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AN ARCHAEOLOGICAL INVENTORY AND EVALUATION
OF THE U.S. LIGHTHOUSE RESERVATION
PACIFIC GROVE, MONTEREY COUNTY, CALIFORNIA

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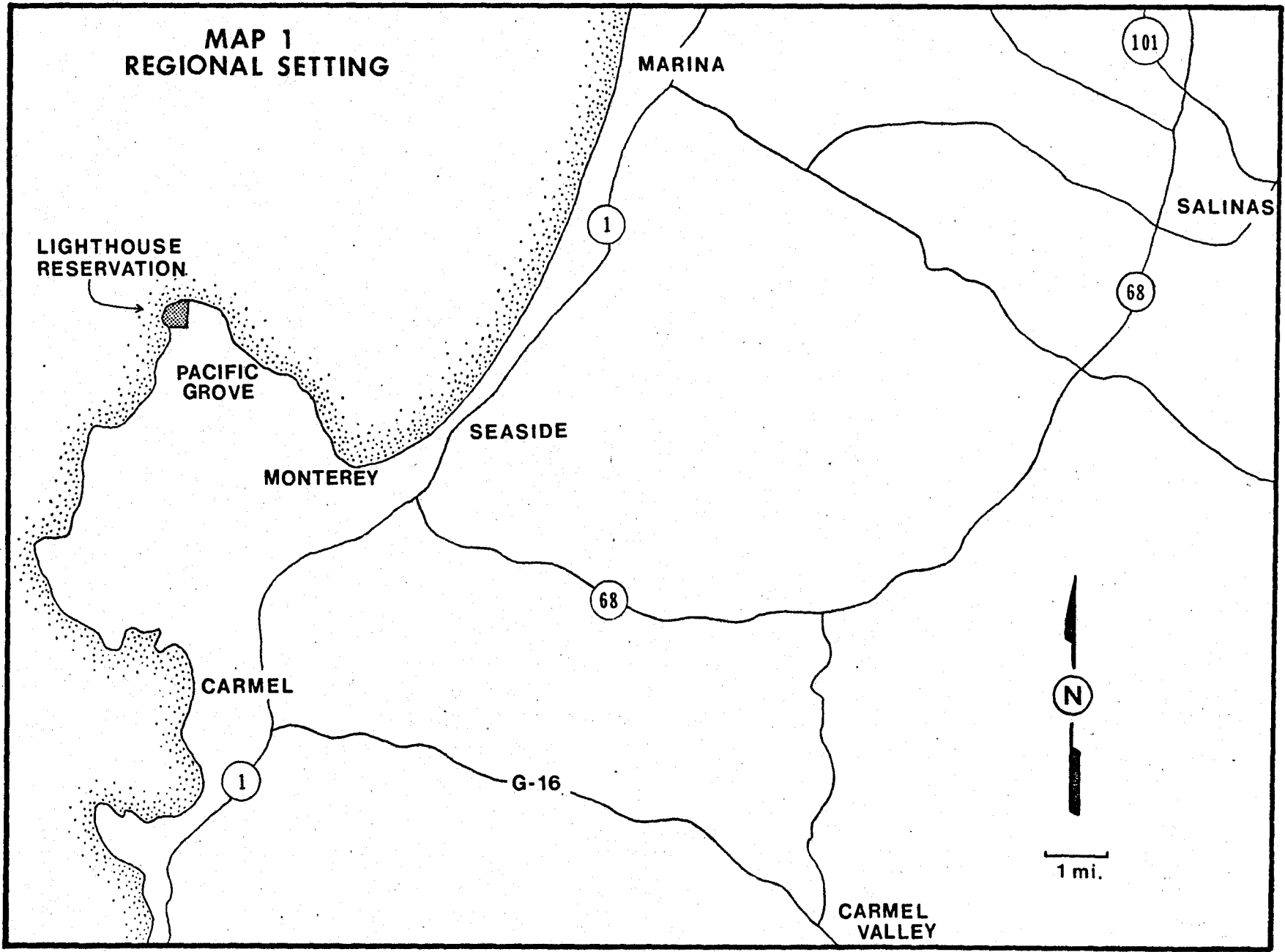
ABSTRACT

This report describes the methodology and results of a cultural resources survey of the U.S. Lighthouse Reservation in Pacific Grove, Monterey County, California. An inventory of the cultural resources is provided, along with an evaluation of their significance. An opinion is rendered on the legality under Federal law of a proposed transfer of ownership and responsibility of the Lighthouse Reservation to the city of Pacific Grove, and a review of the applicable laws and regulations is included.

INTRODUCTION

The purpose of this report is to provide an inventory of the cultural resources, both historic and prehistoric, located on the United States Lighthouse Reservation in Pacific Grove, Monterey County, California (see Maps 1 & 2). A cultural resource inventory is required by Executive Order 11593 (May 13, 1971), which states in part that all Federal Agencies must "exercise caution...that any federally owned property that might qualify for nomination (to the National Register of Historic Places) is not inadvertently transferred, sold, demolished or substantially altered" until the inventories and evaluations that are required have been completed. In addition, Federal Agencies are required to "initiate measures necessary to direct their policies, plans and programs in such a way that federally owned sites, structures, and objects of historical, architectural or archaeological significance are preserved, restored and maintained for the inspiration and benefit of the people (and)...institute procedures to assure that Federal plans and programs contribute to the preservation and enhancement of non-federally owned sites, structures and objects of historical, architectural or archaeological significance." In the Federal Land Policy and Management Act of 1976, it is stated that "it is the policy of the United States that...(1) the public lands be retained in Federal ownership, unless as a result of the land use planning procedure provided for in this Act, it is determined that disposal of a particular parcel will serve the national interest...(8) the public lands be managed in a manner that will protect the quality of scientific,

**MAP 1
REGIONAL SETTING**



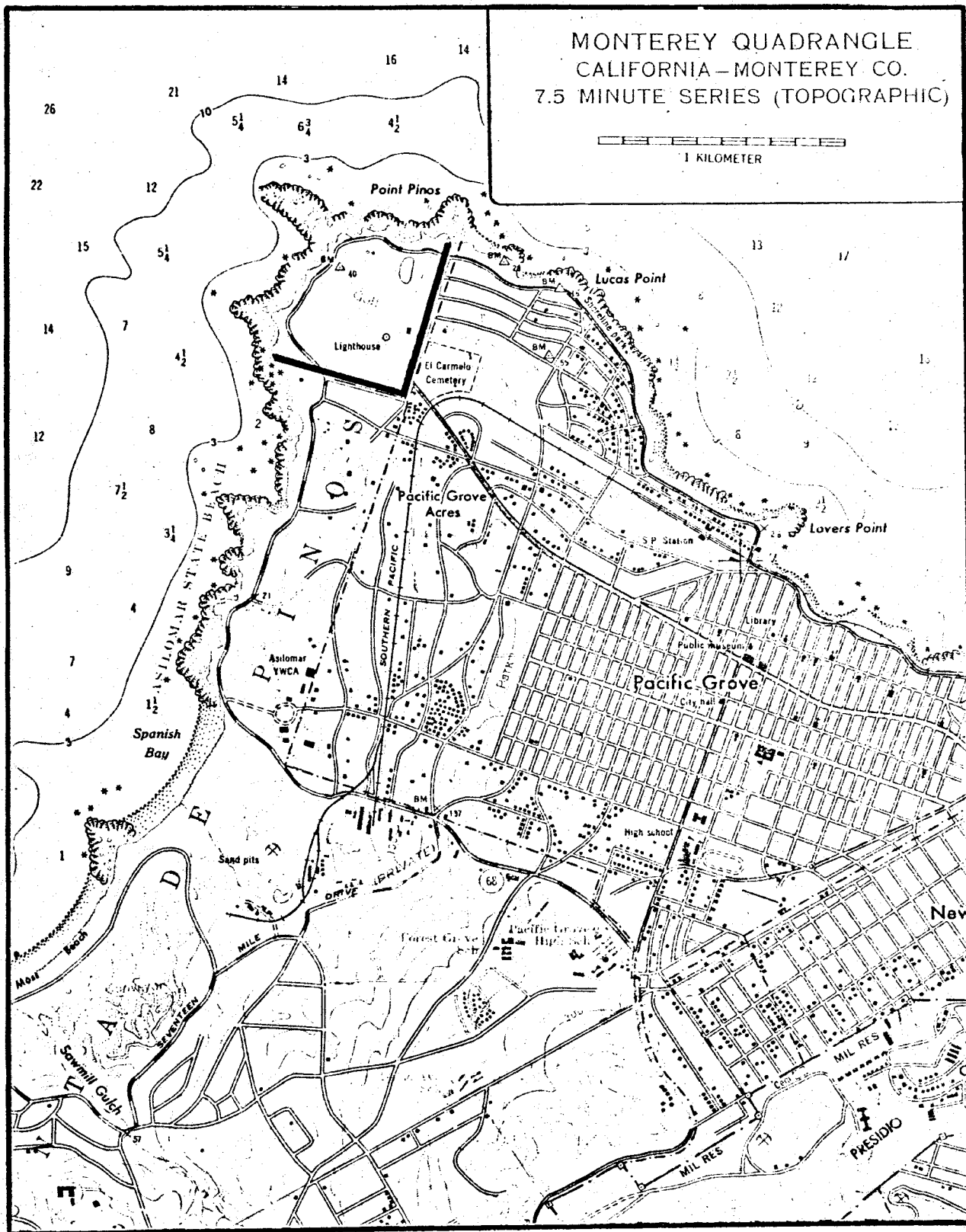
scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values..."

