

Draft
General Management Plan
Environmental Impact Statement



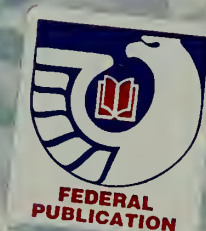
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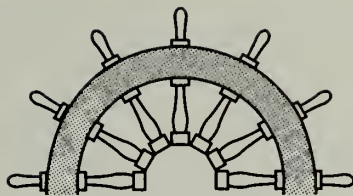
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Draft General Management Plan / Environmental Impact Statement

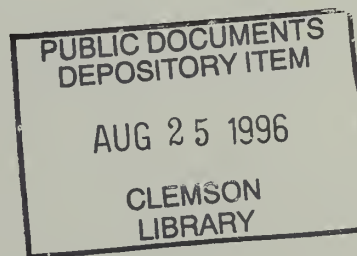
June 1996

SAN FRANCISCO MARITIME NATIONAL HISTORICAL PARK
San Francisco County, California

This *Draft General Management Plan / Environmental Impact Statement* presents three alternatives for the management, use, and preservation of resources and developed areas within San Francisco Maritime National Historical Park. Primary resources and developed areas within the park include historic vessels, museum collection, small watercraft, historic documents, library, Aquatic Park, Victorian Park, and Hyde Street Pier. A continuing issue is obtaining timely and adequate funding (often major) to rehabilitate, preserve, and maintain the historic vessels. Alternative A (the proposed action) would emphasize the preservation and maintenance of the park's collection, including the fleet of historic vessels, small watercraft, library, and archival materials. The steam schooner *Wapama*, a national historic landmark, would not be preserved and would eventually be dismantled. The park would pursue multiple strategies for major ship restoration, such as continued use of commercial shipyards and appropriate agreements with San Francisco Bay Area dry dock facilities. Greater use of the park's collection by the public for research and interpretive purposes would be provided through the use of additional facilities, including rehabilitation of the Haslett Warehouse. A distinct, 19th century San Francisco design theme would clearly establish the exceptional maritime identity of the park. The intersection at Hyde and Jefferson Streets would be redesigned to enhance pedestrian access and visibility of the pier and historic ships and to expand interpretive opportunities. In addition to information regarding park facilities and programs, visitors would be encouraged to see other related sites in the Bay Area. The other alternatives include alternative B, which is similar to alternative A with a few modifications, and alternative C, which would continue existing condition and provide minimal improvements. Following a description of the alternatives is an analysis of the environmental consequences of implementing each alternative.

The public review period for this document will end 60 days after publication of a notice of availability in the *Federal Register*. All comments must be received by September 27 and should be addressed to:

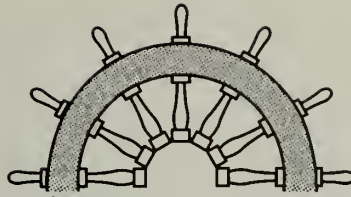
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96-0324-P



Deck of sailing schooner *C.A. Thayer* looking toward square-rigged ship *Balclutha*, by Karl Kortum.
NPS photo.



SUMMARY

This *Draft General Management Plan / Environmental Impact Statement* presents and analyzes three alternatives for management of San Francisco Maritime National Historical Park. These alternatives were developed to guide the future use of the park for the next 15 to 20 years, including cultural resource management, visitor use and development, park operations, and land use. The document also presents a full discussion of the significant environmental impacts associated with implementing the alternatives.

ALTERNATIVE A – PROPOSED ACTION

Description

Alternative A, the proposed action, is the National Park Service's preferred alternative and draft plan. It would emphasize the preservation and maintenance of the park's collection, including the fleet of historic ships, small watercraft, library, and archival materials. The steam schooner *Wapama*, a national historic landmark, would not be preserved and would eventually be dismantled. The park would pursue multiple strategies for major ship restoration work, such as continued use of commercial shipyards and appropriate agreements for the use of the San Francisco Bay Area dry dock facilities.

Existing park facilities would be enhanced to provide suitable conditions to display and preserve the park's collection. Greater use of the collection by the public for research and interpretive purposes would be provided through the use of additional facilities, including future rehabilitation of the Haslett Warehouse. The warehouse would be adaptively used for the maritime museum, a visitor contact facility, and NPS administrative functions. Commercial leasing of the building would generate revenue that would be used for the preservation of the historic ships and other park cultural resources. The Aquatic Park Bathhouse (maritime museum) would be rehabilitated and used for conferences, meetings, and receptions.

The Sea Scout base would be rehabilitated for continued use by the Sea Scouts, and the park would explore options with other organizations to provide sail training at the base. The Tubbs building would be used for the Environmental Living Program offices.

