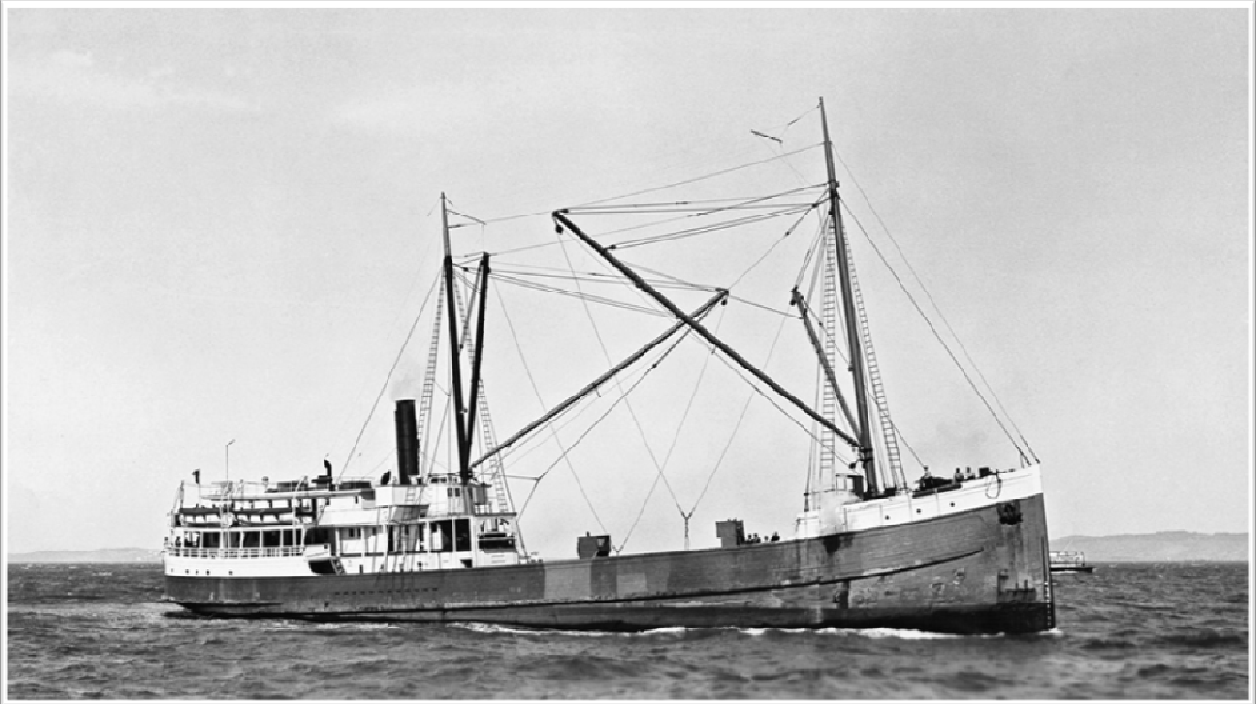


**Disposition of San Francisco Maritime National Historical  
Park's National Historic Landmark (NHL) Schooner  
*Wapama* – Management Summary**



**March 2011**

**National Park Service**

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# **Disposition of San Francisco Maritime National Historical Park's National Historic Landmark (NHL) Schooner *Wapama* – Management Summary**

## **Purpose of Report**

The National Park Service (NPS) has concluded that it must proceed with the dismantling of the *Wapama*, a National Historic Landmark wooden ship, because of the vessel's deteriorated condition and hazardous state. This action is pursuant to the San Francisco Maritime National Historical Park General Management Plan (GMP)/Environmental Impact Statement (EIS) Record of Decision of October 9, 1997. The vessel is part of the San Francisco Maritime National Historical Park's (SAFR) historic fleet. Preparation of this report is one of the actions required of the NPS in the 1997 Programmatic Agreement between the NPS, the California State Historic Preservation Office (SHPO), and the Advisory Council on Historic Preservation (ACHP). It details the administrative history of the *Wapama*, provides an overview of its maintenance history, and documents the reasons and decision for its proposed dismantling.

## **Statement of Significance**

The 200-foot *Wapama* is the last survivor of approximately 235 steam schooners built to serve the demanding 19<sup>th</sup> and 20<sup>th</sup>-century Pacific Coast lumber trade. These vessels formed the backbone of maritime trade and commerce on the coast. The 951-ton *Wapama* was unique in her construction, varying from established shipbuilding practices of the time, which makes her nationally significant in the area of naval architecture. She was able to carry, and often did, one million board feet of lumber in a single voyage.<sup>1</sup> Due to her important role in Pacific Coast maritime trade, commerce, and industry, the *Wapama* is nationally significant as a Pacific Coast expression of America's dependence on maritime trade and commerce and because she illustrates the maritime aspects of America's timber industry. In addition, *Wapama* is nationally significant for her information potential because she is representative of an older standard where construction did not rely on the measured drawings and plans of naval architects. She was built by experienced shipwrights based on a tradition of knowledge passed from generations of master shipwrights, journeymen shipwrights, and apprentices over centuries from one generation to the next. The *Wapama* represents the final era of the construction of large wooden hulls for commercial service. "The *Wapama*, built without calculations contains in its hull knowledge of the state of the art of building large wooden-hulled vessels at the end of a long historical development that is not contained in any present or historic form of documentation. The hull itself is the only record of the state of the

