported by a professional staff in Washington, D.C. For more information contact:

Advisory Council on Historic Preservation  
401 F Street, NW, Suite 308  
Washington, DC 20001-2637  
(202) 517-0200  
[www.achp.gov](http://www.achp.gov)

# Introduction

Proud of your heritage? Value the places that reflect your community's history? You should know about Section 106 review, an important tool you can use to influence federal decisions regarding historic properties. By law, you have a voice when a project involving federal action, approval, or funding may affect properties that qualify for the National Register of Historic Places, the nation's official list of historic properties.

This guide from the Advisory Council on Historic Preservation (ACHP), the agency charged with historic preservation leadership within federal government, explains how your voice can be heard.

Each year, the federal government is involved with many projects that affect historic properties. For example, the Federal Highway Administration works with states on road improvements, the Department of Housing and Urban Development grants funds to cities to rebuild communities, and the General Services Administration builds and leases federal office space.

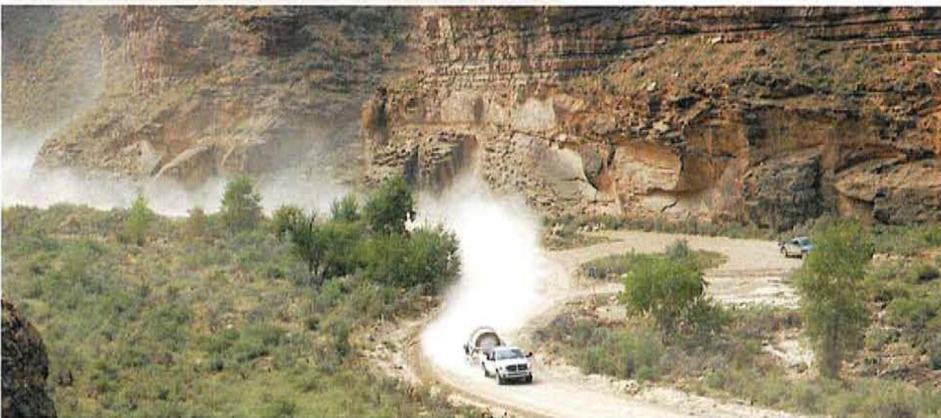
Agencies like the Forest Service, the National Park Service, the Bureau of Land Management, the Department of Veterans Affairs, and the Department of Defense make decisions daily

about the management of federal buildings, parks, forests, and lands. These decisions may affect historic properties, including those that are of traditional religious and cultural significance to federally recognized Indian tribes and Native Hawaiian organizations.

Projects with less obvious federal involvement can also have repercussions on historic properties. For example, the construction of a boat dock or a housing development that affects wetlands may also affect fragile archaeological sites and require a U.S. Army Corps of Engineers permit. Likewise, the construction of a cellular tower may require a license from the Federal Communications Commission and might compromise historic or culturally significant landscapes or properties valued by Indian tribes or Native Hawaiian organizations for traditional religious and cultural practices.

These and other projects with federal involvement can harm historic properties. The Section 106 review process gives you the opportunity to alert the federal government to the historic properties you value and influence decisions about projects that affect them.

## Consultation Matters



The Bureau of Land Management worked with a large group of consulting parties to craft solutions to protect fragile rock art and other historic properties from the effects of increased truck traffic when natural gas wells were permitted near Nine Mile Canyon. (photo courtesy Jerry D. Spangler, Colorado Plateau Archaeological Alliance)

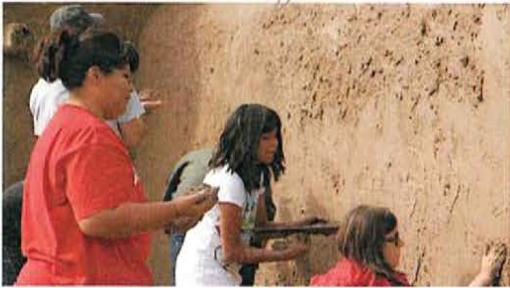
## What is Section 106 Review?

In the National Historic Preservation Act of 1966 (NHPA), Congress established a comprehensive program to preserve the historical and cultural foundations of the nation as a living part of community life. Section 106 of the NHPA is crucial to that program because it requires consideration of historic preservation in the multitude of projects with federal involvement that take place across the nation every day.

Section 106 requires federal agencies to consider the effects of projects they carry out, approve, or fund on historic properties. Also, federal agencies must provide the ACHP an opportunity to comment on such projects prior to the agency's decision on them.

Section 106 review encourages, but does not mandate, preservation. Sometimes there is no way for a needed project to proceed without harming historic properties. Section 106 review does ensure that preservation values are factored into federal agency planning and decisions. Because of Section 106, federal agencies must assume responsibility for the consequences of the projects they carry out, approve, or fund on historic properties and be publicly accountable for their decisions.

*Stewardship*



The Owe'neh Bupingeh Preservation Project has had a profound impact on the Ohkay Owingeh community in New Mexico and is heralded as a model planning effort for Native American communities in historic settings. (mud plastering workshop photo by Tania Hammidi)

## Understanding Section 106 Review

Regulations issued by the ACHP spell out the Section 106 review process, specifying actions federal agencies must take to meet their legal obligations. The regulations are published in the Code of Federal Regulations at 36 CFR Part 800, "Protection of Historic Properties," and can be found on the ACHP's Web site at [www.achp.gov](http://www.achp.gov).

Federal agencies are responsible for initiating Section 106 review, most of which takes place between the agency and state and tribal or Native Hawaiian organization officials. Appointed by the governor, the State Historic Preservation Officer (SHPO) coordinates the state's historic preservation program and consults with agencies during Section 106 review.

Agencies also consult with officials of federally recognized Indian tribes when the projects have the potential to affect historic properties on tribal lands or historic properties of significance to such tribes located off tribal lands. Some tribes have officially designated Tribal Historic Preservation Officers (THPOs), while others designate representatives to consult with agencies as needed. In Hawaii, agencies consult with Native Hawaiian organizations (NHOs) when historic properties of religious and cultural significance to them may be affected.

### To successfully complete Section 106 review, federal agencies must do the following:

- ▶ gather information to decide which properties in the area that may be affected by the project are listed, or are eligible for listing, in the National Register of Historic Places (referred to as "historic properties");
- ▶ determine how those historic properties might be affected;
- ▶ explore measures to avoid or reduce harm ("adverse effect") to historic properties; and
- ▶ reach agreement with the SHPO/THPO (and the ACHP in some cases) on such measures to resolve any adverse effects or, failing that, obtain advisory comments from the ACHP, which are sent to the head of the agency.

## What are Historic Properties?

In the Section 106 process, a historic property is a prehistoric or historic district, site, building, structure, or object included in or eligible for inclusion in the National Register of Historic Places. This term includes artifacts, records, and remains that are related to and located within these National Register properties. The term also includes properties of traditional religious and cultural importance to an Indian tribe or Native Hawaiian organization, so long as that property also meets the criteria for listing in the National Register.

## The National Register of Historic Places

The National Register of Historic Places is the nation's official list of properties recognized for their significance in American history, architecture, archaeology, engineering, and culture. It is administered by the National Park Service, which is part of the Department of the Interior. The Secretary of the Interior has established the criteria for evaluating the eligibility of properties for the National Register. In short, the property must be significant, be of a certain age, and have integrity:

- ▶ **Significance.** Is the property associated with events, activities, or developments that were important in the past? With the lives of people who were historically important? With distinctive architectural history, landscape history, or engineering achievements? Does it have the potential to yield important information through archaeological investigation about our past?
- ▶ **Age and Integrity.** Is the property old enough to be considered historic (generally at least 50 years old) and does it still look much the way it did in the past?

During a Section 106 review, the federal agency evaluates properties against the National Register criteria and seeks the consensus of the SHPO/THPO/tribe regarding eligibility. A historic property need not be formally listed in the National Register in order to be considered under the Section 106 process. Simply coming to a consensus determination that a property is eligible for listing is adequate to move forward with Section 106 review. (For more information, visit the National Register Web site at [www.cr.nps.gov/nr](http://www.cr.nps.gov/nr)).

When historic properties may be harmed, Section 106 review usually ends with a legally binding agreement that establishes how the federal agency will avoid, minimize, or mitigate the adverse effects. In the very few cases where this does not occur,

the ACHP issues advisory comments to the head of the agency who must then consider these comments in making a final decision about whether the project will proceed.

Section 106 reviews ensure federal agencies fully consider historic preservation issues and the views of the public during project planning. Section 106 reviews do not mandate the approval or denial of projects.



## SECTION 106: WHAT IS AN ADVERSE EFFECT?

If a project may alter characteristics that qualify a specific property for inclusion in the National Register in a manner that would diminish the integrity of the property, that project is considered to have an adverse effect. Integrity is the ability of a property to convey its significance, based on its location, design, setting, materials, workmanship, feeling, and association.

### **Adverse effects can be direct or indirect and include the following:**

- ▶ physical destruction or damage
- ▶ alteration inconsistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties
- ▶ relocation of the property
- ▶ change in the character of the property's use or setting
- ▶ introduction of incompatible visual, atmospheric, or audible elements
- ▶ neglect and deterioration
- ▶ transfer, lease, or sale of a historic property out of federal control without adequate preservation restrictions

## Determining Federal Involvement

If you are concerned about a proposed project and wondering whether Section 106 applies, you should first determine whether the federal government is involved. Will a federal agency fund or carry out the project? Is a federal permit, license, or approval needed? Section 106 applies only if a federal agency is carrying out the project, approving it, or funding it, so confirming federal involvement is critical.

### *National Register*



The National Register offers a rich diversity of properties such as Chicano Park in San Diego, California. (mural restoration photo by Ricardo Duffy, courtesy Caltrans)



### IS THERE FEDERAL INVOLVEMENT? CONSIDER THE POSSIBILITIES:

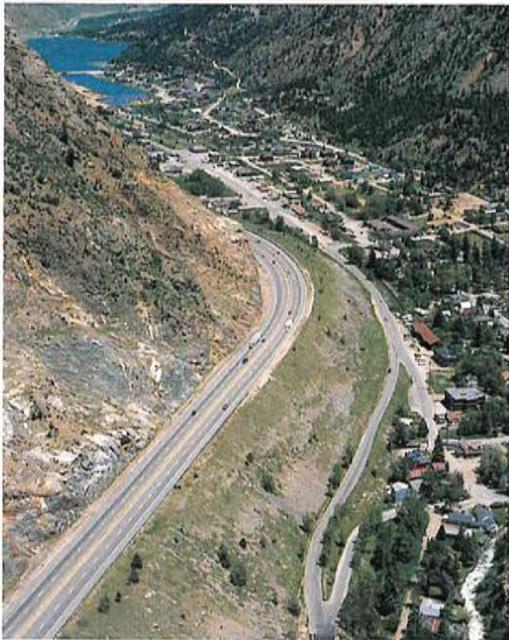
**Is a federally owned or federally controlled property involved, such as a military base, park, forest, office building, post office, or courthouse?** Is the agency proposing a project on its land, or would it have to provide a right-of-way or other approval to a private company for a project such as a pipeline or mine?

**Is the project receiving federal funds, grants, or loans?** If it is a transportation project, frequent sources of funds are the Federal Highway Administration, the Federal Transit Administration, and the Federal Railroad Administration. Many local government projects receive funds from the Department of Housing and Urban Development. The Federal Emergency Management Agency provides funds for disaster relief.

**Does the project require a federal permit, license, or other approval?** Often housing developments impact wetlands, so a U.S. Army Corps of Engineers permit may be required. Airport projects frequently require approvals from the Federal Aviation Administration.

Many communications activities, including cellular tower construction, are licensed by the Federal Communications Commission. Hydropower and pipeline development requires approval from the Federal Energy Regulatory Commission. Creation of certain new bank branches must be approved by the Federal Deposit Insurance Corporation.

## Federal Funds



Interstate 70 at the Georgetown-Silver Plume National Historic Landmark, Colorado. Impacts to the historic mountain towns were expected due to the planned expansion of the interstate. (photo courtesy J.F. Sato & Associates)

Sometimes federal involvement is obvious. Often, involvement is not immediately apparent. If you have a question, contact the project sponsor to obtain additional information and to inquire about federal involvement. All federal agencies have Web sites. Many list regional or local contacts and information on major projects. The SHPO/THPO/tribe, state or local planning commissions, or statewide historic preservation organizations may also have project information.

Once you have identified the responsible federal agency, write to the agency to request a project description and inquire about the status of project planning. Ask how the agency plans to comply with Section 106, and voice your concerns. Keep the SHPO/THPO/tribe advised of your interest and contacts with the federal agency.

## MONITORING FEDERAL ACTIONS

The sooner you learn about proposed projects with federal involvement, the greater your chance of influencing the outcome of Section 106 review.

Learn more about the history of your neighborhood, city, or state. Join a local or statewide preservation, historical, or archaeological organization. These organizations are often the ones first contacted by federal agencies when projects commence.

If there is a clearinghouse that distributes information about local, state, tribal, and federal projects, make sure you or your organization is on its mailing list.

Make the SHPO/THPO/tribe aware of your interest.

Become more involved in state and local decision making. Local planning reviews may indicate whether there is federal involvement in a proposed project, so be mindful. Ask about the applicability of Section 106 to projects under state, tribal, or local review. Does your state, tribe, or community have preservation laws in place? If so, become knowledgeable about and active in the implementation of these laws.