A transfer of ownership of almost all of the U.S. Lighthouse Reservation to the city of Pacific Grove is under consideration, and this report will, in addition to providing a cultural resource inventory, explore the ramifications of such a transfer both in light of the cultural resources that exist on the property, and the responsibilities that are prescribed and mandated by statute (cited in part above) for the guidance of the U.S. Government and the involved Federal Agency, in this case, the U.S. Coast Guard. This report will also examine the apparent willingness and ability of the city of Pacific Grove to preserve, restore and maintain the cultural resources of the Lighthouse Reservation, should ownership and responsibility be transferred.

CULTURAL RESOURCE INVENTORY--METHODOLOGY

The general methodology that was employed in the preparation of this report included extensive library, archival and historical research, a program of field survey and testing which included interviews with knowledgeable individuals, and detailed analysis and compilation of the accumulated data.

Preliminary research included examination of the maps and records maintained in the Archaeological Regional Research Center at Cabrillo College, in Aptos, California. This center serves as a (partially) state funded repository for archaeological and historical data, and maintains an up to date file of maps and records detailing any archaeological research that takes place within its jurisdiction. All relevant records and maps were examined



MAP 2 LIGHTHOUSE RESERVATION AND SURROUNDING AREAS

prior to the field survey and testing program, both to avoid duplication of previous work, and to use the previous work as a guide for the field testing program conducted for this report.

Several historical inventories were examined to determine the status of known historical resources within the Lighthouse Reservation. Research was conducted, through archives, interviews with knowledgeable individuals, and through field investigation to determine the existence and possible importance of previously unknown historical resources on the property, as well as to reexamine the previously recorded historical resources.

The field testing program consisted of an examination of all previously known prehistoric archaeological resources, as well as field reconnaissance and auger testing of known and suspected site areas, some of which were based on information gathered from the interviews and archival research.

A great deal of useful data were gathered from the interviews with knowledgeable local individuals, and some of these data were used to guide field investigations. Several artifacts from the project area were furnished for study by one of the individuals, and these appear in Figure 2.

Old photographs, newspaper articles, maps and other documents were examined during the preliminary research and again during the analysis. These included maps and photographs provided by the Coast Guard which were of great help in determining the land movements (both natural and man-made) that have taken place on the property in the past.

An important part of the compilation and analysis of the

data for this report was the gathering of relevant documents-- copies of laws, planning documents, resource guidelines and other official publications which relate to the management of cultural resources on the Federal, state and local levels. These helped to define the responsibilities of the various parties involved in the Lighthouse Reservation question, and played an important part in the formulation of the conclusions and recommendations that are to be found within this report.

CULTURAL RESOURCE INVENTORY--PREHISTORIC RESOURCES

Prehistoric archaeological resources have been known to exist on the Lighthouse Reservation since at least 1900, when P.M. Jones conducted an archaeological survey of portions of California recording archaeological sites. His report stated in part:

In a large rock some two hundred yards from the Lighthouse, are several mortar holes which would either indicate a permanent camp site near by, or recurring periodic journeys to the coast from the interior for the purpose of obtaining sea-food. A number of fairly good mortars were found on the surface hereabouts, together with a few pestles (Archaeological Site Records for site Mnt-264).

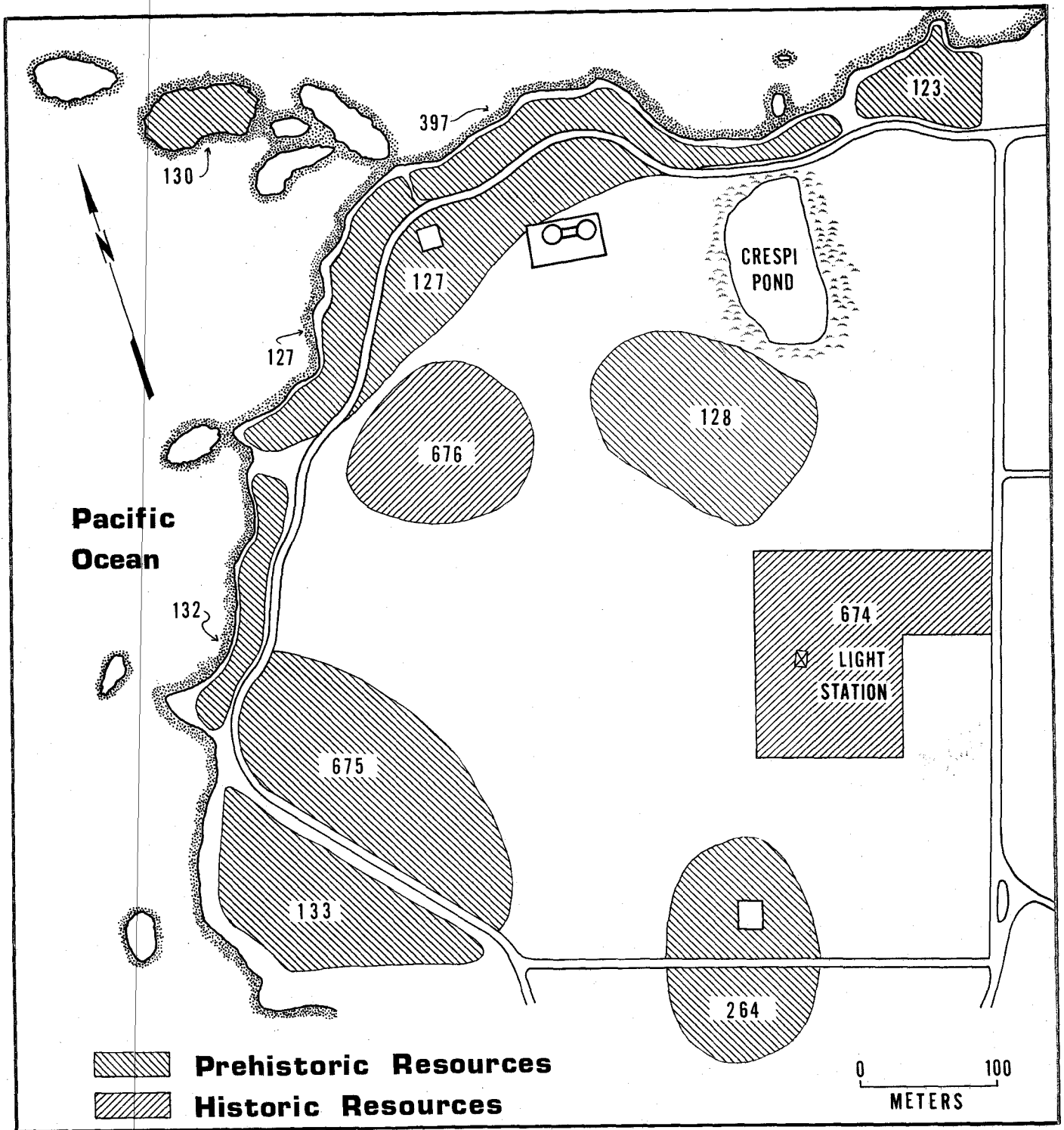
The preliminary records search indicated that there were at least eight known prehistoric archaeological sites located within the boundaries of the Lighthouse Reservation. It was also apparent that there had never been a coordinated archaeological survey of the entire property. Previous surveys were sporadic in nature, and covered only portions of the property. As far as can be determined, this report details the results of the first comprehensive cultural resource survey of the Lighthouse