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<sup>1</sup> Steam Schooner *Wapama* (Tongass) National Register of Historic Places Inventory – Nomination Form, Item 7; December 17, 1982, prepared by James P. Delgado, Park Historian, Golden Gate National Recreation Area.

shipbuilding art involving wooden hulls at the beginning of the 20<sup>th</sup> century, a period in which such hulls were being eclipsed by iron and steel hulls.”<sup>2</sup>

The *Wapama* was placed on the National Register of Historic Places on April 24, 1973 at a State level of significance in the areas of commerce and transportation. Due to the inadequacies of that nomination and because of new and important information, a revised nomination was submitted in January 1983 to better represent the *Wapama*’s areas of significance and to raise her level of significance to a national level. As a result, the *Wapama* was listed as a National Historic Landmark on April 20, 1984 for significance in technology, business and transportation.

## Background

### *Historical Overview*

The *Wapama*, a wooden-hulled, steam-propelled vessel, was built in 1915 in Oregon for the Charles R. McCormick Lumber Company. In the early 1930s she was sold to the firm of A.E. Gillespie where she continued to play an important role in Pacific Coast shipping as part of the “White Flyer Line.” In 1937 Gillespie’s widow sold the *Wapama* to the Viking Shipping Company the vessel was again sold later that year to the Alaska Transportation company (at which point her name was changed to *Tongass* by her new owners). In 1947 the Alaska Transportation Company suspended operations, and in 1949 the *Wapama* was sold to a scrap yard and was left to decay on the Puget Sound. However, in 1958 she was purchased by the State of California to be part of a fleet of ships exhibited at the Hyde Street Pier in San Francisco, under the newly established State Maritime Historical Park. During her active life the *Wapama* underwent constant repair and replacement of timbers.

From 1958 to 1963 the *Wapama* underwent extensive work and was fitted with displays and furnishings to interpret her history. In 1963 she was opened to the public as a museum ship and interpreted with sign boards and a recorded audio tour using oral histories collected from steam schooner sailors.

In 1977 the *Wapama*, along with other vessels in the State Maritime Historical Park, was transferred to the U.S. Department of the Interior, National Park Service’s Golden Gate National Recreation Area (GGNRA). Maintenance work continued on the vessel but by 1979 it became apparent that major work was required below the water line. This was in part due to the damage caused from the vessel’s exposure to wind, tidal surges, and strong currents at the Hyde Street Pier location. Deterioration of a wooden vessel is a normal part of any ship’s life and the *Wapama* weakened over time with age and the onset of decay in the ship’s hull.<sup>3</sup> Restoration work was planned but never fully implemented due to the high cost and lack of funds. By 1980, the *Wapama*’s wooden hull was so badly deteriorated from dry rot that she was removed from the water and placed on a barge with internal and external structural supports to await preservation monies.

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<sup>2</sup> Steam Schooner Wapama (Tongass) National Register of Historic Places Inventory – Nomination Form, Item 8, page 7; April 24, 1973, prepared by James P. Delgado, Park Historian, Golden Gate National Recreation Area.

<sup>3</sup> It is conventional wisdom that wooden vessels have a working life of 20 to 30 years before they require major rehabilitation.

Over the next few years, the NPS funded studies to analyze the vessel's condition and determine the extent of repairs needed. An array of potential funding sources was examined but, by 1983, the NPS had not identified funding sufficient to initiate the vessel's costly rehabilitation. In 1984 the *Wapama* was declared a National Historic Landmark and it was anticipated that this recognition would enhance her ability to compete for funding.

In 1986 the *Wapama*, on her barge, was moved to Sausalito where, through an interagency agreement between the NPS and the U.S. Army Corps of Engineers, the ship was opened for public visits while also undergoing some preservation work. A Historic Structure Report at this time found that the ship was in a state of advanced deterioration. In June 1988 San Francisco Maritime National Historical Park (SAFR) was created as a new unit of the NPS with all of the maritime resources formerly managed by GGNRA. A 1988 Fleet Management Plan (funded by the GGNRA just before the vessel's transfer to the newly-authorized park) reported that decay permeated 80% of the structure.