Review the local newspaper for notices about projects being reviewed under other federal statutes, especially the National Environmental Policy Act (NEPA). Under NEPA, a federal agency must determine if its proposed major actions will significantly impact the environment. Usually, if an agency is preparing an Environmental Impact Statement under NEPA, it must also complete a Section 106 review for the project.



## Working with Federal Agencies

Throughout the Section 106 review process, federal agencies must consider the views of the public. This is particularly important when an agency is trying to identify historic properties that might be affected by a project and is considering ways to avoid, minimize, or mitigate harm to them.

Agencies must give the public a chance to learn about the project and provide their views. How agencies publicize projects depends on the nature and complexity of the particular project and the agency's public involvement procedures.

Public meetings are often noted in local newspapers and on television and radio. A daily government publication, the *Federal Register* (available at many public libraries and online at [www.federalregister.gov](http://www.federalregister.gov)), has notices concerning projects, including those being reviewed under NEPA. Federal agencies often use NEPA for purposes of public outreach under Section 106 review. Agencies may also coordinate their NEPA and Section 106 reviews.

Federal agencies also frequently contact local museums and historical societies directly to learn about historic properties and community concerns. In addition, organizations like the National Trust for Historic Preservation (NTHP) are actively engaged in a number of Section 106 consultations on projects around the country. The NTHP is a private, non-profit membership organization dedicated to saving historic

places and revitalizing America's communities. Organizations like the NTHP and your state and local historical societies and preservation interest groups can be valuable sources of information. Let them know of your interest.

When the agency provides you with information, let the agency know if you disagree with its findings regarding what properties are eligible for the National Register of Historic Places or how the proposed project may affect them. Tell the agency—in writing—about any important properties that you think have been overlooked or incorrectly evaluated. Be sure to provide documentation to support your views.

When the federal agency releases information about project alternatives under consideration, make it aware of the options you believe would be most beneficial. To support alternatives that would preserve historic properties, be prepared to discuss costs and how well your preferred alternatives would meet project needs. Sharing success stories about the treatment or reuse of similar resources can also be helpful.

Applicants for federal assistance or permits, and their consultants, often undertake research and analyses on behalf of a federal agency. Be prepared to make your interests and views known to them, as well. But remember the federal agency is ultimately responsible for completing Section 106 review, so make sure you also convey your concerns directly to it.

### *Learn About the Project*



Hangar I, a historic dirigible hangar at Moffett Field at NASA Ames Research Center, California. The unique nature of this historic resource has drawn wide public, and some congressional, interest.

# Influencing Project Outcomes

In addition to seeking the views of the public, federal agencies must actively consult with certain organizations and individuals during review. This interactive consultation is at the heart of Section 106 review.

Consultation does not mandate a specific outcome. Rather, it is the process of seeking, discussing, and considering the views of consulting parties about how project effects on historic properties should be handled.

To influence project outcomes, you may work through the consulting parties, particularly those who represent your interests. For instance, if you live within the local jurisdiction where a project is taking place, make sure to express your views on historic preservation issues to the local government officials who participate in consultation.

*Speak Up*



Residents in the Lower Mid-City Historic District in New Orleans express their opinions about the proposed acquisition and demolition of their properties for the planned new Department of Veterans Affairs and Louisiana State University medical centers which would replace the facilities damaged as a result of Hurricane Katrina.

You or your organization may want to take a more active role in Section 106 review, especially if you have a legal or economic interest in the project or the affected properties. You might also have an interest in the effects of the project as an individual, a business owner, or a member of a neighborhood association, preservation group, or other organization. Under these circumstances, you or your organization may write to the federal agency asking to become a consulting party.



## WHO ARE CONSULTING PARTIES?

The following parties are entitled to participate as consulting parties during Section 106 review:

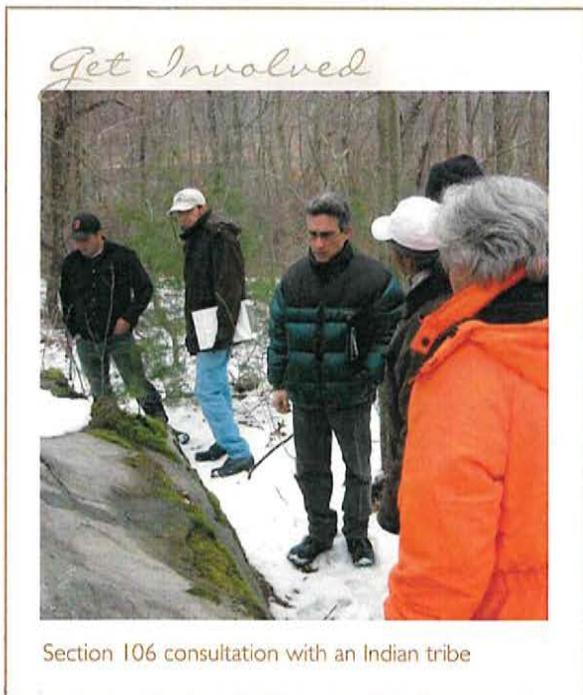
- ▶ Advisory Council on Historic Preservation;
- ▶ State Historic Preservation Officers;
- ▶ Federally recognized Indian tribes/THPOs;
- ▶ Native Hawaiian organizations;
- ▶ Local governments; and
- ▶ Applicants for federal assistance, permits, licenses, and other approvals.

Other individuals and organizations with a demonstrated interest in the project may participate in Section 106 review as consulting parties "due to the nature of their legal or economic relation to the undertaking or affected properties, or their concern with the undertaking's effects on historic properties." Their participation is subject to approval by the responsible federal agency.

When requesting consulting party status, explain in a letter to the federal agency why you believe your participation would be important to successful resolution. Since the SHPO/THPO or tribe will assist the federal agency in deciding who will participate in the consultation, be sure to provide the SHPO/THPO or tribe with a copy of your letter. Make sure to emphasize your relationship with the project and demonstrate how your connection will inform the agency's decision making.

If you are denied consulting party status, you may ask the ACHP to review the denial and make recommendations to the federal agency regarding your participation. However, the federal agency makes the ultimate decision on the matter.

Consulting party status entitles you to share your views, receive and review pertinent information, offer ideas, and consider possible solutions together with the federal agency and other consulting parties. It is up to you to decide how actively you want to participate in consultation.



## MAKING THE MOST OF CONSULTATION

Consultation will vary depending on the federal agency's planning process and the nature of the project and its effects.

Often consultation involves participants with a wide variety of concerns and goals. While the focus of some may be preservation, the focus of others may be time, cost, and the purpose to be served by the project.

### Effective consultation occurs when you:

- ▶ keep an open mind;
- ▶ state your interests clearly;
- ▶ acknowledge that others have legitimate interests, and seek to understand and accommodate them;
- ▶ consider a wide range of options;
- ▶ identify shared goals and seek options that allow mutual gain; and
- ▶ bring forward solutions that meet the agency's needs.

Creative ideas about alternatives—not complaints—are the hallmarks of effective consultation.



# How the ACHP Can Help

Under Section 106 review, most harmful effects are addressed successfully by the federal agency and the consulting parties without participation by the ACHP. So, your first points of contact should always be the federal agency and/or the SHPO/THPO.

When there is significant public controversy, or if the project will have substantial effects on important historic properties, the ACHP may elect to participate directly in the consultation. The ACHP may also get involved if important policy questions are raised, procedural problems arise, or if there are issues of concern to Indian tribes or Native Hawaiian organizations.

Whether or not the ACHP becomes involved in consultation, you may contact the ACHP to express your views or to request guidance, advice, or technical assistance. Regardless of the

scale of the project or the magnitude of its effects, the ACHP is available to assist with dispute resolution and advise on the Section 106 review process.

If you cannot resolve disagreements with the federal agency regarding which historic properties are affected by a project or how they will be impacted, contact the ACHP. The ACHP may then advise the federal agency to reconsider its findings.



## CONTACTING THE ACHP: A CHECKLIST

If you have questions about Section 106 that the SHPO/THPO/federal agency cannot answer, you may contact the ACHP. Try to have the following information available:

- ▶ the name of the responsible federal agency and how it is involved;
- ▶ a description of the project;
- ▶ the historic properties involved; and
- ▶ a clear statement of your concerns about the project and its effect on historic properties.

If you suspect federal involvement but have been unable to verify it, or if you believe the federal agency or one of the other participants in review has not fulfilled its responsibilities under the Section 106 regulations, you can ask the ACHP to investigate. In either case, be as specific as possible.

### *Collecting Comments*



A panel of ACHP members listen to comments during a public meeting.

## When Agencies Don't Follow the Rules

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A federal agency must conclude Section 106 review before making a decision to approve a project, or fund or issue a permit that may affect a historic property. Agencies should not make obligations or take other actions that would preclude consideration of the full range of alternatives to avoid or minimize harm to historic properties before Section 106 review is complete.

If the agency acts without properly completing Section 106 review, the ACHP can issue a finding that the agency has prevented meaningful review of the project. This means that, in the ACHP's opinion, the agency has failed to comply with Section 106 and therefore has not met the requirements of federal law.

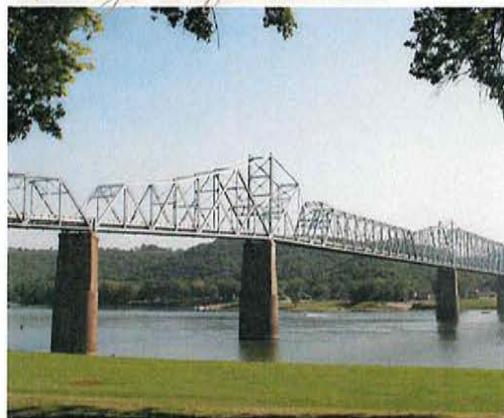
A vigilant public helps ensure federal agencies comply fully with Section 106. In response to requests, the ACHP can investigate questionable actions and advise agencies to take corrective action. As a last resort, preservation groups or individuals can litigate in order to enforce Section 106.

If you are involved in a project and it seems to be getting off track, contact the agency to voice your concern. Call the SHPO or THPO to make sure they understand the issue. Call the ACHP if you feel your concerns have not been heard.

## Following Through

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### *Stay Informed*



Milton Madison Bridge over the Ohio River between Kentucky and Indiana. Bridge projects can affect a variety of cultural and historic properties. (photo courtesy Wilbur Smith Associates/Michael Baker Engineers)

After agreements are signed, the public may still play a role in the Section 106 process by keeping abreast of the agreements that were signed and making sure they are properly carried out. The public may also request status reports from the agency.

Designed to accommodate project needs and historic values, Section 106 review relies on strong public participation. Section 106 review provides the public with an opportunity to influence how projects with federal involvement affect historic properties. By keeping informed of federal involvement, participating in consultation, and knowing when and whom to ask for help, you can play an active role in deciding the future of historic properties in your community.

Section 106 review gives you a chance to weigh in when projects with federal involvement may affect historic properties you care about. Seize that chance, and make a difference!

# Contact Information

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## Advisory Council on Historic Preservation

Office of Federal Agency Programs  
401 F Street, NW, Suite 308  
Washington, DC 20001-2637  
Phone: (202) 517-0200  
Fax: (202) 517-6381  
E-mail: [achp@achp.gov](mailto:achp@achp.gov)  
Web site: [www.achp.gov](http://www.achp.gov)

*The ACHP's Web site includes more information about working with Section 106 and contact information for federal agencies, SHPOs, and THPOs. The ACHP also publishes Section 106 Success Stories at [www.achp.gov/sec106\\_successes.html](http://www.achp.gov/sec106_successes.html).*

## National Association of Tribal Historic Preservation Officers

P.O. Box 19189  
Washington, D.C. 20036-9189  
Phone: (202) 628-8476  
Fax: (202) 628-2241  
E-mail: [info@nathpo.org](mailto:info@nathpo.org)  
Web site: [www.nathpo.org](http://www.nathpo.org)

## National Conference of State Historic Preservation Officers

444 North Capitol Street, NW, Suite 342  
Washington, D.C. 20001  
Phone: (202) 624-5465  
Fax: (202) 624-5419  
Web site: [www.ncshpo.org](http://www.ncshpo.org)

**For the SHPO in your state, see:**  
<http://ncshpo.org/shpodirectory.shtml>

## National Park Service

Heritage Preservation Services  
1849 C Street, NW (2255)  
Washington, D.C. 20240  
E-mail: [NPS\\_HPS-info@nps.gov](mailto:NPS_HPS-info@nps.gov)  
Web site: [www.nps.gov/history](http://www.nps.gov/history)

National Register of Historic Places  
1201 Eye Street, NW (2280)  
Washington, D.C. 20005  
Phone: (202) 354-2211  
Fax: (202) 371-6447  
E-mail: [nr\\_reference@nps.gov](mailto:nr_reference@nps.gov)  
Web site: [www.nps.gov/nr](http://www.nps.gov/nr)

## National Trust for Historic Preservation

2600 Virginia Avenue, NW  
Suite 1100  
Washington, DC 20037  
Phone: (800) 944-6847 or (202) 588-6000  
Fax: (202) 588-6038  
Web site: [www.preservationnation.org](http://www.preservationnation.org)

## Office of Hawaiian Affairs

560 North Nimitz Highway  
Suite 200  
Honolulu, HI 96817  
Phone: (808) 594-1835  
Fax: (808) 594-1865  
E-mail: [info@oha.org](mailto:info@oha.org)  
Web site: [www.oha.org](http://www.oha.org)

*Beneath the Surface*



Ohio Department of Transportation workers made an unanticipated archaeological discovery while working just north of Chillicothe along state Route 104. It is a remnant of an Ohio & Erie Canal viaduct. (photo courtesy Bruce W. Aument, Staff Archaeologist, ODOT/Office of Environmental Services)

## TO LEARN MORE

For detailed information about the ACHP, Section 106 review process, and our other activities, visit us at [www.achp.gov](http://www.achp.gov) or contact us at:

Advisory Council on Historic Preservation  
401 F Street, NW, Suite 308  
Washington, DC 20001-2637  
Phone: (202) 517-0200  
Fax: (202) 517-6381  
E-mail: [achp@achp.gov](mailto:achp@achp.gov)

**[WWW.ACHP.GOV](http://WWW.ACHP.GOV)**



*Preserving America's Heritage*

# NATIONAL REGISTER BULLETIN

Technical information on comprehensive planning, survey of cultural resources, and registration in  
the National Register of Historic Places



U.S. Department of the Interior  
National Park Service  
Cultural Resources  
Interagency Resources Division

## GUIDELINES FOR EVALUATING AND REGISTERING CEMETERIES AND BURIAL PLACES



**Mission:** As the Nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally-owned public lands and natural and cultural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The Department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The Department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. Administration.