Reservation.

The prehistoric resources that were located in previous surveys were reexamined during the field investigation, and one additional prehistoric site was discovered and recorded. The characteristics of the archaeological resources, taken from archaeological site survey records and field notes are listed below (see also Map 3):

Mnt-123--This archaeological resource is a coastal shell midden with an approximate size of 150 x 30 meters. There is a small (3 x 3 meter) extension of the site on a group of rocks that form a small island (or peninsula) to the north of the main body of the site (see Map 3). A survey conducted in August of 1974 estimated that the site was at that time approximately 10-20% destroyed, making it one of the least damaged archaeological sites on the Lighthouse Reservation. On March 22, 1976, in an effort to recover a grounded Coast Guard vessel, several substantial bulldozer cuts were made through portions of the site. The main cut was between 30 and 40 meters in length along the ocean, and extended to a depth of 1.5 to 2.5 meters. The depth of the archaeological in the areas that were bulldozed appeared to be approximately 40-60 centimeters. If these figures are correct, the site must now be regarded as between 40 and 50% destroyed. There are dirt parking areas on the site, and a small camp stove, and the constant movement of vehicles and pedestrian traffic must be considered a source of some damage to the fragile archaeological site. In addition, there is considerable damage being done to the site by the action of rodents, particularly the

MAP 3. NOT FOR PUBLIC DISTRIBUTION



MAP 3. Cultural Resources of the U.S. Lighthouse Reservation

squirrels, which have inhabited the site in large numbers. The survey notes show that one obsidian projectile point has been recovered from this site in the past. There is no record of how many artifacts might have been "collected" by passers-by.

This site is separated from Mnt-397 to the west by only a very small area that is devoid of midden. In the past this separation may not have existed, however, but with the disturbance that has occurred in the past, this is impossible to determine. Mnt-127--This site is a rich, dark colored shell midden that extends for approximately 250 meters along the ocean, to the west of Ocean View Boulevard. This site is separated from site Mnt-397 to the northeast by an arbitrary dividing line at a point where the midden becomes very thin. There is no doubt, however, that these two site numbers (Mnt-127 and Mnt-397) refer to only one archaeological site.

Field investigations revealed that there exists a considerable area of midden immediately inland from Ocean View Boulevard, and directly opposite from Mnt-127 and Mnt-397. This new section was not assigned a new site number, but was recorded as a continuation of Mnt-127. In the past, before road construction and other disturbance, all three of these areas were connected, and were one site. Because of the way in which they were discovered and recorded, during sporadic surveys by different individuals, there has been an arbitrary separation into two sites, Mnt-127 and Mnt-397. The newly discovered section of midden will be assigned the number Mnt-127 so that this single site will be represented by two site numbers rather than three.

As mentioned above, Mnt-127 extends along the ocean for approximately 250 meters. Including the newly discovered section, it also extends inland from Ocean View Boulevard for approximately 110 meters. The section of the site west of Ocean View Boulevard appears to be approximately 70 centimeters in depth, although this figure varies considerably. The midden color is very dark, and many varieties of shell have been observed. Sea otter and deer bone have also been reported from this area. Fire cracked rock and ground stone are also reported in the midden. This area is being badly eroded by wind and water, foot traffic, and parking lots. One of the worse causes of destruction at this site comes from the burrowing action of squirrels, and dogs that attempt to dig them out of the ground. With these factors, the portion of Mnt-127 that lies west of Ocean View Boulevard must be regarded as approximately 30% destroyed.

The portion of Mnt-127 lying inland of Ocean View Boulevard is described in the field notes as an area of hard-packed midden with much shell to about 50 centimeters, and recognizable midden to a depth of 130 centimeters. One ground stone tool was located during the augering in this area, along with an abalone (Haliotis rufescens) shell. The site records indicate that in this area many artifacts have been located in the past. Outline sketches of six of these are presented in Figure 1, as taken from the archaeological site record form for Mnt-127. Sketches of seven others provided for study by Bill Culver are found in Figure 2. These are described only as coming from the area of the Lighthouse Reservation or the Point Pinos area.

If Mnt-127 (both sections) and Mnt-397 are taken as one site, as the evidence indicates, the percentage of destruction is probably 50% or more, considering buildings, roads, parking areas and other forms of destruction.