The vessel has received limited maintenance and preservation work over the years but was the subject of a partnership between the NPS and U.S. Borax to test the effectiveness of borates to arrest rot in wood. Over an 18-month period between 1988 and 1989, the vessel was treated with a liquid borate solution which soaked into the wood, transporting the salt into the wood fiber. While the solution proved effective in killing the rot and preventing new decay, the borates could not undo existing damage. In addition, because the borates leech out of wet wood, the vessel's location in a moist environment made continuous re-application necessary. Without the funding for additional staff to regularly apply the treatment, or to acquire or build a structure large enough to shelter the *Wapama*, the park was unable to maintain the desired level of borates in the vessel. Although this treatment of the entire vessel proved impractical, as a result of this experiment, the park now routinely borates all new timber used in ship repair.

During the 1990s, routine maintenance work such as the removal of loose paint and some waterproofing measures was performed on the ship and the barge upon which she rests. In 1996, SAFR's draft General Management Plan (GMP) and draft Environmental Impact Statement (EIS) was prepared and released for public review and comment. The plan looked at options for the *Wapama*'s future but all of the alternatives anticipated the eventual dismantling of the vessel. This was largely influenced by the fact that in nearly four decades of public management (both by state and federal agencies) there had been no opportunity to acquire the level of funding needed to stabilize and preserve the vessel. In response to public and agency comment, the final GMP and EIS, approved via Record of Decision on October 9, 1997, left open the possibility that private funding might become an option. The final GMP calls for the *Wapama* to be maintained as a "stationary exhibit on a floating barge; in the event the vessel becomes unsafe, dismantle according to the terms of the programmatic agreement and National Historic Preservation Act." The final GMP also called for the NPS to explore the widest possible range of alternative measures for preserving the vessel including leasing it, working with public or private agencies to relocate the vessel to a site conducive to preservation and interpretation, or transfer to a federal or state or private entity to carry out funding and preservation of the vessel. Within two years, if none of these options proved feasible, or if structural collapse was imminent and the vessel became a safety hazard, the vessel would be demolished. Pursuant to the programmatic agreement, the NPS would document the vessel and salvage and preserve contributing features for interpretive use and research value. (See Appendix B).

Since the adoption of the GMP by the NPS in 1997, efforts were made to obtain funding and to interest potential park partners who could assist in the *Wapama*'s preservation. Unfortunately, due to the vessel's ongoing deterioration, cost estimates for preserving the vessel escalated over time. In addition, the park was challenged to preserve its other historic resources, including the wood vessels *Eureka* and *C.A. Thayer*, the steel ship *Balclutha* (all NHLs), the Aquatic Park Bathhouse (also an NHL), as well as the Haslett Warehouse.<sup>4</sup> All of these resources competed for funding, and all were actively interpreted or functioned as part of the park's educational programs. These resources, which required maintenance for public use, were more successful at receiving funding than *Wapama*. In 1999 the *Wapama* was identified as an Endangered NHL in the NHL Program Annual Report to Congress.

Following the release of the GMP, the park worked with the non-profit Pacific Steam Schooner Foundation (PSSF) to seek preservation alternatives for the *Wapama*. The PSSF received some public support but was unable to find either another home for the *Wapama* or enough funding to preserve the vessel. The organization and several other interested parties appealed to the NPS to amend the GMP to eliminate references to the dismantling and demolition alternative because they believed this language impaired their ability to raise funds for the vessel. The organization disbanded several years ago.

In the fall of 2000, the NPS was forced to relocate the *Wapama* from the U.S Army Corps of Engineers site in Sausalito to an alternative berth in Richmond, California. Here she has received ongoing limited stabilization and survey work. In 2004 the NPS undertook a safety and condition assessment study which concluded that the hull and main deck were "in an extremely deteriorated state," and found that "the severely deteriorated state of the structure in the forward half of the ship is an immediate safety concern." In addition, the study determined that the structure's failure could release hazardous materials into the environment. The report suggested immediate stabilization action items as well as action items for a one to three year time frame. The study indicated that any alternative, including dismantling, would cost tens of millions of dollars; noting that "any option which does not put the *Wapama* back in the water, would require land-based exhibit planning and budgeting for a protective structure." The NPS held a Value Analysis in November 2006 based on the results of that assessment.

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<sup>4</sup> During the late 1980s and early 1990s it was recognized that the NHL lumber Schooner *C. A. Thayer* was also in extremely poor structural condition. The *C. A. Thayer* was exhibited at Hyde Street Pier and hosted the park's Environmental Living Program for California school children. Because the park's GMP calls for her full restoration, in the early 1990s the park began seeking funding for *C. A. Thayer*'s restoration. In 1993 the vessel was listed as one of America's 11 Most Endangered Historic Sites by the National Trust for Historic Preservation. Funding came in several installments starting in 2001 and ultimately cost over \$12 million. As of 2010, the vessel needs an additional \$1.5 million dollars of restoration work to reach a goal of being sail ready in 2016, the NPS Centennial. It should be noted that the *C. A. Thayer* is roughly one third the size of the *Wapama* and does not have an engine.