This publication is financed by the National Park Service, United States Department of the Interior. Under Title VI of the Civil Rights Act of 1964, as amended; Section 504 of the Rehabilitation Act of 1973, as amended; and the Age Discrimination Act of 1975, as amended, the United States Department of the Interior prohibits discrimination on the basis of race, color, national origin, handicap, or age in its programs. If you believe you have been discriminated against in any program, activity, or facility, or if you desire further information please write: Office of Equal Opportunity, National Park Service, P.O. Box 37127, Washington, DC 20013-7127.

*(Cover Photo). The East Parish Burying Ground in Newton, Massachusetts, is an important link to the city's 17th century origins and illustrates the characteristic features of a dense concentration of tablet-type markers bearing grim epitaphs and carved imagery. (Thelma Fleishman, 1981).*

# **NATIONAL REGISTER BULLETIN 41**

## **GUIDELINES FOR EVALUATING AND REGISTERING CEMETERIES AND BURIAL PLACES**

by  
**Elisabeth Walton Potter**  
and  
**Beth M. Boland**

**U.S. Department of the Interior  
National Park Service  
Interagency Resources Division  
National Register of Historic Places**

**1992**

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# PREFACE

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The creation of the National Register of Historic Places in 1966 provided the first national recognition for historic properties possessing State or local significance, and uniform standards for evaluating them. The National Register's Criteria for Evaluation established the threshold for defining the qualities that would make such a property worthy of preservation, but also needed to ensure credibility through adherence to standards acceptable to relevant professional disciplines. Through the special requirements of the Criteria Considerations, the criteria both caution against subjective enthusiasm for certain types of resources, and also reinforce the importance of objective historical analysis.

In the legislative history of the 1980 Amendments to the National Historic Preservation Act of 1966, Congress

indicated a desire that the Secretary of the Interior review National Register Criteria for Evaluation from time to time to ensure their effectiveness in carrying out the policies of the Act. In 1986, upon the occasion of the 20th anniversary of the National Historic Preservation Act, the National Park Service organized such a review. In their December 17, 1986, report, those who reviewed the criteria concluded that no revision of criteria wording was warranted, but recommended several issues that could benefit from clarification through additional published guidance. The application of National Register criteria to graves and cemeteries was one such issue.

A greater appreciation has evolved in both scholarship and public perception for the important historical themes that graves, cemeteries, and other types of

burial places and features can represent. The growing emphasis on the history of ordinary individuals, grass roots movements, cultural and designed landscapes, and various cultural groups has nurtured this evolution. At the same time, the identification, maintenance, and preservation of burial places is increasingly threatened through neglect, ignorance, and vandalism. This publication is intended to focus attention on these resources and provide detailed guidance on the qualities that render burial places significant representatives of our history worthy of preservation.

Lawrence E. Aten  
Chief, Interagency Resources Division  
National Park Service  
Department of the Interior

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# I. INTRODUCTION

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Individual and collective burial places can reflect and represent in important ways the cultural values and practices of the past that help instruct us about who we are as a people. Yet for profoundly personal reasons, familial and cultural descendants of the interred often view graves and cemeteries with a sense of reverence and devout sentiment that can overshadow objective evaluation. Therefore, cemeteries and graves are among those properties that ordinarily are not considered eligible for inclusion in the National Register of Historic Places unless they meet special requirements. The National Register Criteria for Evaluation include considerations by which burial places may be eligible for inclusion in the National Register. To qualify for listing under Criteria A (association with events), B (association with people), or C (design), a cemetery or grave must meet not only the basic criteria, but also the special requirements of Criteria Considerations C or D, relating to graves and cemeteries.<sup>1</sup>

Burial places evaluated under Criterion D for the importance of the information they may impart do not have to meet the requirements for the Criteria Considerations. These sites generally have been considered as archeological sites. It is important to remember that although cemeteries and other burial places may be evaluated for their potential to yield information, they also may possess great value to those who are related culturally to the people buried there.

Roughly 1,700 cemeteries and burial places in all parts of the country have been entered in the National Register since 1966, either as individual listings

or because they are part of historic districts.<sup>2</sup> These numbers reflect the essential presence of burial places in the cultural landscape. Various factors have contributed to the continuing trend of registration. Clearly important is the growing literature on funerary art and architecture, and on landscapes. With greater frequency since the 1960s, studies in American culture have treated not only the form and symbolism of gravemarkers, but also the social and spiritual values expressed in burial placements and the organization of burying grounds — including the different attitudes about death held by the various cultural groups that make up our society.

Though the tradition of cleaning up and beautifying old cemeteries is a long one, the current interest in these subjects partly owes to widespread incidents of abandonment, theft, vandalism, real estate development, and environmental hazards such as acid rain, which have pushed cemeteries to the forefront of preservation issues. National Register listing is an important step in preserving cemeteries because such recognition often sparks community interest in the importance of these sites in conveying the story of its past. Listing also gives credibility to State and local efforts to preserve these resources for their continuing contribution to the community's identity. The documentation contained in surveys and nominations of these historic burying places — especially those cemeteries that are neglected or threatened — is the key to their better protection and management. This information has a variety of uses, including public education; planning by local, State, or Federal agencies; or

publication. The purpose of this bulletin is to guide Federal agencies, State historic preservation offices, Certified Local Governments, preservation professionals, and interested groups and individuals in evaluating, documenting, and nominating cemeteries, burial places and related types of property to the National Register.

The resources or types of properties relating to mortuary customs in the United States and its associated territories vary from region to region and age to age according to prevailing spiritual beliefs and methods of caring for the dead. The burial mound of prehistoric populations in the Mississippi River Valley, the tablet-filled graveyard of the Colonial period, the park-like "rural" cemetery of the early-to-mid 19th century, and the Art Deco mausoleum and crematorium of the modern industrial age — all are distinct manifestations of the cultures and environments in which they were created. These places are capable of providing insight to the cultural values of preceding generations unless they have been looted, severely vandalized, or compromised by development or natural forces. To measure the significance of burial places in American culture, we must know something of their geographic extent, the historic events affecting their creation, the span of time in which they evolved, their ceremonial functions, their aesthetic value, the reasons for the location and orientation of graves, and the underlying meaning of their embellishments.

This bulletin defines the term "burial place" broadly as a location where the dead are prepared for burial or cremation, or where the remains of the dead are placed. A burial place may be a

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<sup>1</sup> The discussion of the criteria begins on page 9, and the requirements of the considerations on page 14. For a list of the National Register Criteria for Evaluation and the Criteria Considerations, see p. 33.

<sup>2</sup> For information on the National Register, contact the State Historic Preservation Officer in your State, or The National Register of Historic Places, Interagency Resources Division, National Park Service, P. O. Box 37127, Washington, D.C. 20013-7127.

single feature, ranging from the grandly monumented tomb of a national leader to an isolated grave expediently prepared alongside a battlefield or emigrant route. Other burial places are more complex, such as compound burial sites and cemeteries developed after deliberate selection and arrangement of the landscape. In Native American and Pacific Island cultures, certain burial places were ephemeral because they took place above ground. However, where evidence remains of cremation areas and sites traditionally used for scaffold and other encasement burials, such places would be encompassed by the general classification, burial place.

Cemeteries and burial places traditionally have been regarded as sacred and inviolate, especially by those whose ancestors are buried there. Recently, the concern of Native Americans about appropriate and respectful disposition of burial remains and objects of their

descendants has resulted in greater sensitivity toward those for whom a burial place has familial or cultural importance. The Native American Graves Protection and Repatriation Act of 1990 (P.L. 101-601) sets out the rights of Indian Tribes and Native Hawaiian organizations regarding human remains, funerary and sacred objects, and other culturally significant objects for which they can demonstrate lineal descent or cultural affiliation. One of the main purposes of the legislation is to protect Native American graves and related items, and to control their removal. The Act encourages the avoidance of archeological sites that contain burials and also makes Federal agencies responsible for consulting Indian Tribes or Native Hawaiian groups when they encounter such sites, either in the course of planned excavations, or through inadvertent discovery. Consultation is required to determine

the appropriate treatment of human remains and cultural objects. Many States, also, have passed legislation that addresses the discovery and disposition of graves.

Several factors resulted in a decision to omit detailed guidance on identifying, evaluating, and documenting archeological sites that contain burials, and on appropriate methods for studying them, from this bulletin. These factors include the specialized nature of investigating these burials, ongoing debates over the appropriate treatment of such sites, and evolving policies and procedures relating to the Native American Graves Protection and Repatriation Act. Nevertheless, references, examples, and brief discussions of prehistoric burials appear throughout this bulletin in recognition that they may be eligible for National Register listing.

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# II. BURIAL CUSTOMS AND CEMETERIES IN AMERICAN HISTORY

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The types of cemeteries and burial places that might qualify for National Register listing are many and varied. They include:

- town cemeteries and burial grounds whose creation and continuity reflect the broad spectrum of the community's history and culture;
- family burial plots that contribute to the significance of a farmstead;
- beautifully designed garden cemeteries that served as places of rest and recreation;
- graveyards that form an important part of the historic setting for a church or other religious building being nominated;
- formal cemeteries whose collections of tombs, sculptures, and markers possess artistic and architectural significance;
- single or grouped grave-stones that represent a distinctive folk tradition;
- graves or graveyards whose survival is a significant or the only reminder of an important person, culture, settlement, or event; and
- burial places whose location, grave markers, landscaping, or other

*The Crawford-Dorsey House and Cemetery near Lovejoy, Clayton County, Georgia, represent a historic Southern plantation; the earliest graves are covered by seashells. (James R. Lockhart, 1983)*

physical attributes tell us something important about the people who created them.

Examples of these and many other types of burial places appear throughout this bulletin, especially in the section on applying the criteria. Some types of burial places represent events, customs, or beliefs common to many cultures, locations, or time periods. Others are unique representatives of specific people or events. Background information on some of the traditions in American burials that are so common that numerous examples have been, or are likely to be, identified and nominated is discussed briefly in this section; the omission of other traditions or historical developments should not be interpreted as precluding cemeteries or graves that do not fit into the topics that are included. For example, community cemeteries that reflect early settlement or various aspects of an area's long history

may not fall into one of the traditions described in this section. Yet they frequently are nominated and listed in the National Register.

## NATIVE AMERICAN BURIAL CUSTOMS

Native American burial customs have varied widely, not only geographically, but also through time, having been shaped by differing environments, social structure, and spiritual beliefs. Prehistoric civilizations evolved methods of caring for the dead that reflected either the seasonal movements of nomadic societies or the lifeways of settled communities organized around fixed locations. As they evolved, burial practices included various forms of encasement, sub-surface interment, cremation, and exposure. Custom



usually dictated some type of purification ritual at the time of burial. Certain ceremonies called for secondary interments following incineration or exposure of the body, and in such cases, the rites might extend over some time period. Where the distinctions in social status were marked, the rites were more elaborate.

The Plains Indians and certain Indians of the Pacific Northwest commonly practiced above-ground burials using trees, scaffolds, canoes, and boxes on stilts, which decayed over time. More permanent were earthen constructions, such as the chambered mounds and crematory mounds of the Indians of the Mississippi River drainage. In some areas of the Southeast and Southwest, cemeteries for urn burials, using earthenware jars, were common.

After contact with European Americans, Native American cultures adopted other practices brought about by religious proselytizing, intermarriage, edict, and enforcement of regulations. The Hopi, Zuni, and other Pueblo peoples of Arizona and New Mexico were among the first to experience Hispanic contact in the 16th century, and subsequently, their ancestral lands were colonized. At the pueblos — stone and adobe villages — where Roman Catholic missions were established, burials within church grounds or graveyards consecrated in accordance with Christian doctrine were encouraged for those who had been converted to the faith. However, Native Americans also continued their traditional burial practices, when necessary in secret.