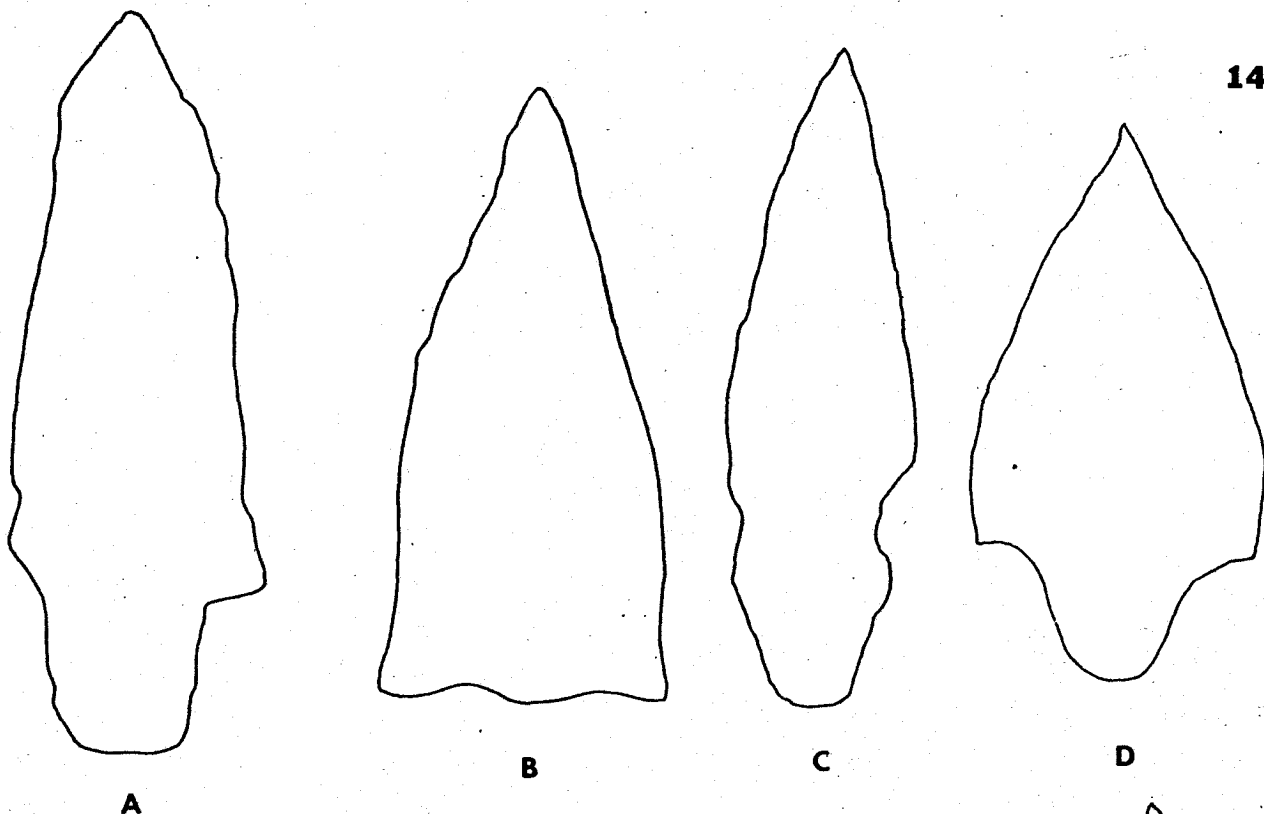
Mnt-128--Field reconnaissance determined that this site extends about 75 meters farther east than previously mapped in the archaeological site records. The midden appears to be approximately 100 x 200 meters in size, and the auger testing showed that midden continued to 143 centimeters below the surface in at least one area. There has apparently been a tremendous amount of disturbance in the area of this site due in part to the construction of the golf course, and in part to natural erosion. When first surveyed in August of 1947, this site was described as an area of shell in the sand dunes, but the sand dunes have been made into fairways, and the topography has been considerably altered since 1947. This site, it was noted, contained several different shell species, including limpet, red abalone, chiton, mussel, and barnacle. Now the site must be considered over 75% destroyed.

Mnt-130--This site is probably the best preserved site remaining on the entire Monterey Peninsula coast! A survey conducted in 1974 estimated that only about 5% of the site had been disturbed or destroyed, and this was confirmed during the field investigation that was conducted for this project. The site is approximately 30 x 30 meters in size, and appears to average somewhat over 100-150 centimeters in depth. Midden constituents that have been seen or reported in archaeological site record forms include ash, bone, many shell species, fire cracked rock and ground stone.

Bones reported from the site include a sea lion right humerus, a sea mammal molar, and many varieties of fish and rodent bones. Various pieces of bone could not be identified. Don Howard reports in two of his "popular" publications that a bird bone whistle and a "whale ear bone artifact" have come from this site. If this is true, they were collected illegally, as Federal law prohibits the removal of any antiquities from archaeological sites on government property.

This site is in extremely good condition, but there is destruction and disturbance occurring even here. In 1975, pictures were taken of a recent hole that had been dug into the site, apparently in search of artifacts or "relics." This hole measured approximately 150 x 150 centimeters, and extended to approximately 60 centimeters deep. Additional damage is being done by the constant burrowing of squirrels, and by the dogs that attempt to dig them out. Foot traffic up the steep sides of the site cause additional destruction through erosion. While this site is at present only about 5% destroyed, the destruction is continuing and will raise this figure unless some means of protecting this site is found. This site must be considered one of the most significant archaeological resources remaining on the entire Monterey Peninsula coast!

Mnt-132--This site is listed in the original archaeological site record forms as being a small dune blow out site. Two different surveys placed the size of the site at 10 x 10 meters and 20 x 30 meters respectively. The field investigations conducted for this report determined that the site is larger than had been thought,



A--Grey flint. Length $3 \frac{5}{8}$ inches.

B--Yellow flint. Length 3 inches.

C--Brown chert. Length $3 \frac{1}{4}$ inches.
From the Fackenthal Collection.

D--Black flint flecked with white.
Very coarse serrations. Length
 $2 \frac{3}{4}$ inches. From the Fackenthal
Collection.

E--White chert. Length $2 \frac{5}{8}$ inches. From the Fackenthal Collection.

F--Brown flint flecked with tan. Length $2 \frac{3}{4}$ inches. From the
Fackenthal Collection.

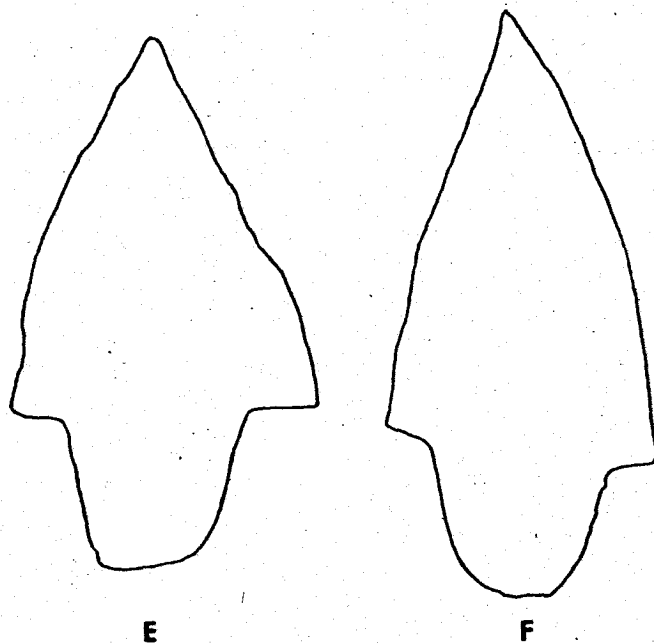


FIGURE 1. ARTIFACTS FROM MNT-127. TAKEN FROM ARCHAEOLOGICAL SITE RECORDS. AS THESE ARE OUTLINE SKETCHES, THE ORIGINALS WERE SOMEWHAT SMALLER.

as it extends east of Ocean View Boulevard. The site also extends farther to the north than had been thought, and with only two small breaks, is continuous until it reaches Mnt-127. Much of the site has been bulldozed in the recent past for turnouts, and there has been a great deal of disturbance in the eastern section due to the golf course. There has also been a great deal of natural erosion, and a large amount of this has been made worse by foot traffic and rodents. If the original borders of the site are as this survey has indicated, the site was probably about 225 meters in length (north-south) and about 75 or more meters in width. Of this area, over 80% must now be considered as destroyed or so badly disturbed that it is of limited value for traditional archaeological recovery methods. The depth of the site appears to range from thin areas where bulldozing and erosion have occurred to areas of over 100 centimeters in depth, as one auger test extended to 113 centimeters, and another was abandoned when the soil became too compacted for augering at 100 centimeters.

Mnt-133--This site is a shell midden in the sand dunes, and has also been found to be larger than previously thought. The central locus of the site is as previously described in the archaeological site record forms, but additional small areas of midden were located, extending the area across Ocean View Boulevard to the east, and toward Mnt-132 to the north. Total area is probably about 100 x 100 meters. Many artifacts are reported to have come from this site, including a whale bone abalone pry mentioned by Pilling (1955: 75), many chipped stone fragments, projectile

points, hammerstones and other types of ground stone. There is a large amount of shell, including abalone, mussel, limpet, barnacle, crab and various sea snails. Bones located at this site include rodents, seals, sea otters, birds, whale, deer and one probable elk fragment. Fish bones were also located. The site has been severely damaged by erosion, primarily by the wind. Pedestrian traffic causes worn paths through the ice plant ground cover, and the loose sand beneath can then be blown away by the steady winds in the area. When this occurs to the extent that it has at this site, salvage is the only way to preserve any archaeological materials, as there is little hope for preservation short of prohibiting all pedestrian traffic and extensive replanting of the ground cover. This step, while effective, has yet to be attempted in the area. Much of this site has been lost, but some data could be recovered through salvage--but this should be attempted reasonably soon, as destruction of this site is continuing at a rapid rate.