## ***Recent History (Post-GMP)***

The following chronology details the events that have occurred since the 1997 GMP's completion that have led up to the National Park Service's decision to go forward with dismantling the *Wapama*.

*1998*

Pacific Steam Schooner Foundation (PSSF) proposes scope of services they will donate. PSSF and Shipwright Karl Brandes would enter into a contract to provide his services to the NPS as a volunteer donation of time and expertise on the *Wapama*.

Submittal of a nomination from the PSSF to the National Trust for Historic Preservation to list the *Wapama* on its Endangered Places list. The nomination cites the threats to the resource as being 1) the probable dismantling of the *Wapama* by the NPS at a cost of \$1.5 million within the next couple of years, and 2) the lack of money to make important repairs to her. The appeal makes a case that government and private sources can provide money and in-kind services to save her.

PSSF approaches the Golden Gate Council of Hosteling International/American Youth Hostels to see if they are interested in renovating part of the *Wapama* to create a 50-60 bed youth hostel on board. PSSF proceeds in obtaining permission from the NPS and the U.S. Army Corps of Engineers (USACE) to allow exploration of a partnership with the youth hostel to proceed with this concept and keep the *Wapama* at the Sausalito Bay Model.

NPS upgrades the fire and intrusion alarm system, installs automatic bilge pumping and monitoring system on supporting barge.

*1999*

In a July 6<sup>th</sup> letter from the USACE to the NPS Pacific West Regional Director, the USACE directs NPS to remove the *Wapama* from its pier in Sausalito by September 1, 1999. NPS states that this action would be an adverse action and poses a severe threat to the vessel which has been docked at the Bay Model for approximately 15 years. USACE cites the ship's structural integrity and increasing risks as concerns for no longer being able to accommodate her.

Memo from the NPS Pacific West Regional Director to SHPO (July 23, 1999) documents that the *Wapama* has been identified as an Endangered NHL in the NHL Program Annual Report to Congress and that the USACE has ordered the eviction of the *Wapama* from the Bay Model pier. Requests SHPO and ACHP to participate in issue of USACE's request to move the ship (due to anticipated adverse effects), and that the PSSF should be a consulting party. SHPO and ACHP agree to participate in discussion regarding relocation of vessel. They are particularly concerned about *Wapama*'s fate given recent interest and support for the schooner from the public and progress made by NPS over the last year to stabilize the vessel and accommodate public access under the 1997 PA.

NPS has support of volunteer citizen groups to engage in stabilization and preservation work on the vessel.

PSSF has organized and achieved tax exempt status, obtained \$50,000 grant to support their efforts with the *Wapama*, and completed a condition survey and weather tightening of the ship.

NPS receives scope of work from USACE for the safety study they propose should be conducted on the *Wapama* (discussion had occurred between the two agencies that this would be mutually funded). NPS provides USACE with inventory of general ship maintenance work performed between 1997 and February 2000 to document that some work has been performed while berthed at the Sausalito Bay Model site.

NPS begins drafting a project funding request titled “Stabilization and Protection of the Steam Schooner *Wapama* to Prevent Potential Loss of NHL”.

2000

Concerted effort made by multiple parties to submit a project proposal for the *Wapama* to the Save America’s Treasures Grants program. Proposed work is for structural stabilization, weather protection, wood preservation, and maintenance to hold the vessel stable for a period of three to five years. The argument is made that this work would preserve the opportunity to exhibit the vessel in the future, ideally in a secure and covered dry berth ashore. Total submittal was for \$600,000 (\$300,000 of which would be federal). Various letters of support from organizations are provided for this proposal, with PSSF as the central agency for soliciting, receiving, accounting, and conveying all non-federal funds, services, equipment, and materials donated to the project. Project did not receive funding.

Ongoing discussion about the need to move the *Wapama* from the Sausalito Bay Model. USACE states that it needs the space as part of a planned expansion of the adjacent Bay Model interpretive center. The USACE thinks it is important for the *Wapama* to be moved to a facility that is equipped to do the level of restoration work that is needed.

Letter of support from John Burton, President Pro Tempore of California State Senate to the Park Superintendent expresses support for the restoration of the *Wapama* located at the Sausalito Bay Model. This letter states that the cities of Sausalito and Tiburon, as well as Marin County, have passed resolutions asking for her to be saved. Senator Burton further urges the NPS to modify the GMP for the SAFR so that the preservation, eventual restoration and exhibit of the *Wapama* are ensured.

October 4<sup>th</sup>, *Wapama* is moved from the Sausalito Bay Model to the Port of Richmond Historic Shipyard No. 3 in Richmond, California.

2001



Some routine maintenance of *Wapama* conducted. Volunteer program begins to fall off due to the vessel's new location. Park's major focus is preparing the *C. A. Thayer* for her restoration project.