A distinct, 19th century San Francisco design theme would clearly establish the exceptional maritime identity of the park. The intersection at Hyde and Jefferson Streets would become the focal point for drawing visitors to the park. Traffic would be diverted, and the area would be redesigned to enhance pedestrian access, improve visibility of the pier and historic ships, and expand interpretive opportunities. Visitors would be guided by visual, physical, and interpretive connections between the park's primary facilities (Hyde Street Pier, Haslett Warehouse, Aquatic Park, Victorian Park Bathhouse, and building E). In addition to information regarding park facilities and programs, visitors would be encouraged to experience related sites in the Bay Area.

Environmental Consequences

The proposed action would benefit historic properties through a consistent maintenance and preservation approach aimed at perpetuating their historic integrity. Ongoing regular maintenance and preservation work would slow down the loss of historic fabric, replace deteriorated elements when appropriate, and maintain the *Alma*, *Balclutha*, *Eppleton Hall*, *Eureka*, and *Hercules*. *Wapama* would be dismantled when she could not be maintained in a safe condition, which would be an adverse effect on the vessel. Parts of the ship would be salvaged for interpretive and research purposes. *C.A. Thayer* would be restored. The SS *Jeremiah O'Brien* would not be transferred to the National Park Service and would continue to be managed by the National Liberty Ship Memorial. The Lewis Ark houseboat would be preserved adjacent to the Hyde Street Pier.

Rehabilitation of the Haslett Warehouse would help ensure the future preservation of one of San Francisco's early 20th century brick warehouse buildings. Rehabilitation would follow the *Secretary of the Interior's Standards for Rehabilitation of Historic Structures*.

The park's collection of small watercraft would receive adequate space and equipment to protect and preserve them for public interpretation, research, and park use. The library, museum collection, and historic documents would receive additional space, equipment, and staffing required to protect, preserve, and provide for future collecting and to make full use of their holdings for park use and public enjoyment.

No adverse effect would be anticipated to the Sea Scout base because rehabilitation would follow the *Secretary of the Interior's Standards for Rehabilitation of Historic Structures*.

The visitor experience would be greatly improved under the proposed action. Visitors would be able to identify clear connections between the primary park facilities, increasing overall visitation to these areas. Park facilities and interpretive programs would be improved to provide adequate introductions to all of the major park themes, offer in-depth interpretation of most themes, and offer programs and exhibits to encourage visitation. The park would work with the city of San Francisco to create a pedestrian plaza at the intersection of Hyde and Jefferson Streets during peak use periods, which would improve access to the park and pier, visibility of the historic ships, and interpretive opportunities.

Rehabilitation of the Sea Scout base would result in minor effects on the shoreline within the Aquatic Park lagoon, and potential impacts to water quality would be minimal. Visitor safety would be improved with a reduction in traffic/pedestrian conflicts within the park. There would be a small, incremental addition to the growth in traffic and parking demand generated under this alternative. The park would pursue arrangements for use of nearby private parking spaces, institute parking duration limits within the park during peak use times, and work cooperatively with the city of San Francisco and local businesses to encourage use of public transportation. There would be minor positive benefits for the regional economy.

ALTERNATIVE B

Description

Alternative B, like alternative A, would emphasize the preservation and maintenance of the historic ships, small watercraft, library, and archival materials. Space for the park's collection would be upgraded and expanded. The park would pursue multiple strategies for major ship restoration work in the same manner as described under alternative A. The National Park Service would recommend to the secretary of transportation that the SS *Jeremiah O'Brien* be transferred to the National Park Service.

The Haslett Warehouse and Aquatic Park Bathhouse would be adaptively used as described under alternative A, except the visitor contact facility would be in the former bookstore building relocated to Victorian Park.

As described under the proposed action, the intersection of Hyde and Jefferson Streets would become the focal point for entrance into the park, with a distinct 19th century design theme used to establish a park identity and to unify the primary park use areas. However, under alternative B the intersection would be developed further as an expanded/permanent pedestrian plaza with public seating, unobstructed views of the ships and Bay, and additional space for interpretive demonstrations, displays, and public programs.

The Sea Scout base would be rehabilitated as a Sea Scout facility and small craft shop. The park would explore options with other organizations to provide sail training at the base. The Tubbs building would be used for Environmental Living Program offices.

Environmental Consequences

As described under the proposed action, historic properties would generally benefit through a consistent maintenance and preservation approach aimed at perpetuating their historic integrity. However, the *Eppleton Hall* would be stabilized but not fully restored, pending her eventual transfer to another museum. The effects on the *Wapama* would be the same as described under the proposed action. *C.A. Thayer* would be restored. Deaccessioning the Lewis Ark to a Bay Area houseboat association would

not be adverse because conditions would be included in the transfer to ensure her future preservation.