Throughout the period of the fur trade in the North Pacific, beginning in the late 18th century, Russian Orthodox missions were established among the native populations settled along the coastline and mainland interior of Russian-occupied Alaska. At Eklutna, a village at the head of Cook Inlet, north of Anchorage, an Athabascan cemetery adjacent to the 19th century Church of St. Nicholas (Anchorage Borough - Census Area), illustrates continuity of a burial custom widely recorded in historic times, that of constructing gable-roofed wooden shelters over graves to house the spirit of the dead. In the cemetery at Eklutna, the spirit houses are arranged in regular rows, have brightly-painted exteriors fronted by Greek crosses, and are surmounted by comb-like ridge crests. In this particular example, variation in the size of the shelters is an indication of social status, while clan affiliations are identified by color and by the styling of the crest.

## COLONIAL AND EARLY AMERICAN BURIAL CUSTOMS

The earliest episodes of Spanish, French, and English settlement on the eastern shore of North America followed voyages of exploration in the 16th century. The original attempts at colonizing were made in Florida, the Carolinas, and Virginia. In 1565, the first lasting European community was established by the Spanish on the east coast of Florida, at St. Augustine, which survived attack from competing forces in colonization of the New World. An essential feature of the fortified settlement was the Roman Catholic mission church with its associated burial ground. Where they are uncovered in the course of modern day improvement projects, unmarked burials of the 16th and 17th centuries provide evidence for identifying the historic locations of successors to the founding church — sites that gradually disappeared in the layerings of later town development. The archeological record shows shroud-wrapped interments were customary in the city's Spanish Colonial period. Traces of coffins or coffin hardware do not appear in Colonial burials before the beginning of English immigration to the area in the 18th century. Graves of the Spanish colonists occurred in consecrated ground within or adjacent to a church. They followed a pattern of regular, compact spacing and east-facing orientation. These characteristics, together with arms crossed over the chest and the presence of brass shroud pins are a means of distinguishing Christian burials from precolonial Native American burials sometimes associated with the same site.

With the notable exception of the secular graveyards of Puritan New England, the ideal during the Colonial period in English colonies was to bury the dead in churchyards located in close proximity to churches. Churchyard burials have remained standard practice into the 20th century for European Americans and other cultures in the Judeo-Christian tradition. Early Puritans rejected churchyard burials as they rebelled against other "papist" practices, as heretical and idolatrous. Instead, many 17th century New England towns set aside land as common community burial grounds. Headstone images from this period also reflect the rejection of formal Christian

iconography in favor of more secular figures, such as skulls representing fate common to all men.

In areas such as the Middle Atlantic region and the South, settlement patterns tended to be more dispersed than in New England. Although early towns such as Jamestown established church cemeteries, eventually burial in churchyards became impractical for all but those living close to churches. As extensive plantations were established to facilitate the production of large scale cash crops, such as tobacco, several factors often made burial in a churchyard problematical: towns were located far apart, geographically large parishes were often served by only a single church, and transportation was difficult, the major mode being by ship. The distance of family plantations from churches necessitated alternative locations for cemeteries, which took the form of family cemeteries on the plantation grounds. They usually were established on a high, well-drained point of land, and often were enclosed by a fence or wall. Although initially dictated by settlement patterns, plantation burials became a tradition once the precedent was set. Along with the variety of dependencies, agricultural lands, and other features, family cemeteries help illustrate the degree of self-sufficiency sustained by many of these plantations. Pruitt Oaks, Colbert County, Alabama, is one of many National Register examples of such a plantation complex.

## ORIGINS OF THE "RURAL" CEMETERY MOVEMENT

In the young republic of the United States, the "rural" cemetery movement was inspired by romantic perceptions of nature, art, national identity, and the melancholy theme of death. It drew upon innovations in burial ground design in England and France, most particularly Père Lachaise Cemetery in Paris, established in 1804 and developed according to an 1815 plan. Based on the model of Mount Auburn Cemetery, founded at Cambridge, near Boston by leaders of the Massachusetts Horticultural Society in 1831, America's "rural" cemeteries typically were established around elevated viewsites at the city outskirts. Mount Auburn was followed



*Mount Auburn Cemetery in Cambridge, Massachusetts, was a model for suburban landscaped cemeteries popular in the 19th century. Mount Auburn and other "rural" cemeteries of its kind inspired a movement for public parks. (Photographer unknown; ca. 1870. From the collection of the Mount Auburn Cemetery Archives)*

by the formation of Laurel Hill Cemetery in Philadelphia in 1836; Green Mount in Baltimore, 1838; Green-Wood Cemetery in Brooklyn and Mount Hope Cemetery in Rochester, New York, in 1839; and ultimately many others.<sup>3</sup>

After the Civil War, reformers concerned about land conservation and public health agitated for revival of the practice of incineration and urn burial. The cremation movement gathered momentum rapidly around the turn of the century, particularly on the west coast, and resulted in construction of crematories in many major cities. Columbariums and community mausoleums were erected in cemeteries to expand the number of burials which could be accommodated with the least sacrifice of ground space.

Perpetual care lawn cemeteries or memorial parks of the 20th century

represent a transformation of the "rural" cemetery ideal that began in the last half of the 19th century. At Spring Grove Cemetery in Cincinnati (Hamilton County), Ohio, superintendent Adolph Strauch introduced the lawn plan system, which deemphasized monuments in favor of unbroken lawn scenery, or common open space. Writing in support of this concept and the value of unified design, fellow landscape architect and cemetery engineer Jacob Weidenmann brought out *Modern Cemeteries: An Essay on the Improvement and Proper Management of Rural Cemeteries* in 1888. To illustrate his essay, Weidenmann diagrammed a variety of plot arrangements showing how areas could be reserved exclusively for landscaping for the enhancement of adjacent lots.

"Modern" cemetery planning was based on the keynotes of natural beauty

and economy. Whereas 19th century community cemeteries typically were organized and operated by voluntary associations which sold individual plots to be marked and maintained by private owners according to individual taste, the memorial park was comprehensively designed and managed by full-time professionals. Whether the sponsoring institution was a business venture or non-profit corporation, the ideal was to extend perpetual care to every lot and grave. The natural beauty of cemetery sites continued to be enhanced through landscaping, but rolling terrain was smoothed of picturesque roughness and hilly features. The mechanized equipment required to maintain grounds efficiently on a broad scale prompted standardization of markers flush with the ground level and the elimination of plot-defining barriers.

<sup>3</sup> Mount Auburn (Middlesex County), Laurel Hill (Philadelphia County), and Green Mount (Baltimore Independent City) are listed individually in the National Register. Because National Register files and published lists are organized by State and county, the name of the county is provided for each individually listed burial place cited in this bulletin. Other referenced cemeteries and burial places may be included in the National Register as part of larger historic properties, especially historic districts.

# THE "RURAL" CEMETERY MOVEMENT AND ITS IMPACT ON AMERICAN LANDSCAPE DESIGN

The "rural" cemetery movement, influenced by European trends in gardening and landscape design, in turn had a major impact on American landscape design. Early in the 19th century, the prevailing tradition was the romantic style of landscape gardening which in the previous century the English nobility and their gardeners had invented using classical landscape paintings as their models. English garden designers such as Lancelot "Capability" Brown, William Kent, Sir Uvedale Price, Humphrey Repton and John Claudius Loudon artfully improved vast country estates according to varying aesthetic theories. To achieve naturalistic effects, gracefully curving pathways and watercourses were adapted to rolling land forms. Contrast and variation were employed in the massing of trees and plants as well as the arrangement of ornamental features. The "picturesque" mode of 18th century landscaping was characterized by open meadows of irregular outline, uneven stands of trees, naturalistic lakes, accents of specimen plants and, here and there, incidental objects such as an antique statue or urn on a pedestal to lend interest and variety to the scene.

The "rural" cemeteries laid out by horticulturists in Boston, Philadelphia, Baltimore, and New York in the 1830s were romantic pastoral landscapes of the picturesque type. Planned as serene and spacious grounds where the combination of nature and monuments would be spiritually uplifting, they came to be looked on as public parks, places of respite and recreation acclaimed for their beauty and usefulness to society. In the early "rural" cemeteries and in those which followed their pattern, hilly, wooded sites were enhanced by grading, selective thinning of trees, and massing of plant materials which directed views opening onto broad vistas. The cemetery gateway established separation from the workaday world, and a winding drive of gradual

ascent slowed progress to a stately pace. Such settings stirred an appreciation of nature and a sense of the continuity of life. By their example, the popular new cemeteries started a movement for urban parks that was encouraged by the writings of Andrew Jackson Downing and the pioneering work of other advocates of "picturesque" landscaping, most particularly Calvert Vaux and Frederick Law Olmsted, who collaborated in the design of New York City's Central Park.

With the rapid growth of urban centers later in the 19th century, landscape design and city planning merged in the work of Frederick Law Olmsted, the country's leading designer of urban parks. Olmsted and his partners were influential in reviving planning on a grand scale in the parkways they created to connect units of municipal park systems. Although Olmsted was more closely tied to the naturalistic style of landscape planning, his firm's work with Daniel H. Burnham in laying out grounds for the World's Columbian Exposition of 1893 in Chicago conformed to the classical principles of strong axial organization and bilateral symmetry. The central unifying element of the imposing exposition building group was a lengthy concourse, a lagoon, terminated by sculptural focal points at either end. Following the Chicago World's Fair, civic planning was based for some time on a formal, monumental vision of "the City Beautiful."

The historic relationship of cemetery and municipal park planning in America is well documented in *Park and Cemetery*, one of the earliest professional journals in the field of landscape architecture. Inaugurated in Chicago in 1891 and briefly published as *The Modern Cemetery*, a title that was resumed in 1933, the journal chronicles the growth of an industry and indicates the developing professionalism within related fields. For example, the Association of American Cemetery Superintendents was organized in 1887. Cemetery superintendents and urban park officials held a common interest in matters of design as well as horticulture and practical groundskeeping.

The tradition of naturalistic landscape design that was developed by Olmsted and his followers continued into the 20th century. Widely influential was the work of John C. Olmsted and Frederick Law Olmsted, Jr., successors of the elder Olmsted and principals of the Olmsted Brothers firm which was consulted throughout the country on

matters of civic landscape design. But after 1900, parks and cemeteries took on aspects of formal landscape planning made fashionable by the "City Beautiful" movement and renewed interest in formal gardens of the Italian style. Typically, classical formality was introduced to early 20th century cemetery landscapes in the axial alignment of principal avenues of approach centered on building fronts, and also in cross axes terminated by rostrums, exedras, and other focal features drawn from various traditions in classical architecture. By the 1930s, newer cemeteries and memorial parks showed the influence of modernism in a general preference for buildings and monuments that were stripped of excessive decoration. Greek architecture, admired for its purity and simplicity, was the approved model for monumentation in the early modern age.

## MILITARY CEMETERIES

Military cemeteries, created for the burial of war casualties, veterans, and their dependents are located in nearly every State, as well as in foreign countries, and constitute an important type of American cemetery. There are over 200 cemeteries established by the Federal government for the burial of war casualties and veterans. These include national cemeteries, post cemeteries, soldiers' lots, Confederate and Union plots, American cemeteries overseas, and other burial grounds. Many States also have established veterans cemeteries. The majority of veterans, however, likely are buried in private and community cemeteries, sometimes in separate sections reserved for veterans.

During the American Revolution, soldiers were buried in existing burial grounds near the place of battle. One of the earliest types of organized American military cemetery was the post cemetery. Commanders at frontier forts of the early-to-mid 19th century buried their dead in cemetery plots marked off within the post reservations. Post cemetery registers reveal a fairly uniform system of recording burials, sometimes even including assigned grave numbers. Management of burial grounds fell to quartermaster officers. In 1850, the U.S. Congress called for the establishment of a cemetery outside Mexico City for Americans who died in the Mexican War. This was a precedent for the creation of permanent military cemeter-

ies over a decade before the creation of a national cemetery system.

During the Civil War, there was a critical shortage of cemetery space for large concentrations of troops. At first, this need was addressed through the acquisition of lots near general hospitals, where more soldiers died than in battle. As the war continued, however, it was clear that this was not an adequate solution. In 1862, Congress passed legislation authorizing the creation of a national cemetery system. Within the year, 14 national cemeteries were established. Most were located near troop concentrations, two were former post cemeteries, one was for the burial of Confederate prisoners and guards who died in a train accident, and several were transformed battlefield burial grounds. By the end of 1864, 13 more had been added. Two of the best known of the national cemeteries from the Civil War period are Arlington National Cemetery, established in 1864, and Andersonville, established in 1865. Arlington, the home of Confederate General Robert E. Lee at the beginning of the Civil War, was confiscated by the Union army in May of 1861. In 1864, on the recommendation of Brig. Gen. Montgomery C. Meigs, Quartermaster General of the Army, the grounds officially became a national cemetery. Andersonville became the final resting place of almost 13,000 soldiers who died there at the Confederate prisoner of war camp.

The establishment of Civil War-era military cemeteries often resulted from decisions by local commanders or by State civil authorities in conjunction with private associations. Burial grounds were established near battlefields, military posts, hospitals, and, later, veterans homes. Before the creation of the National Cemetery System, these burial grounds were referred to variously as national cemeteries, soldiers' lots, Confederate plots, Union plots, and post cemeteries. Many later were absorbed into the National Cemetery System.