The project funding request titled "Stabilization and Protection of the Steam Schooner *Wapama* to Prevent Potential Loss of NHL" is completed and approved by the park and submitted. It calls for \$3,125,000 to construct roof, steel cradle, improve shoring, make safety improvements, and make limited repairs of hull.

## 2002

Little work takes place on *Wapama*.

The NPS Washington office reviews and approves the 2001 project funding request for stabilization and protection work, however, funding is not programmed.

*C. A. Thayer* restoration project planning and compliance completed.

SAFR Superintendent William Thomas retires due to health reasons. In December Kate Richardson becomes second superintendent of SAFR.

## 2003

Little work takes place on *Wapama*.

*C. A. Thayer* restoration project begins.

## 2004

Line Item funding for the \$3,125,000 stabilization and protection project is scheduled for 2009.

Park requests NPS Pacific West Region to conduct and fund a study that would include a condition assessment, a safety and hazardous materials survey, and the development of conceptual alternatives for the treatment of the *Wapama*.

## 2005-2006

Condition Survey and Preservation Recommendations report commissioned by NPS and prepared by Architectural Resources Group as the team leader. The contract was conducted in two phases:

Phase I: an updated safety and stabilization determination of the barge and vessel, both separately and in combination, in her present location. During Phase I, the analysis concluded that the hull and main deck were "in an extremely deteriorated state," and found that "the severely deteriorated state of the structure in the forward half of the ship is an immediate safety concern." In addition, the structure's failure could release

hazardous materials into the environment. Suggests immediate stabilization action items to be taken as well as items requiring action in a one to three year time frame.

Phase II: an updated structural analysis of the vessel's main features and support structure; and a range of reasonable stabilization and preservation recommendations which retain the greatest amount of historical integrity based on the current state of decay and deterioration. Phase II produced six treatment alternatives and included a Value Analysis.

The NPS conducts a Value Analysis Study to develop and evaluate alternative treatments and the most cost effective, for value, approach to the preservation of the deteriorating *Wapama*. In addition to park service participants, 3 experts from private maritime museums participate. Objective of the study is to determine the best option for preserving the historic *Wapama* based on considerations of its National Historic Landmark status, historic significance, current condition, interpretive goals, and costs. Alternatives included the following gross cost estimates:

1. Full Rehabilitation (\$61.4 million);
2. Stabilization on Barge (\$21.7 million);
3. Preserve Bow and Rehabilitate Stern in Building (\$32.1 million);
4. Stabilize and Preserve External Features (\$31.2 million);
5. Rehabilitate Stern Only (\$26.2 million) and,
6. Salvage Components and Dismantle (\$14.4 million).

*Alternative 5 - Rehabilitation of the Stern of the Vessel in a Building/Dismantle and Salvage Remainder* selected as the preferred alternative for the most value in terms of maintaining a significant portion of the vessel. Under this alternative, the NPS would preserve the rear (approximately 100 feet) portion of the vessel and rehabilitate it as an exhibit in an enclosed museum building space. Major components of the rear of the vessel would become part of a static exhibit that would include sectional cross sections of the hull, view openings to internal components with full access and appropriate support facilities provided. The forward hull and components would be dismantled and salvaged for exhibit with decayed portions disposed of. Some refinement of the preferred alternative and additional cost analysis is requested, following the Value Analysis work session.

2007

NPS executes a contract to remove concentrated weight items to prevent/mitigate structural failure and falling hazards, install shoring to stabilize the hull, reinforce a protective fence, and remove certain hazardous materials from the vessel's hold.

The NPS Line Item Construction project proposal for stabilization and protection work has slipped in priority and is scheduled for funding in fiscal year 2011.

2008

The NPS Line Item Construction stabilization proposal project, for stabilization and protection work, is now scheduled for funding in fiscal year 2013.

The Value Analysis Report finalized with updated costs and the recommendation for the preferred option as Alternative 6 - *Partial Salvage and Disposal*. Park makes presentation to NPS Pacific West Regional Office on study's progress and recommendation of a preferred alternative. Park is asked to consider three new alternatives including:

1. "Mothball" stabilization of the vessel on the barge. Additional shoring, with a "net" or enclosure with a membrane, remove key artifacts, remove hazardous materials and severely decayed wood.
2. Preservation/Stabilization on Land. Similar to Alternative 2 - Stabilization on Barge, except this would be under cover (a building).
3. Rehabilitate stern, stabilize bow and entire vessel within I-beam ghost structure on land. Similar to Alternative 3 - Preserve Bow and Rehabilitate Stern in Building, except on land with I-beam stabilization.

A contract to remove concentrated weight items to prevent/mitigate structural failure and falling hazards, install shoring to stabilize the hull, reinforce a protective fence, and remove hazardous materials from the vessel's hold is completed. Removed items are now considered museum artifacts and moved to the park's warehouse in Alameda.

The NPS drafts a new \$214,500 project funding request for the stabilization of the *Wapama* and installing additional shoring and safety platform.