Mnt-264--This site is the first one recorded for the Lighthouse Reservation area, as it was initially surveyed in 1900 by P.M. Jones. Its area is probably about 100 x 175 meters, and it appears to extend to approximately 110 centimeters in depth. There are several (4) bedrock mortars located on the southern end of the site, attesting to the use of acorns as a food source in this area. The 1900 report also indicates that a number of mortars were found in the area (presumably portable mortars) and that there were a few pestles associated. The field investigation made note of several different shell species in the midden, including

giant chiton, turban snails, mussel, abalone, and barnacle. Bone and charcoal was also noted. There was in addition some historic material. The site is probably about 50% destroyed, as it is in part under some buildings and a road, and in part is in sand dunes which are subject to erosion. It is still sufficiently intact to offer a great deal of data to archaeological research, and to warrant strong protective measures.

Mnt-397--This site is the northern extension of Mnt-127, and most of the characteristics are the same as already described under that site number. Its area is approximately 400 x 50 meters, and the average depth varies to over 100 centimeters. It also is being badly disturbed by the actions of ground squirrels and dogs, people, cars and bulldozing etc. It ranges between approximately 20-40% destroyed, and appears also to be well worth preservation measures.

Mnt-675--This site is a newly discovered archaeological resource that was found as a result of the field investigation carried out for this project. Previous surveys either did not cover this area or missed the site--in most cases even areas that have been surveyed often have not been completely covered, and a single comprehensive survey is required to discover additional sites, and properly evaluate them within the context of the total range of variation.

This site has an approximate area of about 130 x 250 meters, but does not appear to be continuous within that area. It consists of a series of lenses eroding out of sand dunes, and is visible in the edges of several dunes. It is most probable that

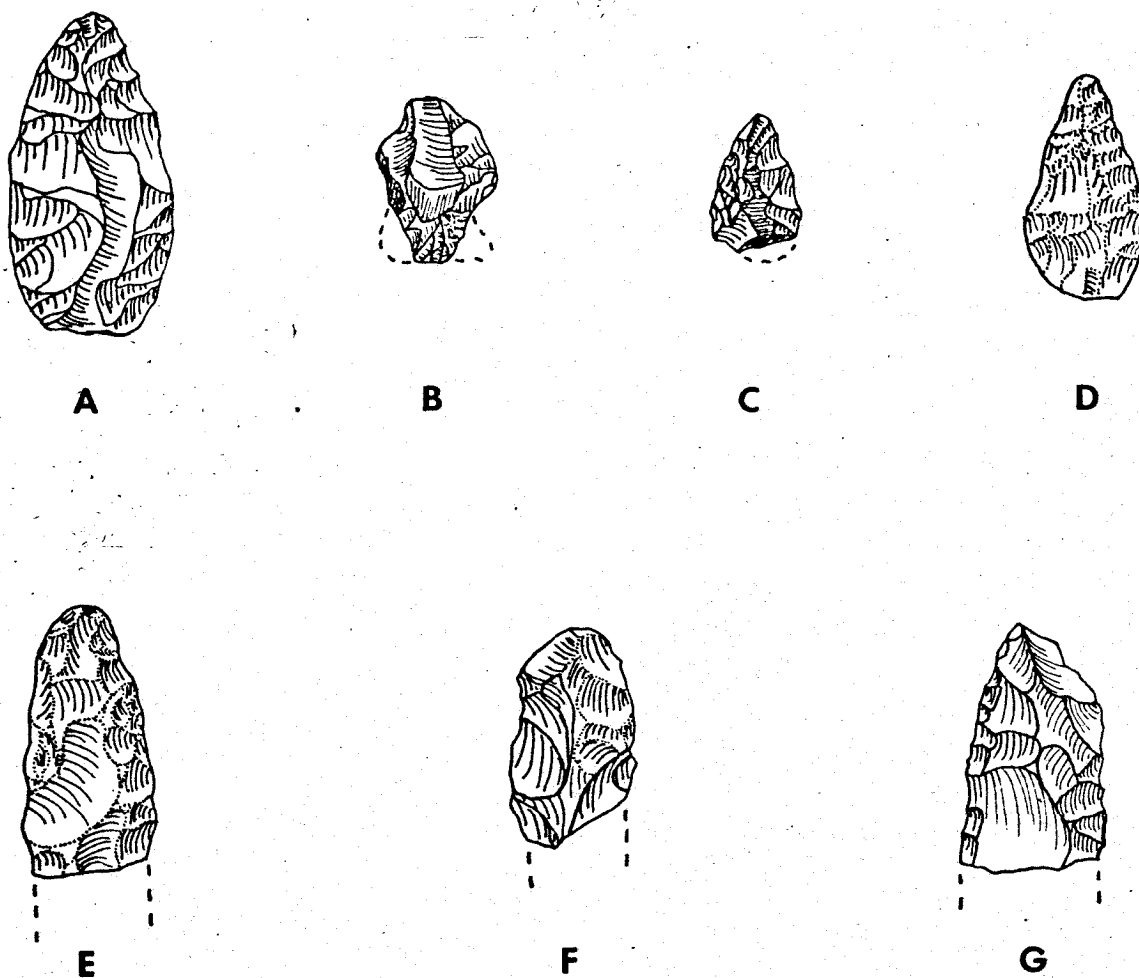


FIGURE 2. ARTIFACTS FROM THE LIGHTHOUSE RESERVATION AREA
OBTAINED FROM BILL CULVER

- A--Black banded chert, intact projectile point
- B--Reddish-brown chert, possibly a retouched fragment
- C--Light reddish-brown chert, possibly tip fragment
- D--Greyish-black chert, well worn
- E--Pinkish-brown chert, well worn
- F--Black, possibly "fused shale," possibly tip section, worn
- G--Light brown coarse chert, tip section

SCALE:ACTUAL SIZE

the site continues underneath the dunes in these areas, and that only parts of the site have been eroded away. The site in this area of dunes appears to consist of hearths, as most of the visible areas are characterized by large amounts of ash and charcoal, and also contain considerable quantities of fire cracked rock, some ground stone, bone, shell (including chiton, abalone, mussel, turban snail, and other species), and flaked pieces of chert. This site must be considered at least 50% destroyed, as erosion and the construction of the golf course have both taken their toll.

While still quite tentative, it is possible that some of the earlier occupants of this area occupied the areas that are now sand dunes. Some of the artifacts found in these areas are reportedly of earlier styles (although the sequence of stylistic changes for the Monterey Peninsula area are poorly understood at present). Considerable additional research is needed to clarify this question, and to determine whether this tentative observation has any validity.

CULTURAL RESOURCE INVENTORY--HISTORIC RESOURCES

There are two major areas within the Lighthouse Reservation that may be considered as historical resources. Descriptions of these resources follow:

Mnt-674--This historic resource consists of the Point Pinos Light Station, the oldest extant lighthouse on the west coast. In continuous operation since 1855, this structure has been nominated to the National Register of Historic Places, and is contained on the Monterey County Historical Inventory. The government bought

25 acres of the Lighthouse Reservation in 1852, and purchased an additional 67 acres at a later date. On this property the government erected the lighthouse and installed a "third order Fresnel with lenses, prisms and mechanism manufactured in France" (Information brochure provided by the Point Pinos Light Station). The field investigation revealed a considerable amount of shell on the surface in this area, but later investigation (Smith 1977) revealed that this did not derive from an archaeological resource. His report states in part:

A most misleading surface disturbance, in terms of attempting to find areas where Native Californians may have lived and consequently left their food refuse (shells) for evidence, was the result of a lighthouse keeper's "sweet-tooth" for abalone...the lighthouse keepers, Mr. and Mrs. George Peterson, used the garage primarily to clean abalone and clam (Smith 1977: 13).