Immediately after the Civil War, an ambitious search and recovery program initiated the formidable task of locating and reburying soldiers from thousands of scattered battlefield burial sites. By 1870, over 90 percent of the Union casualties — 45 percent of whose identity were unknown — were interred in national cemeteries, private plots, and post cemeteries. In 1867, Congress directed every national cemetery to be enclosed with a stone or iron fence, each gravesite marked with a headstone, and

superintendent quarters to be constructed. Although many national cemeteries contain Confederate sections, it was not until 1906 that Congress authorized marking the graves of Confederates who had died in Federal prisons and military hospitals. The post-Civil War reburial program also removed burials from abandoned military post cemeteries, particularly those in the western frontier, for interment into newly-created national cemeteries.

Following World War I, only 13 percent of the deceased returned to the United States were placed in national cemeteries; 40 percent of those who died were buried in eight permanent American cemeteries in Europe. Similarly, after World War II, 14 permanent cemeteries were created in foreign countries. Today, there are 24 American cemeteries located outside the United States, which are administered by the American Battle Monuments Commission.

Until 1933, the War Department administered most military cemeteries. That year an executive order transferred 11 national cemeteries near national military parks or battlefield sites already under the jurisdiction of the National Park Service to that agency. Today, the National Park Service administers 14 national cemeteries.

Originally, hospital military cemeteries associated with former National Homes for Disabled Volunteer Soldiers and former Veterans Bureau (later Veterans Administration) hospital reservations were not part of the national cemetery system. In 1973, the Department of the Army transferred 82 of the 84 remaining national cemeteries to the Veterans Administration — today the Department of Veterans Affairs — which had been created in 1930 from the merging of the National Homes and Veterans Bureau. Also in 1973, the 21 existing "VA" hospital cemeteries were recognized as part of the National Cemetery System. The system has continued to expand, and there now are 114 national cemeteries managed by the Department of Veterans Affairs, where more than two million Americans — including veterans from all of the country's wars and conflicts from the Revolutionary War to the Persian Gulf — are buried.

The total number of military and veterans burial places in the United States is unknown because there are numerous veterans plots in private and non-Federal public cemeteries. In 1991, 70 percent of the markers provided by the Federal government to mark new gravesites were delivered to private or State cemeteries, and the remainder to national cemeteries.



*The National Cemetery Section of Lexington Cemetery, Lexington, Fayette County, Kentucky, includes burials of Union and Confederate soldiers, and veterans of the Spanish-American War. (Lexington Herald-Leader Newspaper, 1958)*

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# III. TYPES OF BURIAL PLACES AND ASSOCIATED FEATURES

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Distinctive mortuary features and burial places may be eligible for inclusion in the National Register as free-standing buildings and sites nominated individually. Others are eligible because they are significant in a larger context, as, for example, a mausoleum located in a cemetery or a family burial plot on a farmstead or plantation. Cemeteries have been included in the National Register as component elements of historic districts encompassing entire villages, military reservations, or industrial complexes, as well as in association with churches. When a cemetery is included in a larger historic district, it is evaluated like other resources in the district: it contributes to the district's historic significance if it dates from the historic period, relates to the district's significance, and retains integrity; or if it possesses significance independent of the district's. Cemeteries also may be historic districts in their own right.

A cemetery that is evaluated on an individual basis is treated either as a historic site or as a district made up of individual graves, their markers, and plot-defining characteristics. A cemetery that is a site may or may not possess above-ground features that convey their significant historic associations, but still must retain historic integrity. A cemetery district, like other historic districts, is more than an area composed of a collection of separate elements; it is a cohesive landscape

whose overall character is defined by the relationship of the features within it. More elaborate cemeteries may have, in addition to the basic cemetery features, ornamental plantings, boundary fences, road systems, gateways, and substantial architectural features such as mausoleums, chapels, and residences of sexton or superintendent — all requiring description and evaluation of significance.

Opposite are some of the types of properties or features that might be encountered in documenting and evaluating burial places. The list covers places for preparation and interment of the dead, commemorative objects, and a number of buildings and structures commonly associated with larger cemeteries (for definitions, see the Glossary, p. 28).

amphitheater  
bench  
burial cache  
burial mound  
burial mound complex  
burial site  
cairn  
cemetery  
chapel  
columbarium  
cremation area  
crematorium  
crypt  
fountain  
gatehouse  
grave  
gravemarker  
graveyard  
grave shelter  
greenhouse  
lych gate  
mausoleum  
memorial park  
monument  
mortuary  
office building  
ossuary  
pumphouse  
receiving tomb  
rostrum  
service building  
sexton's residence  
shelter house  
superintendent's residence  
tomb  
vault

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# IV. EVALUATING CEMETERIES AND BURIAL PLACES

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It is not essential that those evaluating cemeteries for potential National Register eligibility hold credentials in scholarly disciplines, but it is important that they be able to place the resource type in as broad a context as possible and to describe and analyze its components. Those not trained in the disciplines discussed below are encouraged to refer to the recommended sources listed at the end of the guidance, and to consult their local historical commission and State historic preservation office. They may wish to consult professionals who have had training or experience in archeology, anthropology, art history, architectural history, history of landscape architecture, horticulture, history American studies, cultural geography, or historic preservation. Within a number of these disciplines, the study of funerary art and custom is a specialized area. Appropriate expertise may extend to the fields of iconology, ethnology and folklore. Familiar with the terminology used to describe characteristic elements of prehistoric and historic burial sites, cemetery landscapes, buildings, and monuments, individuals in these fields may more easily be able to identify those elements in historic photographs, in plans, and upon inspection of a site.

Archeologists and anthropologists are qualified to evaluate the potential of burials to yield significant information about the past, and often are able to do so without disturbing the remains. Anthropologists and cultural geographers glean information from gravemarkers, inscriptions, and epitaphs, which reveal changing attitudes about death and afterlife, about demographics (the migration patterns of population groups), and about the prevalence of disease. The folklorist and anthropologist perceive meaning in the commonplace, traditional ways of treating graves that are untouched by the currents of high style monumentation.

Art and architectural historians are prepared to assess the visual qualities of

the resource, the elements of artistic and architectural style embodied in sculptural monument, gatehouse, and mausoleum. Landscape architectural historians can evaluate and document elements of historic landscape design. Those who specialize in the study of material culture are knowledgeable about the evolving techniques of manufacture and the icons (forms and symbols holding special meaning) used by monument makers in various historic periods. Historians are qualified to relate cemetery development to changing attitudes about death and burial, trends in community planning, aesthetic taste and choices, and historic events such as episodes of settlement and military actions.

## APPLYING THE NATIONAL REGISTER CRITERIA FOR EVALUATION

To be eligible for the National Register, a cemetery or burial place must be shown to be significant under one or more of the four basic Criteria for Evaluation. Criteria A, B, C, and D indicate the several ways in which a property may be significant in American history, architecture (including the disciplines of landscape architecture and planning), archeology, engineering, and culture. Decisions about the relative significance of cemeteries and burial places can be made only with knowledge of the events, trends, and technologies that influenced practices of caring for and commemorating the dead, and with some concept of the quality and quantity of similar resources in the community, region, State, or nation. Such background provides the context for evaluating significance.

The term "context," as applied to the process of evaluation, may be described simply as the relevant social, political, economic, and environmental circumstances of the historic period in which a property was developed. By studying a burial place in its broadest possible context, and by applying the basic criteria, the researcher is able to recognize those resources which are significant in representing a given period and historic theme.

Within the broad patterns of American history, the National Register defines a number of "areas of significance." Areas of significance are equivalent to the historical or cultural themes that the property best represents. Some of the areas of significance relevant to burial places are art and architecture, landscape architecture, community planning and development, archeology, ethnic heritage, exploration and settlement, health/medicine, military history, religion, and social history. It is important when applying National Register criteria to keep in mind that, except for archeological sites and cemeteries nominated under Criterion D, burial places also must meet the special requirements of Criteria Considerations C or D, which refer to graves and cemeteries, and possibly to A (religious properties) or other Criteria Considerations.

*Criterion A: Properties can be eligible for the National Register if they are associated with events that have made a significant contribution to the broad patterns of our history.*

Under Criterion A, the events or trends with which the burial place is associated must be clearly important, and the connection between the burial place and its associated context must be unmistakable. There are many ways in which a cemetery might represent an important aspect of a community's or a culture's history through association with a specific event or by representing broader patterns of attitudes or behavior. For example, our legacy of community

cemeteries began in Colonial times. In Boston, when "Brother Johnson" died in 1630, his burial was soon followed by others close by. This property then became the first burial ground for the Massachusetts Bay Colony, and was the only Colonial burial ground in Boston for 30 years. Ultimately, it assumed the name of a later church constructed there, becoming King's Chapel Burying Ground (Suffolk County). Depending on the history of an area, the age required of a cemetery to represent early exploration, settlement, and development will vary. In Colorado, the Doyle Settlement (Pueblo County), established by early pioneer Joseph Doyle in 1859, was one of the earliest non-mining communities in the State. Once a self-contained unit consisting of residences, dining facility, store, flour mill, blacksmith shop, school, and granaries, its importance in the early development of southern Colorado is now represented by only the school, the cemetery, and building foundations.

A cemetery may represent a variety of important aspects of an area's early settlement and evolving sense of community. Union Cemetery, in Redwood City (San Mateo County), California, was the subject of the State's first cemetery legislation in 1859. Early in its history, it became the focal point

for an annual Memorial Day celebration, which grew over the years into one of the town's most important communal traditions. In addition, a study of the birthplaces of those buried there found at least 17 foreign countries and 26 States, demonstrating the ethnic and cultural diversity characteristic of early northern California communities.

Cemeteries may be significant for associations with specific events as well as long-term trends. The Kuamo'o Burials, Hawaii County, Hawaii, is the burial ground for warriors killed in a major battle in Hawaiian history. The Hawaiian ruling class traditionally had exercised power through a system of sacred rules, or *kapu*. After the death of Kamehameha I in 1819, authority was divided so that Kamehameha I's son Liholiho (Kamehameha II) controlled the secular government, and his nephew Kekuaokalani maintained the *kapu* system. When the new king acted to abolish the *kapu*, Kekuaokalani led an army in rebellion to protect the sacred traditions. Liholiho's forces prevailed, and the abolition of the *kapu* system, occurring the same year as the arrival of Christian missionaries, accelerated the assimilation of western culture. In contrast, Magnolia Cemetery, East Baton Rouge Parish, Louisiana, already was a cemetery when the Battle of Baton

Rouge took place there in 1862. Although the Confederates failed to expel the Union forces occupying the city, the ferocity of their attack helped persuade Federal leaders to evacuate. As a result, the Confederates were able to secure a stronghold for transporting supplies on the Mississippi River. Much of the rest of the battlefield has succumbed to urban development, but the cemetery retains its integrity from the Civil War period.

Battles are a common, but not the only type of, event associated with cemeteries and other burial places. The Mass Grave of the Mexican Miners, within Mount Calvary Cemetery, McAlester (Pittsburg County), Oklahoma, is the only site representing a major 1929 mining disaster. Mexicans played a major role in the area's mining industry and made up almost half of the casualties from the 1929 explosion. The creation of a mass grave for 24 of the Mexican victims, dug by State prisoners and initially marked with only a single wooden cross (ten stone family markers were added later), also is evocative of a time in mining history when terms of employment did not include survivors benefits.

The evolution of burial customs and memorializations also can be an important context for understanding our history. In the 19th century, romantic appreciation of nature and changing

*One of the few reminders of the vanished Doyle Settlement near Pueblo, Colorado, this cemetery also includes one of the state's best collections of carved Spanish headstones and represents the dual cultural influences on the community. (James Munch, 1979)*



attitudes about death and memorialization led to gradual abandonment of overcrowded urban graveyards and church cemeteries in favor of spacious, landscaped burial grounds on the city outskirts. The great "rural" cemeteries outlying major cities in the eastern United States and the Midwest were founded by voluntary associations in the 1830s and 1840s. Their popularity inspired a benevolent movement, led to the development of urban parks, and was the foundation of an entire industry. Although most of the Register-listed community cemeteries across the country that were established in their image before 1900 are documented under Criterion C only — for landscape architecture, and sometimes art or architecture — many also may meet National Register Criterion A in the areas of social history or community planning.

In the late 19th and early 20th centuries, American mortuary practices were greatly influenced by the cremation movement spurred by advocates in the medical and scientific community and a general awareness of the world's mounting population. The first national convention leading to formation of the Cremation Association of America was held at Detroit in 1913. In areas of the world where it was not in conflict with religious doctrine, the movement was well developed by the 1920s and 1930s. Public health laws were revised to allow hygienic disposal of the dead by incineration, and cremation societies were organized to promote and maintain private facilities. Some crematories were municipally owned. Typically, crematory design incorporated, in addition to the retort, a chapel and mausoleum, or columbarium. Frequently, the combination facility was sited in a conventional cemetery or memorial park. The spread of the movement related, in part, to the ideals of economy and efficiency that marked the early 20th century. The nation's early crematories and those representing later benchmarks in the broad reform movement would be eligible, in all likelihood, under Criterion A.