2009

On June 29, 2009, park staff conducts an informal walk around and through the *Wapama* and barge. The conclusion from this walk through is that deterioration has accelerated and the forward portion of the vessel, and much of the after hull structure, is no longer salvageable. After internal deliberation, park staff recommends and the NPS Pacific West Regional Office concurs that Alternative 6 – *Partial Salvage and Disposal* is the only feasible option to advance at this point in time. Under this scenario, some components would be salvaged and restored or refurbished for museum display such as the after house, significant machine and structural features and components of the steam engine. Visitor displays with salvaged components would be integrated with the wider park museum displays.

Park restricts staff visits to the *Wapama*, prepares and implements a safety plan for staff and workers who are on or around the ship.

\$214,510 funded through the American Recovery and Reinvestment Act (ARRA) to provide funding for the project to stabilize the *Wapama* and install additional shoring, environmental safeguards such as containment measures and a floating boom to capture falling debris, and address other safety concerns.

\$85,000 funded for a feasibility study for the disassembly of the ship on the barge. Study will validate the feasibility of implementing Alternative 6 – *Partial Salvage and Disposal*, identify how much fabric can be salvaged and the best method to accomplish this. Feasibility report aids in preparation of project funding request to “Salvage, Disassemble and Display NHL Steam Schooner *Wapama*”.

Park receives funding (\$106,000) to conduct Historic American Engineering Record (HAER) documentation of existing conditions (additional documentation will be conducted when the vessel is dismantled).

## 2010

Summer 2010 – HAER on-site documentation takes place, including 3 month measuring and drawing of *Wapama*’s engine. Additional research for addendum to *Wapama* historical report is undertaken.

Park staff note during regular site visits that deterioration has accelerated in the aft house with most spaces now affected by water intrusion and rot.

September – Superintendent and key staff brief NPS Associate Director for Cultural Resources and Chief Historical Architect on *Wapama* condition and proposed disposition.

ARRA project to provide additional shoring, environmental safeguard and address other safety concerns is completed.

December – SAFR cultural resources and facilities staff survey the vessel for items and artifacts to be salvaged prior to dismantling.

## 2011

February – draft HAER historical addendum is received for review and comment.

## Proposed Undertaking

In accordance with these terms and after extensive efforts by the NPS to establish a successful partnership with another entity for the *Wapama*’s preservation, the NPS has arrived at the point of having to implement the vessel’s dismantling. This difficult decision is based upon its weakened and hazardous structural condition and potential collapse. The NPS proposal is to remove salvageable items and artifacts then begin the demolition of the structure. The vessel’s triple expansion steam engine would be removed

during demolition and moved either to park museum collection storage or to a site within the park for interpretation. As documented here she is in very poor condition and needs to be dismantled before her hull collapses. The vessel's bow is twisted and the hull structure is very weak. If the bow fails, not only would it break off of the vessel, causing the barge to lose stability, but pieces covered with hazardous paint would fall into the bay causing an environmental emergency. The park recently completed a project to fabricate and install shoring around the deck beams and framing to prevent collapse of the main deck and provide additional support to the hull structure until such time as funding is available for dismantling.

In order to implement the proposed action, the NPS recommends the following steps be taken to move forward. Implementation of these actions will be contingent upon available funding but is anticipated to occur over a two to three year period.

Next Steps:

1. *Secure funding* – based upon the results of the feasibility study currently underway and a methodology determined to salvage and dismantle the vessel, the NPS will seek funding from the Line Item Construction Program to implement this work.
2. *Plan preparation* – the NPS will prepare a preservation and interpretive plan for the *Wapama* and her salvaged pieces. This would include plans to locate and interpret salvaged items such as the steam engine, deck machinery, significant structural members and other artifacts within the park. The NPS will conduct additional agency consultation as needed and provide opportunities for public input and comment.
3. *Documentation* – complete the documentation of the vessel in accordance with HAER standards.
4. *Disassembly* – prepare a plan for and salvage (document, remove and preserve) any and all unique and interpretable historic fabric including historic fittings and features that can be safely removed. Document and remove the steam engine and attendant parts during demolition.
5. *Preservation and interpretation* – implement a preservation and interpretive exhibit plan for the salvaged pieces to protect them from the weather and make them readily accessible and available to the public.

## **Appendix A - Compliance and Consultation**

### ***Programmatic Agreement***

A Programmatic Agreement (PA) regarding the implementation of the General Management Plan for the San Francisco Maritime National Historical Park (GMP) was executed on April 25, 1997 between the National Park Service (NPS), the California State Historic Preservation Officer (SHPO), and the Advisory Council on Historic Preservation (ACHP). This PA sets forth stipulations to be implemented by the NPS to fulfill its responsibilities under Sections 106 and 110 of the National Historic Preservation Act. Specifically with regard to the *Wapama*, the PA states that minimal measures will be taken to slow down its deterioration, but that the vessel's underlying structural decay would not be addressed. The ship would be dismantled when it could no longer be maintained in a safe condition:

“Dismantling would be taken only as a last resort. Prior to implementation, the NPS, in full consultation with the SHPO, shall explore the widest range of alternative measures for preserving the vessel. Such alternatives shall include, in priority order, leasing of the vessel, working with local/state/federal government or private agencies to relocate the vessel to a site conducive to preservation and interpretation, or transfer to a federal or state or private entity with the proven capability of funding and carrying out the preservation of the vessel.”