The small watercraft, library, museum collection, and historic documents would be protected and preserved in the same manner as described under alternative A.

The visitor experience would be greatly improved through the creation of an expanded/permanent pedestrian plaza and other proposals described under alternative A.

No adverse effect would be anticipated on the Sea Scout base through rehabilitation.

The impacts on natural resources and visitor use would generally be the same as the proposed action. However, there would be a small, incremental addition to the growth in traffic and parking demand generated under this alternative.

ALTERNATIVE C – NO-ACTION / MINIMUM REQUIREMENTS

Description

Alternative C, the no-action/minimum requirements alternative, describes the conditions that would exist if current management strategies were continued, including minimal actions to stabilize and preserve the park's collection and historic properties.

Existing park facilities and their current functions would be retained. The visitor experience would continue to be focused on Hyde Street Pier and the Aquatic Park Bathhouse, with the bathhouse rehabilitated as the primary museum exhibit facility. Actions requiring minimal alteration of existing facilities and programs would be implemented to improve visitor awareness of the maritime park on the waterfront, strengthen the connection between the primary park facilities (Aquatic Park Bathhouse,

Victorian Park, Hyde Street Pier, and building E), and improve the views of the historic ships, the Bay, and interpretive elements on the pier.

As described under alternative A, the Tubbs building would be used for the Environmental Living Program offices. The Sea Scout base would be rehabilitated for continued use for Sea Scout activities.

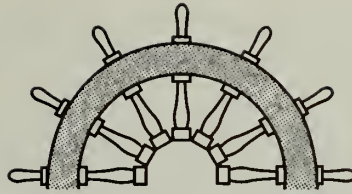
Environmental Consequences

Alternative C would generally benefit historic properties. The park's use of the Haslett Warehouse would be discontinued. Repairs to the Aquatic Park Bathhouse would help ensure its continued use as the primary maritime museum facility. There would be no effect on the Lewis Ark. *Wapama* would be adversely affected.

The park's collection of small watercraft would be relocated to other storage space. Current and future space needs for the library, museum collection, and historic documents would not be met, resulting in inadequate storage conditions that would increase the rate of deterioration, especially for fragile items and rare books.

Under this alternative many visitors would continue to have difficulty making clear visual connections among the various facilities of the park, thus limiting visitation to some buildings. In-depth interpretation of the primary park themes would remain inadequate in some park facilities.

Rehabilitation of the Sea Scout base would result in minor effects on the shoreline within the Aquatic Park lagoon, and potential impacts to water quality would be minimal. Visitor safety concerns due to traffic/pedestrian conflicts within the park would remain. There would be minor positive benefits for the regional economy.



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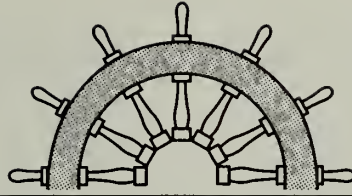
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The
Square-Rigged
Ship
Balclutha

Purpose and Need for the Plan



INTRODUCTION

This *Draft General Management Plan / Environmental Impact Statement* for San Francisco Maritime National Historical Park presents and analyzes alternatives to guide future management of the park over the next 15 to 20 years, including cultural resources, visitor use and development, park operations, and land use. The primary purpose of the plan is to provide a foundation from which to manage, protect, and preserve park resources while providing for meaningful visitor experiences, education, and enjoyment. A secondary purpose is to encourage compatible activities on adjacent lands.

The need for the plan is to address park issues in the context of the legislation that established San Francisco Maritime National Historical Park, the 1916 organic act for the National Park Service, the Historic Sites Act of 1935, and the National Historic Preservation Act of 1966. These issues are described in detail in the “Context for the Plan” section.

The direction for future park management is based on the law establishing the park, the purpose of the park, and its significant resources as described below. These elements in turn are the foundation for the park vision and management objectives. Collectively, these pieces provide the context and philosophical direction for the alternatives considered. While the approved general management plan will provide overall direction for park management, specific action plans to be developed later will provide the details for implementation.

The status and need for parkwide management plans such as collection and disaster preparedness plans are identified in the “Actions Common to All Alternatives” section.

Within this framework, the focus of this document is on the management of cultural resources, visitor use and interpretation, and the developed areas of the park — Aquatic Park, Victorian Park, and the Hyde Street Pier. Three alternatives that describe management and

development concepts for these areas are being considered.

BRIEF DESCRIPTION AND LEGISLATIVE HISTORY OF THE PARK

The San Francisco Maritime National Historical Park consists of three areas regularly open for the public — the Aquatic Park Bathhouse (museum exhibit facility), the Hyde Street Pier and historic vessels, and building E at Fort Mason (park’s library and archives), a historic landmark building under Golden Gate National Recreation Area (GGNRA) jurisdiction. The park also owns and maintains 35 acres of urban parkland and uses services and storage facilities on federal properties in the local vicinity. (See Park Context and Existing Conditions maps.)