**Criterion B: Properties may be eligible for the National Register if they are associated with the lives of persons significant in our past.**

Under Criterion B, the person or group of persons with which the burial place is associated must be of *outstanding* importance to the community, State, or nation, as required by Criteria Consideration C (see page 16). As an

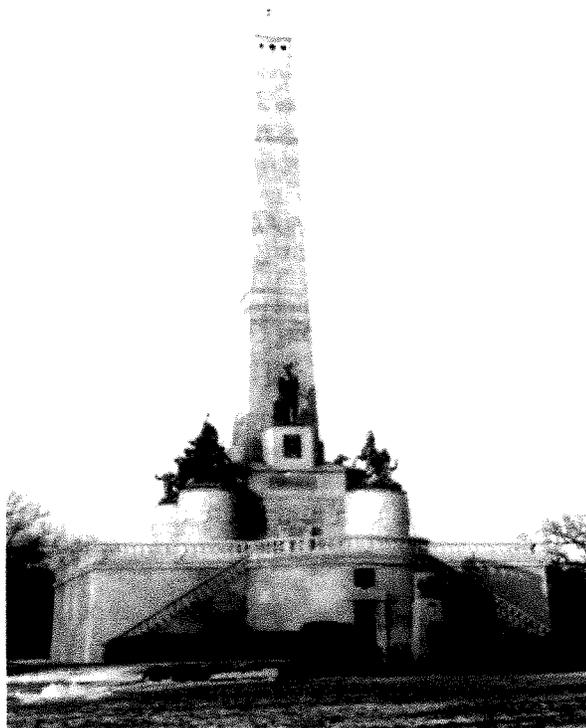
example, Abraham Lincoln's tomb in Springfield (Sangamon County), Illinois is significant as the final resting place of the martyred figure who, as the nation's 16th president, successfully defended the Union of States in the Civil War and drafted the Emancipation Proclamation of 1862-1863. While not all other properties directly associated with President Lincoln's productive life are lost, the tomb also is important, in part, under Criterion A as the focal point of a broad-based commemorative effort begun shortly after he was slain in 1865.

Graves of persons significant to a particular State, region of the country, or cultural group also may qualify for listing. The Free Frank McWorter Grave Site, also in Illinois (Pike County), is listed in the National Register for its significance in representing the accomplishments of a former slave. Free Frank McWorter purchased his own freedom and that of his wife with the profits of his business before moving to Illinois in 1830. In Illinois, he established a farm, engaged in land speculation, founded a prosperous frontier community, and secured the freedom of 13 additional family members. The gravesite is the only property that survives to represent his achievements

and his impact on this area of the State. In Utah, the Martin Harris Gravesite (Cache County) is listed as the State's only property associated with Martin Harris, one of three witnesses to the Book of Mormon, who also served as the first scribe to Mormon prophet Joseph Smith.

Cemeteries, as well as graves, may be eligible under Criterion B. Forestvale Cemetery, on the outskirts of Helena (Lewis and Clark County), Montana, is one of many National Register cemeteries that contain the graves of numerous persons who made outstanding contributions to the history of the State or area in which their graves are located. Among those buried in Forestvale are James Fergus, first commissioner of the territory, also credited with spearheading the formation of Fergus County; Cornelius Hedges, who played a prominent role in the development of the State's public education system and in the formation of Yellowstone National Park; J. Scott Harrison, the chief geological engineer who mapped all of Montana, including boundaries, mountains, principal rivers and streams, and some county borders; Albert Kleinschmidt, credited with the construction of the three largest irrigation

*The Lincoln Tomb, Springfield, Illinois, is the final resting place for Abraham Lincoln, his wife Mary Todd Lincoln, and three of his sons. Built between 1869 and 1874, it was the culmination of a broad-based community effort to memorialize the slain president. (Stephen Lissandrello, 1975)*



canals in the State; and W. A. Chessman, who constructed the Chessman Reservoir, ensuring a stable water supply for the city of Helena.<sup>4</sup>

*Criterion C: Properties may be eligible for the National Register if they embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction.*

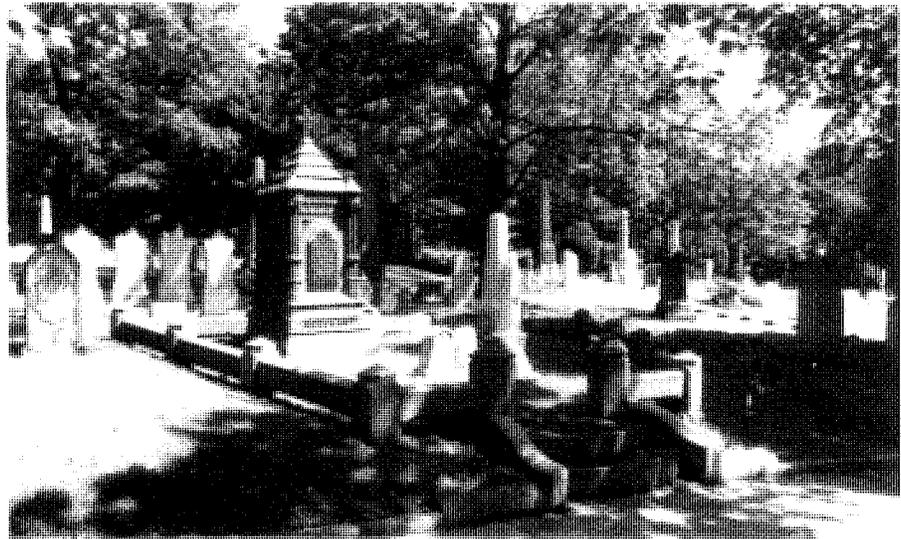
Under Criterion C, funerary monuments and their associated art works, buildings, and landscapes associated with burial places must be good representatives of their stylistic type or period and methods of construction or fabrication. Alternatively, such property types may represent the work of master artists, designers and craftsmen, or the highest artistic values of the period. Appropriate areas of significance would be architecture, art, or landscape architecture.

In the Colonial period, tablet-style gravemarkers typically were inscribed and embellished in low relief with the imagery first of death, and later also of resurrection, with various decorative symbols. Much of the work was done by stone carvers whose craftsmanship was of outstanding quality, recognizable in one burial ground after another by distinguishing motifs, craft techniques, or other signature marks. A 17th or 18th century graveyard containing a good representation of gravemarkers of the period and region would be eligible under Criterion C if the body of work is documented sufficiently to provide a basis for comparison. Attribution of particular works to a specific master carver, family, or group of artisans would be helpful, but is not essential to the documentation. Quality craftsmanship or distinctive folk art may be eligible even if the identity of the artisan is unknown. For example, the Hebron Church, Cemetery, and Academy, Banks County, Georgia, is eligible, in part, because of an unusual form of folk art found in northern Georgia. Early 19th century discoid markers there are believed to be made of hand-carved

rock from a nearby outcropping by an early settler who learned the craft from ancestors in the British Isles.

In the closing years of the 19th century, the arts in America achieved a high point of integration based on the ideals of Renaissance classicism. The nation's leading architects and sculptors, most notably Richard Morris Hunt, Stanford White, Daniel Chester French, and Augustus Saint-Gaudens, collaborated in the design of important civic and cemetery monuments. There are many examples of high artistic achievement in funerary monumentation of the period eligible under Criterion C in urban centers. Among the best-known

gravemarkers and monuments representing the common artistic values of a historic period. For example, the elaborate monumentation characteristic of cemeteries of the Victorian era was derived from the influence of the romantic movement in literature and art, which revered nature and sentiment. Grief and devotion could be expressed nobly in artistic terms by means of code-like imagery. Pyramid-capped mausoleums and tapering shafts on pedestals were among the popular monument forms drawn from the ancient world. Because of their association with Egyptian sepulchral monuments signifying eternal life beyond the



*The Mount Pleasant Cemetery in Newark, Essex County, New Jersey, illustrates characteristic features and attitudes toward death in the Victorian period in the profusion of attenuated, vertical forms, such as columns and obelisks, imagery expressing confidence in spiritual after-life. (Anna Sanchez, 1985)*

of these is the Adams Memorial in Rock Creek Cemetery in Washington, D.C., where Stanford White provided an architectural setting for the sublime bronze figure of transcendent peace completed by Saint-Gaudens in 1891. Historian-writer Henry Brooks Adams commissioned the monument in memory of his wife, the former Marian Hooper.

A cemetery that does not contain "high style" master works of funerary art nonetheless may be eligible under Criterion C as a distinguishable entity made up of a significant array of

earthly realm, the pyramid and obelisk became symbols for Christian belief in the eternity of the spirit. Indeed, obelisks were so widely used as gravemarkers that they, along with classical columns, account for much of the bristling quality of cemetery landscapes of the period. Some of the imagery was figural, encompassing effigies and idealized figures as well as lambs, cherubs, and other orders of angels. Among the many cemeteries listed for their notable collection of Victorian funerary art are Oakwood Cemetery, Onondaga County, New

<sup>4</sup> Refer to *National Register Bulletin 32: Guidelines for Evaluating and Documenting Properties Associated with Significant Persons* for additional guidance on applying Criterion B.



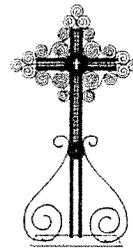
*The Sculptures of Dionicio Rodriguez at Memorial Park Cemetery in Memphis, Tennessee, illustrate the work of a master artist. (Tennessee Historical Commission, 1990)*

*Four of the dozens of individually designed styles found in the German-Russian Wrought Iron Cross Sites in Central North Dakota represent an Old World folk tradition, which enjoyed its greatest period of popularity in this region from the 1880s until about 1925. (Timothy J. Kloberdanz, 1988)*

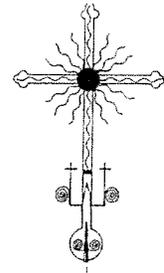
York; Oakland Cemetery, Fulton County, Georgia; Elmwood Cemetery, Jackson County, Missouri; and Cave Hill Cemetery, Jefferson County, Kentucky. Not surprisingly, all are significant in the area of landscape architecture as well.

In part, the richness and variety of monuments in Victorian cemeteries was derived from the introduction of mechanized manufacturing processes. A broad range of patterns was available to monument makers in printed handbooks, a notable example of which was *Palliser's Memorials and Headstones*, published in 1851 by Palliser, Palliser, and Company, New York architects and designers. A great many markers were mass marketed through marble works and manufacturers' catalogs. Monuments of cast zinc marketed as "white bronze" were popular throughout the country after a fabrication process was developed in the 1870s. Metal gravemarkers generally were cheaper than marble and granite markers and, depending on the number and variety of casting molds used, could surpass in elaboration the carved stone monuments they emulated. City Cemetery, Washington County, Georgia, contains a significant collection of mass-produced designs. Cast iron fences, also readily available at this time, became extremely popular for fencing of both individual plots and entire cemeteries. The cast iron fences in Rapides Cemetery, Rapides Parish, Louisiana, are among the most important examples of Victorian ornamental cast iron in the State outside of New Orleans.

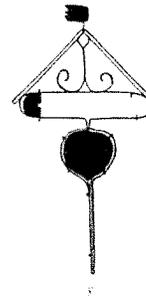
Less commonplace, but highly distinctive, examples of funerary art or



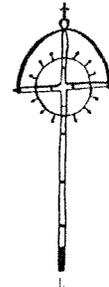
double-bar with scrollwork



double-bar with sunburst

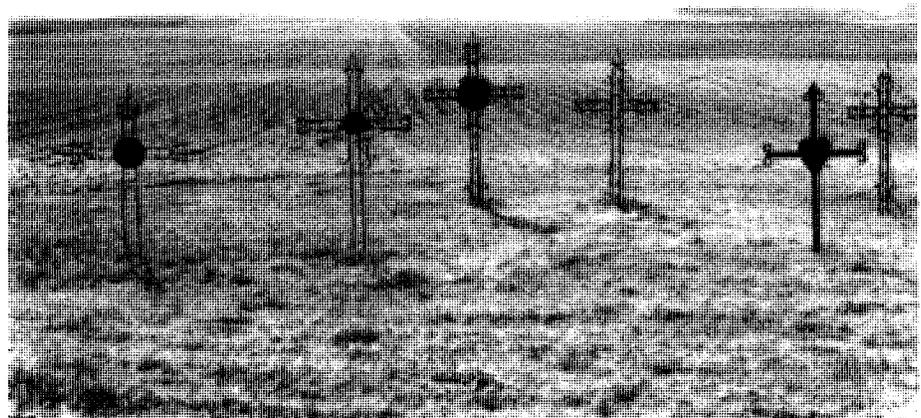


double-bar with triangle



double-bar with circle in 4 corners

*The rural setting and these six crosses, the only objects remaining from the old Mt. Carmel settlement in Pierce County, North Dakota, are evocative of the State's early period of German-Russian immigration. (Timothy J. Kloberdanz, 1988)*



craftsmanship also may qualify for National Register listing. The Sculptures of Dionicio Rodriguez at Memorial Park Cemetery, Shelby County, Tennessee, constitute one of the finest collections of sculptures executed by this Mexican artist. His rustic works in tinted reinforced concrete imitate natural forms such as trees and stone masses. Mountain View Cemetery, Stillwater County, Montana, is known for its concentration of hand-carved sandstone tree stump and log tombstones, most believed to be the work of two local Italian carvers. In central North Dakota, German-Russian Wrought Iron Cross Sites contain a dazzling array of intricately embellished hand-crafted iron grave crosses, a long-established Old World folk tradition brought to the United States by German-Russian immigrants. The crosses, some by highly-skilled blacksmiths whose names are known, and others by unknown artisans, display a balance of cultural tradition and individual creativity.