The importance of this site stems from the historical significance of the Light Station itself--possibly one of the most significant historical resources in an area that abounds in highly significant historical structures. (On the Monterey County Historical Inventory, this Light Station is one of only six historic sites (out of a total of 234) to receive a classification of 1, the highest status possible.) The significance attributed to this structure by the county is recognized, and is reflected by the nomination of this structure to the National Register.

Mnt-676--This site is an historic resource, but its classification is difficult to determine. Information received from Bill Culver indicates that in the past this area had produced at least six "Indian" and one "white" skeleton, identification reportedly made by Dr. Heath who at the time of the findings (about 1926 or

1928) was at Stanford University. In addition, and possibly in association with the skeletons, were literally hundreds of musket balls, of approximately 50 caliber and at least two cannon balls, one of iron and one of copper. These and several of the skulls were reportedly displayed for a time in Dykes Drug store in Pacific Grove. Reportedly in association with the above were three or four "pouches," at least one of which was of rawhide. The rawhide pouch contained a ring, rosary, percussion tool and a coin. The coin, thought to be Egyptian in origin, was sent to David Pickett at the Library of Congress, but he was reportedly unable to make a positive identification. It was determined that the coin was almost pure copper, and thus probably very old, but its origin and significance must be regarded as unknown. Several "arrow points" were described as coming from this area, but it is quite possible that these came from Mnt-127 or Mnt-128, both of which are nearby. From the evidence, which unfortunately is now hearsay, it would appear that this site is historic in nature, but its exact nature and significance are extremely difficult to determine, and undoubtedly must await either excavation or the location of the original material from this area.

EVALUATION OF THE CULTURAL RESOURCES

The cultural resources inventory revealed that there are at least nine prehistoric archaeological resources and two historical resources located on the Lighthouse Reservation property (see Map 3). While many of the archaeological sites were either badly disturbed or partially destroyed (they averaged approximately 45% destroyed), these sites represent a tremendously im-

portant cross section of archaeological resources--several different types of sites appear to be represented within the Lighthouse Reservation. These include what appear to be gathering sites, especially for the utilization of marine resources, but include at least one acorn utilization area. There is at least one large and highly significant occupation site (Mnt-130) which, because of both its remarkable state of preservation and apparent midden constituents (based on surface survey and artifacts reported from this area) is perhaps the most significant site remaining on the Lighthouse Reservation. It is probably the best preserved site remaining on the Monterey Coast, and its state of preservation can be directly related to its inaccessibility to all but pedestrian traffic--the scrapers and bulldozers have not disturbed or destroyed the site apparently only because they could not reach it. In addition, one of these sites may possibly represent an especially early time period, but this site unfortunately is very badly disturbed and much important data has apparently been lost (Mnt-675). Other sites appear to be marine resource exploitation areas and temporary campsites, even though their exact natures can only be determined by detailed archaeological research which has not yet taken place.

The fact that one of these sites (Mnt-130) is in such a remarkable state of preservation will be of tremendous importance to the understanding of the other sites within the area, as archaeological sites do not exist in a vacuum--sites interrelate with each other in time and space, and each contributes to the better understanding of all of the other sites in the region. A

site such as this will shed light on the sites nearby that are mostly destroyed, as archaeological sites form a community of interacting parts which overlap in time and in usage--all forming a unique whole. Within this framework, each site becomes very important for the understanding of others, and together the community of archaeological resources is tremendously greater than the sum of its individual parts.

The Lighthouse Reservation, containing nine prehistoric archaeological sites, also contains the records of an archaeological community which could be of tremendous importance for the discovery of the prehistory of this region. The opportunity to conduct research in such a community, and to gain a detailed understanding of one such area will then be of great importance to adjacent regions. While the sites average about 45% destroyed, they constitute a tremendously valuable resource for several reasons--they are possibly the best preserved community on the Monterey Peninsula, as even more destruction has occurred outside of the Lighthouse Reservation than within; they are in an area where they can be preserved and managed; and they are located at Point Pinos, one of the richest marine resources on the peninsula.

In a special report, the Society for California Archaeology summarized some of the benefits of archaeology, which are enjoyed by all sectors of the society (Moratto 1973):

- (1) As a social science, archaeology provides information that allows man to better understand his ways. Such understanding is clearly necessary to planning a humane and positive future for the citizens of the state and nation.
- (2) Archaeological information is useful to other sciences and to industry. It enables scientists to reconstruct past

geological, geophysical, and ecological events: for example, the rate of activity along certain geologic faults and the long term population trends among commercially important species of fish and shellfish.

(3) Archaeology provides exciting and educationally profitable leisure-time activity for many Californians. Retired people, school children, people in all walks of life enjoy participation in archaeological research when trained archaeologists and facilities are available for their use.

(4) Archaeology provides an engrossing medium for education, in the colleges and secondary schools, in the social sciences, natural sciences and history.

(5) Archaeology is the only device by which modern California Indians may learn of their ancient past. To permit continued devastation of archaeological sites is literally to deprive these citizens of their heritage.

(6) National archaeological "salvage programs," funded by the Federal Government, are proliferating. A state with an efficient coordinated archaeological program can make most efficient use of such funds. Local government agencies and private enterprise are increasingly willing to fund archaeological salvage, if an effective state agency is available to coordinate such work and provide for feedback to the funding agent.

There is evidence that California has been inhabited for approximately 10,000 years. Archaeological research is the only way in which we may learn of the origin and differentiation, and development of rich and varied cultures that make up approximately 98% of the cultural history of the state.

Of the two historical resources, one (Mnt-676) is very difficult to evaluate, but should be considered significant until detailed research reveals more data and permits a better evaluation of the resource. The second resource, the lighthouse itself (Mnt-674) is of unquestioned historical significance, as shown in part by its nomination to the National Register and high standing on the Monterey County Historical Inventory.

RESPONSIBILITY FOR THE CULTURAL RESOURCES

The ultimate responsibility for the cultural resources of a property of course belongs with the owners of that property. Some cultural resources are poorly protected on the local level, as many county and city ordinances are lax or non-existent--but on the Federal level the statutes are quite clear and detailed. Beginning with the Antiquities Act of 1906, the Federal government recognized the cultural importance of archaeological and historical resources, and defined the responsibilities for such resources located on Federally controlled properties. The Uniform Rules and Regulations prepared to carry out the Antiquity Act of 1906 began with the following:

Jurisdiction over ruins, archaeological sites, historic and prehistoric monuments and structures, objects of antiquity, historic landmarks, and other objects of historic and scientific interest, shall be exercised under the act by the respective Departments...

This served to place the responsibility for archaeological and historic sites under the jurisdiction of the Secretaries of the Army, Interior, and Agriculture. Soon after this, the National and International Monuments and Memorials Act of 1916 established the National Park Service, and directed it to:

promote and regulate the use of the Federal areas known as national parks, monuments, and reservations...which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner by such means as well as leave them unimpaired for the enjoyment of future generations.

In 1935, the Historic Sites Act of 1935 was made law, and established as national policy the preservation for the public inspiration and benefit historic and archaeological sites, buildings

and objects of national significance. One of the important provisions of the act, however, was that which empowered the Secretary of the Interior to purchase notable properties.

Perhaps the most important Federal act concerning preservation of archaeological and historical sites is the Historic Preservation Act of 1966, which among other provisions created the National Register of Historic Places. This act's guidelines state in part that (Brack 1977: 34-35):

1. The quality of significance in American history, architecture, archaeology, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and associations, and: a) that are associated with events that have made a significant contribution to the broad patterns of our history, or b) that are associated with the lives of persons significant in our past, or c) that embody the distinctive characters 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, or d) that have yielded, or may be likely to yield, information important to prehistory or history.