The PA further stipulates that the NPS will develop a marketing plan for leasing and/or transfer of the vessel and that the NPS shall provide the SHPO the opportunity to review and comment on the marketing plan and on terms of any leasing, relocation, or transfer. Then, “should leasing, relocation, or transfer of the vessel prove impossible within two years from the date of the completion of the general management plan, or should transfer prove impossible or should structural collapse be imminent and the vessel become a safety hazard, NPS shall implement demolition. NPS shall provide the SHPO the opportunity to comment on the decision to demolish the vessel.”

Prior to dismantling, the NPS shall consult with the SHPO to determine what level and kind of recordation is required for the property and recordation shall be completed prior to dismantling. In addition, the NPS shall conduct a survey to select any hardware or other material that might be used in preserving other vessels in the park, curated, or utilized for interpretive purposes. To this end, the PA also directs the NPS to ensure that the story of the *Wapama*, including the reasons for its dismantling, is included as a part of the park's interpretive programming. This interpretive program may utilize salvaged elements from the vessel and steam schooners to the maximum extent possible. Lastly, the NPS shall prepare a report that details the administrative and maintenance history of the *Wapama* and reasons for dismantling. This report is to be shared with the public.

The PA's original termination date was July 15, 2010. The NPS consulted with the SHPO and the ACHP to extend the PA to July 15, 2015 to take it through the final disposition of the *Wapama*.

## ***Summary of WAPAMA compliance/consultation since the GMP***

*1998*

October 13 - Letters to the ACHP, SHPO, and NPS Associate Director, National Center for Cultural Resources that accompanied the annual Section 106 compliance report for fiscal year 1998. The report mentions that a preservation project on the *Wapama* cabin deck was reviewed in-house under the PA and also describes the park's efforts to negotiate a Cooperative Agreement with the Pacific Steam Schooner Foundation.

*1999*

July 18 - Letter to the SHPO and ACHP regarding US Army Corps of Engineers (USACE) eviction of *Wapama* from Bay Model site, advising that the park believes this will be an adverse effect and requesting that the ACHP and SHPO participate with the park in resolution of this issue with the USACE.

August 2 - Letter from the ACHP to the Pacific West Regional Director, NPS offering to participate in consultations between San Francisco Maritime National Historical Park and the USACE. ACHP also notified NPS Director Robert Stanton of their participation in the consultation.

*2000*

May 9 – Letter to SHPO and ACHP on proposed move of *Wapama* to Pier 54, San Francisco as a no adverse effect action.

June 12 – Letter to SHPO to park asking for more information about the project.

June 30 – Letter to SHPO (and presumably also to ACHP) noting that need to move ship is urgent and the move is now to the Port of Richmond's historic Shipyard No. 3 in Richmond, Ca., not Pier 54. Additional information SHPO had requested is attached.

July 19 – Letter from ACHP to park noting receipt of June 30th letter and saying that there is no further need to consult with ACHP on this no adverse effect action but to continue consultation with SHPO.

July 31 – Letter from SHPO to NPS concurring on no adverse effect for move to Richmond.

*2005*

June 14 – NPS Assessment of Actions form prepared related to hazardous materials testing aboard the vessel with limited samples to be taken. Reviewed in-house under the park's PA.

2006

November 14 – Letters to SHPO and ACHP along with copies of Architectural Resources Group’s “Condition Survey and Preservation Recommendations” report. Letter invites them to participate in Value Analysis for *Wapama*’s ultimate treatment being held in early December 2006. ACHP said they could not attend but requested that the NPS keep them informed. The SHPO representative planned to attend but had to cancel at last moment.

2007

July 17 – Letter to SHPO and ACHP regarding adverse effect action to remove “a number of hardware and machinery items from Steam Schooner *Wapama* to prevent them from falling off of the vessel “and to relieve the strain of their weight on the structure.” This was recommended in the Architectural Resources Group’s condition assessment report. Letters remind SHPO and ACHP of information sent on November 14, 2006 and promises final Value Analysis report when it is available.

August 3 – ACHP replies to July 17th letter noting that they do not believe they need to consult on this matter unless requested to do so by SHPO. Also mentions the need to enter into final Memorandum of Agreement developed in consultation with SHPO and any other parties at the conclusion of the consultation process.