*Criterion D: Properties may be eligible for the National Register if they have yielded, or may be likely to yield, information important in prehistory or history.*

Burial places may be eligible for their potential to yield information about cultural and ethnic groups. Under Criterion D, the common requirements are that the property have information to contribute and the information is considered important. The importance of the information to be yielded usually is determined by considering a research design or a set of questions that could be resolved by controlled investigation of the site. While commonly understood to apply to archeological research, Criterion D also encompasses information important in the study of material culture and social history. Except for the graves of significant historic individuals, burial places nominated under Criterion D need not meet the special requirements of the Criteria Considerations.

Information collected on Native Americans in all parts of the country reveals a great range and variation of burial ritual. The placement and orientation of burial remains and the objects associated with burials, such as implements, vessels for food offerings and personal adornment, reveal a people's spiritual beliefs, their view of afterlife, and distinctions in social, economic, and political status. Some aspects of burials, such as the lining or

closing of graves with stones and the plugging of burial chambers with debris, indicate methods of protecting the remains. The similarity of burial practices in different regions could indicate links through trade and migration.

Present Federal, State, and local laws protecting Native American burial remains, burial goods, and sacred objects may constrain physical anthropological studies. However, where disturbance of burials is accidental or unavoidable, legally authorized scientific analysis of skeletal remains can disclose important information about environmental conditions of prehistoric times, including the prevalence of disease and trauma inflicted in combat. Sometimes these properties may be eligible without having been excavated; Hodgen's Cemetery Mound in Ohio, revealed as a burial mound by erosion, has never been excavated and was seeded to prevent further erosion; its significance is enhanced by its relatively undisturbed integrity. Also, it is not uncommon to find burying places associated with other archeological features, and such burial places may be eligible for National Register listing as part of a larger area of occupation for which testing or partial excavation has been carried out. Whether burial places are identified individually, or as part of a larger site, one should always consult representatives of any group for whom the burials or site have historic or cultural meaning, and also the State historic preservation office.

Anthropologists and historical archeologists can gain information significant in American culture from burial places. For example, West Africans carried in the slave trade to the east coast of America, and their descendants, adapted traditional burial rites to plantation and community life. Studies of African American cemeteries in the South reveal a variety of gravesite treatments based on a view of the spirit world that can be traced to the Bakongo culture of West Africa. Light-reflecting objects and personal possessions used to define and decorate graves are intended to attract and contain the spirit. The spiraled conch shell seen on graves in the coastal areas is an emblem of the eternal cycle of life and death, and inverted objects are oriented to the spirit world, which in traditional culture is a shimmering mirror of the living world beneath the earthly plane. Cemeteries having the potential to illustrate the practice of such beliefs may be eligible under Criterion D.

In cases where written documentation is not available, studies of a cemetery may reveal important information about an area. The site of Old Greenville is the location of a frontier town and county seat important in the early settlement of the Missouri Ozarks. Because a series of courthouse fires destroyed early records, information that can be obtained from cemetery features can enlighten various aspects of the area's past. Features documented as having information potential include location and grouping of graves; use and quantity of commercial markers, fieldstone, impermanent markers, or no markers; funerary art; and inscriptions indicating identity, cultural affiliation, birth and death dates, and cause of death.

## SPECIAL REQUIREMENTS: CRITERIA CONSIDERATIONS

Certain types of properties, including cemeteries and graves, do not qualify for the National Register unless they meet certain special conditions. This category also includes birthplaces of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years. However, cemeteries and graves may qualify under Criteria A, B, or C if they are integral parts of larger properties that do meet the criteria, or if they meet the conditions known as Criteria Considerations. In some instances, a burial place nomination will need to be justified under more than one of the special conditions in addition to the basic criteria. Except for the graves of historical figures, burial places nominated under Criterion D are exempt from the Criteria Consideration requirements.

In the discussion below, examples that must be justified under the Criteria Considerations are those for which an explicit justification must be included in the nomination documentation. Following these are examples of properties likely to be accepted for National Register listing if the nomination documentation included an adequate explanation. Each discussion also includes at least one example of a type of cemetery or burial place that may be nominated, or included

in a larger nominated property, without the necessity of checking a Criteria Consideration blank on the form or providing a special justification in the nomination.

**Criteria Consideration A: A religious property is eligible if it derives its primary significance from architectural or artistic distinction or historical importance.**

Examples of religious burial places that *must* be justified under Criteria Consideration A requirements:

- A graveyard maintained as property of a church or synagogue.
- A crypt or crypts of a historic church or synagogue.
- A cemetery containing burials of members of a religious order or group, if the religious affiliation is a major part of the cemetery's significance.

Examples of religious burial grounds that likely would meet Criteria Consideration A requirements with adequate documentation:

- A graveyard of a church or synagogue distinguished by the artistic quality of its gravemarkers or by relatively early historical associations.
- A crypt significant for its artistic embellishment or associations with a person of outstanding importance.

Example of religious burial places that *do not* need to be justified under Criteria Consideration A:

- A graveyard or cemetery that is nominated along with the church or synagogue with which it is associated when the church or synagogue is the main resource nominated.

**Criteria Consideration B: A property removed from its original or historically significant location can be eligible if it is significant primarily for architectural value or if it is the surviving structure most importantly associated with a historic person or event.**

Examples of relocated burial places that *must* be justified under Criteria Consideration B requirements:

- A grave of a historic figure that has been moved from its original or earlier historic location to a place that became the focus of commemorative monumentation.
- A mausoleum, columbarium, or other building that has been relocated.

- A cemetery or section of a cemetery that became the location of reinterments of a group of historic figures.
- A graveyard or cemetery relocated in its entirety.

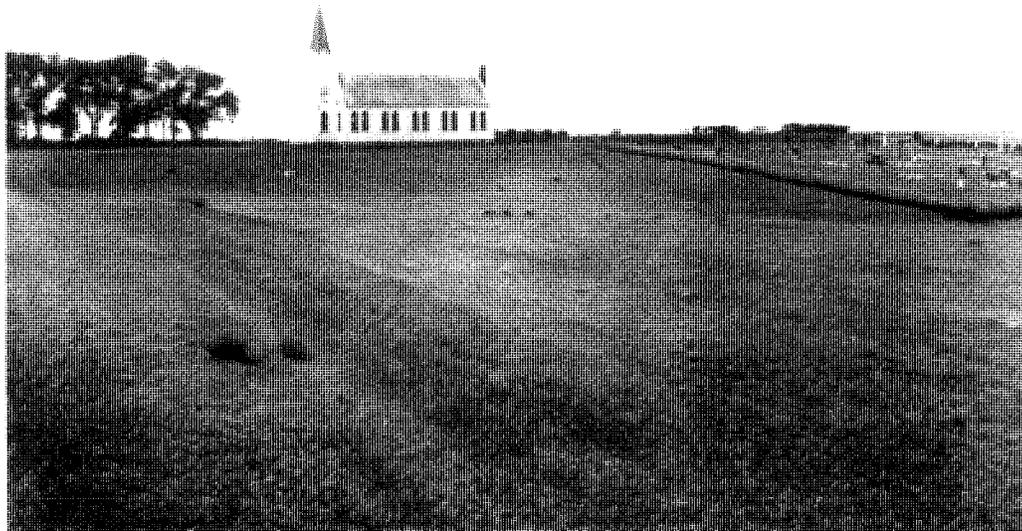
Examples of relocated burial places that likely would meet Criteria Consideration B requirements with adequate documentation:

- A mausoleum or other building relocated within the bounds of its historic setting without loss to its significant architectural character and without destroying the character of a historic district.
- A cemetery or section of a cemetery where a group of historic persons of outstanding importance were reinterred fifty or more years ago.
- A graveyard moved in its entirety if it represents a historic relocation and the artistic qualities and social significance of its historic gravemarkers are preserved.
- An ossuary or other burial place that represents reinterment as a traditional cultural practice.

Example of relocated burial places that *do not* need to be justified under Criteria Consideration B:

- A graveyard or cemetery in which a few reinterments have taken place; in which a small number of gravemarkers original to the grounds are missing or separated from their historic positions; or for which the age or historical associations are of overriding rarity and significance.

*As part of a church nomination, the cemetery next to Our Lady of Perpetual Help Catholic Church in Colfax County, Nebraska, need not meet the requirements of Criteria Considerations A or D. (D. Murphy, 1980)*



**Criteria Consideration C:** A birthplace or grave of a historical figure is eligible if the person is of outstanding importance and if there is no other appropriate site or building directly associated with his or her productive life.

Historical figures of outstanding importance in local, State or national history usually are more vividly associated with the places relating to their productive lives than with their graves. Gravesites may be far removed, geographically, from the setting of the individual's momentous activities. But if residences and business or professional headquarters are not preserved, the final resting place sometimes may be significant as the most substantial link to that person. A historical figure of outstanding importance is one whose contributions to local, State or national history were truly extraordinary. The accomplishments of such a person must stand out in kind and degree from those of others active at a comparable level in the same field and during the same period of time.

Prehistoric graves do not fall under this Criteria Consideration.

Examples of graves that *must* be justified under Criteria Consideration C requirements:

- A grave nominated for its associations with the person buried there.
- The grave of a historical figure that is nominated for its potential to yield information significant in local, State or national history.

Examples of graves that likely would meet Criteria Consideration C requirements if adequately documented:

- A grave that is the only substantial intact link to a historical figure of outstanding importance.
- The grave of a historical figure nominated under Criterion D for significant information about the past that is not available from other sources.

Example of graves that *do not* need to be justified under Criteria Consideration C:

- A grave located on the grounds of the house, farm, ranch, or plantation where the outstanding historical figure spent his or her productive years, and the property is being nominated as a whole.

**Criteria Consideration D:** A cemetery is eligible if it derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events.

As collective burial places, cemeteries are the focus of many individual expressions commemorating family members and spiritual beliefs. In and of itself, this characteristic does not qualify a burial place for listing in the National Register. However, when a burying ground is of sufficient age and scope to represent more, such as patterns of early

*The St. Matthew's Church cemetery contributes to the significance of East Plymouth Historic District in Plymouth, Litchfield County, Connecticut, a community that was settled by a historically significant religious minority, and which developed as a center for surrounding farm families. (Connecticut Historical Commission, 1984)*



settlement or the values of a society generally, National Register Criteria Consideration D provides for its eligibility. Cemeteries nominated for the importance of the information they may impart may be eligible for listing without application of Criteria Consideration D.

To be considered a person of transcendent importance, an individual would have to meet the same test as that for a grave. To qualify for its age, a cemetery must date from an early period within its geographic and cultural context. The age of a burial place might be considered early relative to the period for which we have information about human activity, or relative to the exploration, settlement, and

development of an area by a particular group. As with any other type of property, a cemetery may be eligible for the quality of design represented in its funerary art, construction or engineering techniques, landscape architecture, or other values recognized under National Register Criterion C. Likewise, under Criterion A, a cemetery may possess significant associations with historic events, including general events that reflect important broad patterns in our history.

Examples of cemeteries that *must* be justified under Criteria Consideration D requirements:

- Any cemetery nominated individually under National Register Criteria A, B, or C.
- A cemetery that constitutes a substantial or pivotal portion of a historic district nominated under Criteria A, B, or C.

Examples of cemeteries that likely would meet Criteria Consideration D requirements if adequately documented:

- A historic cemetery containing the graves of a number of persons of outstanding importance — those whose activities determined the course of events in local, State, or national history; or those whose

activities were especially important in reflecting significant cultural currents of the time.

- A cemetery possessing important historic associations from a community's early period of settlement, or which reflects important aspects of community history.
- A cemetery that embodies the principles of an aesthetic movement or tradition of design and monumentation through its overall plan and landscaping, its gravemarkers and funerary sculpture, or its buildings and structures.
- A cemetery that is associated through its burials with a single important historical event such as a pivotal military battle.
- A cemetery that embodies the folkways, burial customs, or artistic traditions of an ethnic or cultural group whose impact on the community or region was significant but is not well documented in other resources.

Examples of cemeteries that *do not* need to be justified under Criteria Consideration D:

- A cemetery associated with a distinguishable cultural group that has the potential to yield important information such as migration patterns, subsistence levels, and prevalence of disease in historic or prehistoric times.
- A cemetery that is nominated along with the church or synagogue with which it is associated when the church or synagogue is the main resource nominated.
- A cemetery that is nominated as part of a historic district but is not the focal point of the district.

**Criteria Consideration E: A reconstructed property is eligible when it is accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived.**

Examples of reconstructed burial places that *must* be justified under Criteria Consideration E requirements:

- A burial mound or other surface burial place reconstructed largely of fabric that is not original.
- A cemetery in which a significant number of character-defining features, such as mausoleums and gravemarkers, are reconstructed of fabric that is not original.

Example of reconstructed burial places that likely would meet Criteria Consideration E requirements if adequately documented:

- A cemetery in which landscape plantings, road systems, mausoleums, and/or gravemarkers have been repaired and restored largely with original fabric in accordance with a well documented preservation plan.

**Criteria Consideration F: A property primarily commemorative in intent can be eligible if design, age, tradition, or symbolic value has invested it with its own historical significance.**

Most burial places, ranging from gravemarkers and grave shelters to substantial mausoleums and cemeteries as a whole, are commemorative in intent. Unlike many commemorative properties, however, the significance of a burial place often includes direct association with events that occurred on or near the site, or with the person or persons buried there. Other burial places may be significant for their artistic quality or their capacity to evoke widely-shared emotions.