This act also created the Advisory Council on Historic Preservation, and led to the establishment of procedures for the protection of historic and cultural properties. These procedures involve 1) the identification of the resources that are included in or eligible for inclusion in the National Register, 2) the application of "the Criteria of Effect," to determine whether the project proposed will have an effect upon the property, 3) the establishment of adverse effect--the finding that the effect upon the property is adverse, such finding leading to further procedures. Criteria of adverse effects include:

- d) Transfer or sale of a federally owned property without

adequate conditions or restrictions regarding preservation, maintenance, or use; and
e) Neglect of a property resulting in its deterioration or destruction.

Section 106 of the Historic Preservation Act grants the Advisory council power to comment on any Federal action regarding any property on (or eligible for inclusion on) the National Register.

More specifically, Section 106 states that:

The head of any federal agency having direct or indirect jurisdiction over a proposed federal or federally assisted undertaking in any State and the head of any federal department or independent agency having authority to license any undertaking shall prior to the approval of the expenditure of any federal funds on the undertaking or prior to the issuance of any license, as the case may be, take into account the effect of the undertaking of any district, site, building, structure, or object that is included in the National Register. The head of any such federal agency shall afford the Advisory Council on Historic Preservation established under Title II of this Act a reasonable opportunity to comment with regard to such undertaking.

Another highly important Federal law concerning prehistoric and historic resources is the Environmental Policy Act of 1969.

This act provides that Federal projects be evaluated through Environmental Impact Statements, which seek to locate, identify and evaluate the significance of cultural, historic or archaeological resources. The impact statements address the questions of the effect of the proposed actions on the resources, the various methods by which this effect can be mitigated, cumulative effects from different projects in the region, indirect impacts and other important considerations related to the project and its effect. A detailed review process is also established.

The Executive Order of May 13, 1971 (11593), cited in the introduction of this report, states that Federal Agencies are re-

quired to "initiate measures necessary to direct their policies, plans, and programs in such a way that federally owned sites, structures, and objects of historical, architectural or archaeological significance are preserved, restored and maintained..."

In keeping with the spirit of the Executive Order above, the Archaeological and Historic Preservation Act of 1974 reads as follows:

Sec. 3 (a) Whenever any Federal Agency finds, or is notified, in writing, by an appropriate historical or archaeological authority, that its activities in connection with any Federal construction project or federally licensed project, activity, or program may cause irreparable loss or destruction of significant scientific, prehistorical, historical, or archaeological data, such agency shall notify the Secretary with appropriate information concerning the project, program, or activity. Such agency may request the Secretary to undertake the recovery, protection, and preservation of such data (including preliminary survey or other investigation as needed, and analysis and publication of the report resulting from such investigation), or it may, with funds appropriated for such a project, program, or activity, undertake such activities...

The Federal Land Policy and Management Act of 1976, cited in part in the introduction to this report states that:

...it is the policy of the United States that...(1) the public lands be retained in Federal ownership, unless as a result of the land use planning procedure provided for in this Act, it is determined that disposal of a particular parcel will serve the national interest...(8) the public lands be managed in a manner that will protect the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; that, where appropriate, will preserve and protect certain public lands in their natural condition...

These and other regulations are very specific in placing the responsibility of management, preservation, restoration and conservation, and other responsibilities, on the Federal Agencies under whose jurisdiction the property or resources exist.

These regulations provide that any action which might result in adverse impacts include the preparation of an Environmental Impact Statement to determine and mitigate that effect, to nominate any objects etc. that might qualify to the National Register, to exercise caution that properties containing such objects nominated to the National Register not be inadvertently transferred, sold or demolished, and to work through the Advisory Council on Historic Preservation for the preservation of those objects already on the National Register. Within the Environmental Impact Statement process, adverse impacts have been specified, and include the transfer or sale of federal property without adequate provisions for the preservation, maintenance or use of the resources, as well as the deterioration of a resource due to neglect.

To summarize this section, the Federal Agencies are the entities ultimately responsible for all cultural resources located upon properties within their jurisdiction, and the responsibilities include directions to locate, inventory, evaluate, preserve, restore, and enhance these resources, while at the same time insuring that they do not leave federal control without equally stringent regulations being placed on the recipient of the properties. The federal policy also provides that highly significant properties may be purchased, to better insure their protection and maintenance for the public benefit.

DISCUSSION

In light of the above cited regulations, and others, which apply, the proposed transfer of the U.S. Lighthouse Reservation to

the city of Pacific Grove depends upon several major considerations: (1) Does the city of Pacific Grove have the ability, through legislation, planning, and enforcement to preserve, maintain, restore and/or enhance the cultural resources that are located on the property to the degree that is required of the Federal Agency now responsible for the cultural resources? (2) Is the proposed transfer of the property within the guidelines established by the Historic Preservation Act of 1966, the Archaeological and Historic Preservation Act of 1974 and the Federal Land Policy and Management Act of 1976, which in part state that federal properties be retained in federal ownership unless it is the best interest of the nation that they be transferred? (3) Is this property of such an importance that it would qualify for purchase by the Federal government under the Historical Sites Act of 1935 and other regulations were it not presently under jurisdiction of a Federal Agency? (4) Is the property, or any objects that it contains, eligible for nomination to or inclusion on the National Register of Historic Places? and (5) Is it necessary under present legislation to invoke the provisions of Sec. 3 (a) of the Archaeological and Historic Preservation Act of 1974 or of Sec. 106 of the Historic Preservation Act of 1966 which call for notification of the Secretary of the Department concerned and the solicitation of comment from the Advisory Council on Historic Preservation? These and other related topics will be discussed below.

(1) The question of whether the city of Pacific Grove is able and willing to undertake the responsibilities presently mandated by statute on the Federal Agency, the U.S. Coast Guard,

is a difficult one to answer. Part of the answer can be found in the treatment afforded archaeological resources in the published planning documents of the city, such as The Open Space & Conservation Elements, and The General Plan of the City of Pacific Grove. The General Plan makes no mention at all of archaeological resources or preservation anywhere within its pages. The Open Space & Conservation Elements contain a discussion of archaeological resources that is so self-contradictory and factually erroneous that it is totally useless. These are derived from an article titled Monterey Peninsula Shell Mounds--Some General Remarks written by Peter Rashkin, an amateur archaeologist with no training. This appeared in the publication titled the Monterey County Archaeological Quarterly, put together by a group of amateurs, also lacking formal archaeological training. The archaeology section of The Open Space and Conservation Elements reads as follows:

The archaeological significance of the Planning Area lies in its having been an Indian fishing area. Thus, remnants of the old fishing expeditions serve as the main archaeological facets of Pacific Grove. A recent article states: "Midden from China Point in Pacific Grove to Arrowhead Point in Pebble Beach, where the coast has been relatively undisturbed, appears to be nearly continuous... It is often difficult to determine where one site leaves off and another begins, or if an apparent discontinuity is a result of some relatively recent disturbance.

Occasional rare artifacts are found in the middens. However, these are of shell (pendants, blanks, beads), bone (whistles, awls, abalone pries) and stone (points and flakes, mortars and pestles). However, according to the Museum of Natural History, no major archaeological sites are known to exist within the Planning Area. Furthermore, it is fortunate that the known archaeological sites occur within publicly owned lands which are projected for open space (p. 5-55).

This alternately states that the entire area is continuous midden, some rare artifacts are found, there are no major sites, and the

sites are within open space areas. This amounts to a statement that since there are no major sites, and they are within open space areas, they need not be of concern to the city. All of this is, in addition, based on unreliable data collected from amateurs in the highly specialized field of archaeology.