August 13 – Letter from SHPO concurring with the park’s finding of Adverse Effect and noting that he agrees and realizes that at a later date the NPS will initiate consultation for the ultimate disposition of the *Wapama*.

2008

October 16 – meeting in Sacramento, northern California parks with SHPO. The park staff brief SHPO about status of *Wapama*.

2009

September 10 – NPS Assessment of Actions form for a potential project to provide additional shoring for short-term stabilization of the vessels hull. Reviewed in-house under the park’s PA.

October 5 – Meeting at SAFR with Mark Beason of SHPO’s office to talk generally of park’s Section 106 review process. Discussion of *Wapama* history and status of proposed project with head’s up that park is close to entering into consultation for ultimate treatment.

2010

November 23, 2010 – finalization of the extension of the “Programmatic Agreement among the NPS, SHPO and ACHP regarding the SAFR General Management Plan” to July 2015.



## **Appendix B - General Management Plan for San Francisco Maritime National Historical Park**

The General Management Plan (GMP) for San Francisco Maritime National Historical Park guides the management of resources, visitor use, and general development at the park. The GMP was adopted in October 1997 and the direction for future park management is based on the laws establishing the park, the purpose of the park, and the park's significant resources. Significant resources include the fleet of historic vessels; a collection of small watercraft; a museum artifact collection of approximately 30,000 items, a collection of historic documents, photography, and manuscripts that total over 5 million items; a maritime library estimated at over 21,000 titles; and historic structures including the Aquatic Park Bathhouse and historic district, the Tubbs Cordage Company office building, and the Haslett Warehouse.

“The significance of San Francisco Maritime National Historical Park is found in its collection of large vessels, small watercraft, artifacts, art, historic documents, books, and museum objects that are directly associated with the central role played by San Francisco Bay as the preeminent seaport in the maritime heritage of the Pacific Coast of the United States.” (1997 GMP)

The *Wapama* is one of the historic vessels that contribute to the park's significance. The GMP states that dismantling the *Wapama* will be undertaken only as a last resort before implementation and provides the following guidance for the park's management of the *Wapama*:

“Unlike the ships to be berthed at the Hyde Street Pier... *Wapama* would remain on barge 214 and be relocated to an appropriate Bay Area site for interpretive purposes as long as she can be readily maintained in a safe condition. Minimal measures to slow down deterioration of the steam schooner *Wapama* will be implemented, but the vessel's underlying structural decay will not be addressed.

As documented in the October 9, 1997 San Francisco Maritime National Historical Park FEIS/GMP Record of Decision:

“The park will pursue multiple strategies for ship restoration, such as continued use of commercial shipyards and appropriate agreements with San Francisco Bay Area dry dock facilities. Efforts will be made to seek out other agencies or private organizations interested in reconstructing or preserving *Wapama* as a dryberth exhibit. If such efforts are unsuccessful, the ship will be dismantled when it can no longer be maintained in a safe condition. *Wapama* will suffer an adverse effect if she is dismantled.”

The NPS *Management Policies 2006*, Section 1.4.3, The NPS Obligation to Conserve and Provide for Enjoyment of Park Resources and Values, states the following:

The fundamental purpose of the national park system, established by the Organic Act and reaffirmed by the General Authorities Act, as amended, begins with a mandate to conserve park resources and values. NPS managers must always seek ways to avoid, or to minimize to the greatest extent practicable, adverse impacts on park resources and values. However, the laws do

give the NPS the management discretion to allow impacts to park resources and values when necessary and appropriate to fulfill the purposes of a park, so long as the impact does not constitute impairment of the affected resources and values.

The 1997 San Francisco Maritime National Historical Park FEIS/GMP Record of Decision confirms that although the action to dismantle the *Wapama* is an Adverse Effect under the National Historic Preservation Act of 1966, as amended, it does not constitute impairment.<sup>5</sup>

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<sup>5</sup> From the NPS *Management Policies 2006*, Section 1.4.5, What Constitutes Impairment of Park Resources and Values - The impairment that is prohibited by the Organic Act and the General Authorities Act is an impact that, in the professional judgment of the responsible NPS manager, would harm the integrity of park resources or values. Whether an impact meets this definition depends on the particular resources and values that would be affected; the severity, duration, and timing of the impact; the direct and indirect effects of the impact; and the cumulative effects of the impact in question and other impacts.

## Appendix C – Photographs



Figure 1- *Wapama* on Barge 214, Richmond, Ca.



Figure 2 – *Wapama* in graving dock, Richmond, Ca.



Figure 3 – Focslsle deckbeam collapsing with electrical line and light fixture. Taken from approx. frame 12.



Figure 4 – Port maindeck looking forward from approx. frame 45.



Figure 5 – Port maindeck looking forward from approx. frame 35. Note total failure of mainhatch carling & coaming.



Figure 6 – Starboard maindeck looking forward from approx. frame 35. Note deckplanking lifting at butts.

## Appendix D – Bibliography

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