Gettysburg National Cemetery, which now contains approximately 6,000 burials from the Civil War through the Viet Nam conflict, was established as a cemetery for the Union casualties from one of the decisive battles of the Civil War. The number of killed, wounded, and captured in the fighting of July 1-3, 1863, reached 51,000 and was unsurpassed in any other engagement of the Civil War. In addition to its direct association with the battlefield, the cemetery shares significance with the adjacent battlefield because of their long history as a place where the pathos of a nation was expressed, beginning with President Abraham Lincoln's immortal address at the cemetery's dedication little more than four and half months after the battle ended.

In general, national cemeteries meet Criteria Consideration F because they have been designated by Congress as primary memorials to the country's military history. Many of these also are directly associated with the battles in which the interred lost their lives.

Examples of commemorative burial places that *must* be justified under Criteria Consideration F requirements:

- A funerary monument of a heroic or martyred figure, or a tribal or national leader, if it is the commemorative function that is of primary significance.

Example of commemorative burial places that likely would meet Criteria Consideration F requirements if adequately justified:

- A national cemetery.

Examples of commemorative burial places that *do not* need to be justified under Criteria Consideration F:

- A gravemarker or monument significant primarily for its age or its distinction as an example of craftsmanship or architecture of a historic period or school.
- A gravemarker significant primarily as a document of the traditions of an ethnic or cultural group.
- A cemetery significant chiefly because it embodies the distinctive characteristics of a historic period or school of landscape design or of an important tradition of vernacular or folk design.

**Criteria Consideration G: A property achieving significance within the last fifty years is eligible if it is of exceptional importance.**

National cemeteries, collectively, possess inherent exceptional significance from associations with important events in our history. Because the cemeteries include the graves of military personnel associated with every war and branch of service, and draw their essential significance from the presence of the remains of those who have served their country throughout its history, the age of each cemetery is not necessarily the determining factor. To qualify, however, each cemetery must be used or prepared for the burials of veterans and their dependents, and must possess historic integrity.

Examples of burial places less than fifty years old that *must* be justified under Criteria Consideration G requirements:

- A grave that is less than fifty years old.
- A cemetery established less than fifty years ago.

- A new national cemetery or tracts of recently acquired land not yet developed for cemetery purposes, even if added to existing cemeteries.
- A mausoleum, mortuary, or crematorium that is less than fifty years old.

Examples of burial places less than fifty years old that likely would meet Criteria Consideration G requirements if adequately documented:

- A grave of a national or tribal leader that is exceptionally important because the leader's death had a galvanic effect on broad social movements and the gravesite is the focal point of reverence for the leader's achievements.
- A mausoleum, mortuary, or crematorium that is exceptionally significant as a pivotal design in the development of new technologies for care of the dead.
- A developed national cemetery that contains interments of veterans and their dependents, or one that has been clearly prepared for that purpose.

Examples of burial places less than fifty years old that *do not* need to be justified under Criteria Consideration G:

- A historic cemetery established more than fifty years ago, where the vast majority of burials, markers, and monuments are over fifty years old, but which is still active, and in which a number of burials occurred less than fifty years ago. (The period of significance in such a case would end either at the end of the cemetery's period of historical importance, or fifty years prior to the evaluation and documentation if the continuing use is perceived as significant but not exceptionally significant.)
- A cemetery significant for its plan or design which, although commenced over fifty years ago, was fully executed at a date that overlaps the most recent fifty year period by a few years.

## INTEGRITY

To qualify for National Register listing, properties must retain historic integrity. The Criteria for Evaluation recognize seven factors which define historic integrity: location, design, setting, materials, workmanship, feeling, and association. All must be considered in determining whether a burial place retains enough of its characteristic features to represent the associations, function, and appearance it had during its period of significance. The natural

and developed landscape features that are associated with complex burial places such as cemeteries must be considered as part of the evaluation of integrity.

In essence, the researcher should ask the following questions in evaluating integrity: 1) To what degree does the burial place and its overall setting convey the most important period(s) of use? 2) To what degree have the original design and materials of construction, decoration, and landscaping been retained? 3) Has the property's potential to yield significant information in American culture been compromised by ground-disturbance or previous investigation?

To assess the completeness and condition of a burial place, it is helpful to begin by identifying the characteristic features of the type of property under study, especially those that give the property significance. For a cemetery, such features would include gravesites, gravemarkers, boundary enclosures, walkways, gateways, road systems, natural and planted vegetation, buildings, structures, and the spatial relationship among all of these. By their constant exposure, certain gravemarker materials, such as wood and marble, are especially vulnerable to natural cycles of weathering and deterioration, just as vegetation is subject to growth and decay. Damage to, or modification and loss of, characteristic features do not necessarily render a burial place ineligible. It is a question of degree. A burial place which meets National Register standards for integrity should retain enough of its significant features from its period of significance to make clear its distinction as an important representative of its physical type, or of its historic associations.

Since the 19th century, American cemeteries commonly have been planned as "eternal" resting places of the dead. Even so, occasionally they are moved, obliterated, or adapted for new uses. Frequently, they are enlarged and their landscape altered or "improved" in keeping with changing tastes. It is important, therefore, both to distinguish nonhistoric development from that which reflects the historic period(s) of significance, and also to discern which changes occurred historically and may have acquired significance, and which help maintain the significant historic appearance — landscape restoration, for example. Nevertheless, to meet National Register standards for integrity, development of the historic period should predominate. The National Register defines as "historic" those elements, qualities, and associations that are at least fifty years old.

*The Common Burying Ground & Island Cemetery in Newport County, Rhode Island, retains historic integrity. (Edwin W. Connelly, 1974)*



The amount, distribution, and kind of nonhistoric features should all be considered in evaluating integrity. In some cases, an entire cemetery may not qualify for the National Register. If the original area has remained essentially intact while modern expansion occurred beyond or around it, then the historic portion likely will qualify because it is easy to draw boundaries that exclude the nonhistoric areas. For example, Providence Cemetery is a two-acre rural cemetery located about 11 miles from the county seat, and has been used for burials from the 1840s until the present. The northeast 3/4-acre, which contains inscribed tombstones from 1840 to 1870, was nominated and listed in the National Register for its associations with the earliest period of white settlement (1830s-1870) in what is now Grenada County, Mississippi. This portion of Providence Cemetery is one of the few identifiable properties to survive from that period.

When a large historic cemetery with scattered gravesites has had modern infill, the entire cemetery still may be eligible if the proportional number, size, and scale of new features are not so imposing as to overwhelm the overall historic appearance. Once the nonhistoric features begin to dominate, and one's impression is of a modern cemetery with isolated historic burials or clusters of historic gravesites, then the overall historic character of the cemetery has been lost, and it would not meet National Register standards.

"Improvements" also can affect historic integrity. Replacing a simple post and wire fence with a brick wall, modest slate headstones with elaborate monuments, and natural growth with nursery plantings all reduce integrity, however well-intentioned. Although beautification efforts may make a cemetery more attractive, replacing the original features diminishes the cemetery's authentic historic character. Changes that occurred during the historic period, however, may reflect cultural beliefs and practices and contribute to a cemetery's significance. In order to appropriately evaluate the impact of changes, one must determine not only which features are crucial components of historic character, but also why they are important. For example, is a fence or wall important because it provides a sense of solid enclosure, or because of its materials and design, or both? The answer will help determine the physical attributes a cemetery must retain to possess historic integrity.

In some cases, age or the rarity of resources representing a person, events, or historic period, may allow a greater tolerance for change, damage, or loss of historic features. The Vermillion Creek Crossing (Pottawatomie County, Kansas) was one of the early major crossings, and a well-known campsite for travellers along the Oregon Trail. Here Louis Vieux, a Pottawatomie chief for whom the town of Louisville is named, built a cabin and operated a toll bridge, blacksmith shop, stable, and general store. In 1849, approximately 50 people died of Asiatic cholera and were buried here. Louis Vieux, who served in many important capacities for his tribe and became quite wealthy, also was buried here in 1872, along with some of his family. The crossing site and the two cemeteries are important as the only remaining signs of this once-busy crossing, and retain integrity despite some vandalism and the loss of most of the stones that once marked each of the graves of the cholera victims. In New England, at least two major campaigns to move headstones within 17th and 18th century burying grounds have resulted in the arrangement of gravemarkers in neat rows, which were not present in the original layouts: one in the mid-1800s related to the Victorian aesthetic and the introduction of the lawnmower, and one during the era of Works Progress Administration projects of the 1930s. Yet, the major legacy of these cemeteries remains, in that the early markers, with their inscriptions and funerary designs, still remain to convey their important age, associations, and information.

Removal of graves may or may not diminish historic integrity. Many Chinese who were active in the settlement and development of Hawaii and the Mainland in the late 19th century observed Confucian doctrine which called for properly placed graves in their homeland. As the burial remains of these sojourners were returned to China, whole sections of American cemeteries were disinterred. Sometimes the emptied gravesites were reused on a cyclical basis. If evidence of the historic use of a disinterred cemetery subdivision remains in the form of gravemarkers, monuments, or depressions in the ground, the subdivision need not be excluded from the nominated area on the basis of integrity if it is culturally significant. Such areas were not intended to be permanent, and removal of burials is part of the cultural story; if visible traces make it distinguishable, the subdivision's relative

position and function in the overall cemetery landscape still can be appreciated. A cemetery that has been *substantially* disinterred, and where removal of graves is not an authentic part of the cemetery's history, however, would not meet the standards of integrity, nor would most disinterred gravesites outside the cemetery setting.

Vistas external to a cemetery's grounds may have contributed to the feeling of the place in the historic period. If view corridors within the cemetery were purposely developed to incorporate broad vistas, and if the broad vistas have been eliminated or obscured by incompatible development on adjacent property, the cemetery has lost an important aspect of its character. If the grounds have remained intact internally, however, the cemetery would likely meet the essential requirement of integrity.

Isolated gravesites and small burying grounds occasionally are found in remote locations where they may have been established in the course of overland trail migration or in the aftermath of a massacre or military engagement. While it was not uncommon for survivors to have erected permanent gravemarkers in later years, the initial marking of such graves usually was ephemeral. Over time, the precise locations of many burial places of this kind have been lost. Oral tradition may be all that remains to mark the general vicinity of a gravesite. In assessing sites such as these, the standards of integrity require that the gravesite be verifiable by archeological testing or by visual traces, even if the traces are natural markers, such as a solitary stand of trees preserved in a cultivated field.

The eligibility of an isolated grave depends upon the grave's unmistakable relationship to the associated context or theme significant in local, State, or national history or culture. Few such graves would be eligible as individual sites, since they must be the only remaining property associated with a person of outstanding importance. More commonly, they would be evaluated as sites contributing to the significance of a historic district encompassing a larger cultural landscape, such as a homestead area or an intact segment of the Oregon Trail. A single gravesite or small group of graves that has been disinterred normally would not meet the standards of integrity. If a historic gravemarker remains at an empty grave, the marker could be evaluated as an object of artistic merit, but the associative significance of the grave is lost.

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# V. DOCUMENTING AND REGISTERING CEMETERIES AND BURIAL PLACES

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## GENERAL APPROACH

Determining the significance of a burial place requires a systematic investigation of the property and its historic context. Once assembled, the information is used to establish whether or not the burial place is a significant representative of its type, reflecting an important aspect of American history or prehistory.

Documentation begins with compiling information on the background of the site and its development over time. Such information would include the date the burial place was established, the period in which it was active, the circumstances under which it was established and maintained, and the cultural groups, individuals, organizations, agencies, or corporations responsible for initial and subsequent development. For a burial place with design distinction, such as a large, comprehensively designed cemetery, information should be provided about those who designed the overall landscape and its architectural features, and those who carved or fabricated individual monuments and grave markers. An analysis of components of the burial place would include identification of methods of construction and manufacturing techniques, as described in stone cutters' handbooks, fabricators' catalogs, and professional publications. Characteristic plant materials, layout of burial plots and circulation features, acreage encompassed, and the purpose or function of areas and features within the site boundaries also are important. The researcher should determine when

newer tracts were added to the site and describe the site in relation to its surrounding landscape.<sup>5</sup>

Siting of burial places normally was carefully considered in both historic and prehistoric times. Chinese workers who came to Hawaii at the turn of the century founded fraternal societies that enabled them to maintain strong cultural, political, religious, and family ties with China. One of the chief concerns of these societies was care of the elderly and disabled and burial of the dead. It was important that the

society's building and the adjacent cemetery be located in a beautiful, spacious area, on sloping ground, with a good view, so that spirits could roam freely. The Chee Ying Society, Hawaii County, Hawaii, is an example of such a society building, dependencies, and affiliated cemeteries.

Researchers should study the immediate setting; while the growth of a town, changing agricultural patterns, or other factors may have altered the surrounding landscape over time, often the basis for burial site selection is evident in local



*Cultural and environmental factors can be important in understanding cemeteries. In southern Louisiana, cemeteries such as the Metairie Cemetery in New Orleans, Orleans Parish, reflect high-style French funerary architecture. At the same time, the tradition of building burial vaults above ground was well-suited to the high water table of the delta region. (Donna Fricker, 1991)*

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<sup>5</sup> Refer to *National Register Bulletin 18: How To Evaluate and Nominate Designed Historic Landscapes*, and *National Register Bulletin 30: Guidelines for Evaluating and Documenting Rural Historic Landscapes* for additional information on historic landscape issues.