Points that are specifically in error are the following:

(1) "The archaeological significance of the Planning Area lies in its having been an Indian fishing area. (2) ...the remnants of old fishing expeditions serve as the main archaeological facets of Pacific Grove. (3) ...no major archaeological sites are known... and (4) ...the known archaeological sites occur within publicly owned lands..." Contrast the results of the present survey, which covered a very small percentage of the total Pacific Grove Planning Area with the information written by the city planners which was quoted in its entirety on the preceding page. Also contained in the planning document is a map reprinted from the Rashkin article showing the location of 66 archaeological sites within the Planning Area, and this does not include unlocated sites--which are found with every professional survey. Not only does the amount of archaeological material indicated by the map belie the statements of the Conservation Element, but this map is far from complete. The treatment of archaeological resources by the city of Pacific Grove (at least in published documents) is in sharp contrast to nearby Monterey, which has just released a technical study titled Prehistoric Resources, dealing in some detail with the problems of preservation, significance, distribution and policy implications, of and dealing with archaeological resources.

Additional insight may be gained from a consideration of recent archaeology conducted along the coast of Pacific Grove for the new regional sewer line, and the reaction of the Mayor of Pacific Grove. In an article appearing in the Monterey Peninsula Herald (June 22, 1977), Pacific Grove Mayor Florus Williams is quoted as stating, "If there were actually Indian remains there I wouldn't object...but I don't think there are, and a lot of abalone shells they'll find may have been dumped there by canneries, not Indians." The article continues, "Williams said buried Indians had been dug up in Pebble Beach and farther in from the ocean in Pacific Grove. He said digging along the shoreline was 'a ripoff, money that could be much better spent in other areas.'"

In view of the published planning commission documents and the above statements, it is doubtful that the city of Pacific Grove is able and willing to accept the stringent and detailed responsibilities that they would be required to accept in order to be eligible to receive title to the Lighthouse Reservation. The above statements show little concern for archaeological data, let alone its management, restoration and/or enhancement, identification and evaluation as is required of the Federal Agency that now holds title. In view of this the transfer would probably be contrary to established Federal regulations, as the city of Pacific Grove would most likely be unable and unwilling to accept the responsibilities that would be necessary for the transfer to proceed.

(2) The question of whether the proposed transfer of the

property to the city of Pacific Grove is within the established federal guidelines of the Historic Preservation Act of 1966, the Archaeological and Historic Preservation Act of 1974, and the Federal Land Policy and Management Act of 1976 depends in part on the answer to the first question above. If it is determined, as appears to be the case, that the city of Pacific Grove is unable and unwilling to accept the responsibilities for the archaeological resources that are prescribed by statute, then the transfer is contrary to the above regulations. The Historic Preservation Act of 1966 states that it is considered an adverse effect to transfer or sell a federally owned property without "adequate conditions or restrictions regarding preservation, maintenance, or use," as well as neglecting a property resulting in its deterioration or destruction. (Incidentally, the road extending along the ocean within the Lighthouse Reservation was transferred to the city of Pacific Grove in 1967 as an easement. Under the terms of the agreement, Pacific Grove was to be responsible for maintaining the road, and be responsible for any damage to the property resulting from its use. Considerable damage has occurred along the edges of the road to the archaeological sites, due to scraping, construction of parking areas etc., for which Pacific Grove is responsible. Nothing has been done to prevent deterioration or destruction.)

The Archaeological and Historic Preservation Act of 1974 provides that if a Federal Agency discovers or is notified that its activities may cause irreparable destruction to archaeological resources, that the Secretary shall be notified, and appropriate action taken. It is highly likely that transfer of the property to

the city of Pacific Grove would constitute the beginning of such destruction, and would require that the provisions of this act be applied previous to any transfer. The Federal Land Policy and Management Act of 1976 states that lands stay within Federal ownership unless it is within the national interest to dispose of them. The determination that Pacific Grove is unable to accept the responsibilities of ownership and jurisdiction would argue against transfer under this statute as well.

(3) It is likely that the property contains sufficient resources, including archaeological and historic resources, to qualify under the Historic Sites Act of 1935, which allows the federal acquisition of significant historical and archaeological sites, buildings and objects of national significance. It is, on these grounds alone, worth considering the transfer somewhat unwise until the ramifications of this act are explored in detail.

(4) The question of whether the property or any objects that it contains are eligible for nomination and inclusion on the National Register has been answered in part with the nomination of the Lighthouse itself to the Register. In addition, the archaeological resources should be nominated as an archaeological district, as they have been found to be a valuable and significant archaeological resource. Such nomination should be made as soon as possible, both in view of the importance of the resources and the added protection afforded to those sites included on the Register.

(5) The question of the necessity for notification of the Secretary of the responsible Department (under the Archaeological

and Historic Preservation Act of 1974), was discussed above and it was concluded that should the land transfer eventualize, the provisions of this Act might well be met, and such notification required. Under the Historic Preservation Act of 1966, the Advisory Council on Historic Preservation must be allowed the opportunity to comment on any undertaking of any Federal Agency that may prove detrimental, or effect in any way, any structure or object that is included on the National Register. If the nomination to the National Register is completed for the archaeological resources as a group (archaeological district) and if the already completed nomination for the Lighthouse itself is approved, then almost all of the property will come under the provisions of this Act, and the Council must be notified. It has been recommended (above) that the archaeological sites be nominated, and in light of this, the provisions of this Act should be considered as in effect until such time as the application is acted upon, whether it is eventually approved or not. Only in this manner can the spirit and letter of the many laws demanding Federal protection of these resources be complied with.

In light of the above five points, the conclusion that the transfer of the U.S. Lighthouse Reservation to the city of Pacific Grove goes against Federal statute seems not only justified but necessary. This is based on not one but many Federal laws, which apply in several different manners, but arrive at the same conclusion.

CONCLUSIONS

This report has presented a cultural resource inventory,

an evaluation of the significance of the resources that were located, and an opinion on the legality of the transfer of the U.S. Lighthouse Reservation from Federal jurisdiction to the control of the city of Pacific Grove. The conclusions that were produced were (1) the property contains nine prehistoric archaeological sites, forming a highly significant community from which a detailed understanding of the past can be obtained, and which should be nominated to the National Register of Historic Places, (2) the property contains two historic resources, one of which has already been nominated to the National Register, and which is one of the most important historical landmarks in the entire area, an area which contains hundreds of historical places, structures and areas, (3) the Federal government, through the Federal Agencies, is ultimately responsible for the preservation, restoration, enhancement etc. of these resources, and is guided in its responsibilities by numerous laws, many of which were cited above, (4) the city of Pacific Grove appears at present unqualified to assume these responsibilities as shown by its planning documents and attitudes, (5) until the nominations to the National Register are acted upon, the property should be considered to fall within the directives of the Archaeological and Historic Preservation Act of 1974 and the Historic Preservation Act of 1966, which require the notification of the Secretary of the appropriate Department and the Advisory Council on Historic Preservation should the proposed transfer take place, and (6) the proposed transfer is contrary to Federal laws and regulations, and the U.S. Lighthouse Reservation should remain within Federal jurisdiction and ownership.

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EXPLANATION OF PLATES

Plate 1. View of the U.S. Lighthouse Reservation showing the Light Station, Naval Reserve Building, and several peripheral buildings. View is looking generally east.

Plate 2. View of the U.S. Lighthouse Reservation showing the Light Station, surrounding buildings, and the coastline on the northern edge of the property. The golf course had not yet been built when this photograph was taken, nor was the Naval Reserve Building in existence. View is generally toward the northwest.

Plate 3. View of almost all of the U.S. Lighthouse Reservation, showing the terrain before golf course and Naval Reserve Building construction. The sewage treatment plant had yet to be erected at this time. View is generally southeast.