Formerly the Maritime unit of GGNRA, the boundary of the park encompasses the national historic landmark — Aquatic Park Historic District (formerly a city park) — on San Francisco’s northern waterfront immediately west of the Fisherman’s Wharf area. The exhibit facility is the Aquatic Park Bathhouse building, completed in 1939 as the centerpiece of the development. The remainder of the historic district is essentially parkland and the boating and swimming lagoon. The swimming lagoon beach is maintained by GGNRA under a cooperative agreement.

Included within the boundary of the historic district is Victorian Park, an urban open space developed in the early 1960s to complement Aquatic Park and the surrounding commercial/retail area. The major attractions of Victorian Park are the turnaround for the Hyde Street historic cable car and the large public lawn area that slopes down toward the Bay. The cable cars and cable system are a national historic landmark.

The park boundary also encompasses the Hyde Street Pier — site of the historic vessels display and related activities — which is leased to the park by the Port of

San Francisco. The historic vessels moored at the pier include the scow schooner *Alma*, square-rigged ship *Balclutha*, schooner *C. A. Thayer*, ferry *Eureka*, the ocean tug *Hercules*, and the river tug *Eppleton Hall*. All vessels except the *Eppleton Hall* are national historic landmarks. (See Hyde Street Pier – Existing Conditions map.) In addition to facilities within the boundary, the park also uses buildings that are under the jurisdiction of GGNRA. One of these is landmark building E, a contributing building to the national historic landmark in lower Fort Mason. This building currently houses the park's headquarters and administrative offices, library, historic documents, collections management and storage, and reference services. The park also uses the Haslett Warehouse, a four-story unreinforced masonry building listed on the National Register of Historic Places and designated by the city as a historical landmark. The warehouse, which is adjacent to the eastern boundary of the park, is used for the storage of large maritime artifacts, small watercraft, and other marine-related material.

Because of the park's urban location and Bay frontage, its legislated boundary encompasses property managed by local governmental agencies. The Port of San Francisco manages property within the Bay and Fisherman's Wharf, which includes the Hyde Street Pier and approximately one-half of the Aquatic Park lagoon. The city and county of San Francisco manage the cable car turnaround area on the southeast corner of Victorian Park, the land upon which the swimming and rowing clubs are located, the west end terminus of Jefferson Street, and Van Ness Avenue where it meets Bay Street. At the bottom of Van Ness Avenue is Municipal Pier, which is under the jurisdiction of GGNRA. Moored across the Bay in Sausalito, at the Army Corps of Engineers docking facilities next to the Bay Model Visitor Center, is an additional national historic landmark vessel — the steam schooner *Wapama* (on barge 214).

The background and legislative history of San Francisco Maritime National Historical Park are as follows:

- 1950 San Francisco Maritime Museum Association (museum association) established as a private, nonprofit organization

- 1951 San Francisco Maritime Museum (maritime museum) opened in the city-owned Aquatic Park Bathhouse (casino) building
- 1954 Museum association purchased the square-rigged ship *Balclutha*
- 1955 *Balclutha* opened to the public at Pier 43 on Fisherman's Wharf; ship moved to Hyde Street Pier in 1988
- 1957 California state park unit established to display historic ships at Hyde Street Pier; additional vessels acquired and partial restoration begun (schooner *C. A. Thayer* and steam schooner *Wapama*)
- 1958 The state of California acquired title to the ferry *Eureka* from the museum association
- 1959 The state of California purchased *Alma*, which was on the Alviso mudflats, and added the vessel to the historic collection
- 1963 Hyde Street Pier and historic vessels opened to the public as the San Francisco Maritime State Historical Park
- 1972 Congress established the GGNRA with passage of Public Law 92-589, October 27; included the authority to acquire by donation the Haslett Warehouse, Hyde Street Pier, historic vessels (including the square-rigged ship *Balclutha*), Aquatic and Victorian Parks, and the San Francisco Maritime Museum Association collection
- 1975 Steam tug *Hercules* acquired by the state of California
- 1977 The state transferred its historic vessels, Haslett Warehouse, and interest in Victorian Park and Hyde Street Pier to GGNRA
- 1978 The San Francisco Maritime Museum Association transferred the square-rigged ship *Balclutha*, English paddle tug *Eppleton Hall*, and other collections to GGNRA

- 1978 Public Law 95-625 amended the act of October 17, 1972, for GGNRA, section (f), crediting rental proceeds from properties known as Haslett Warehouse, Cliff House, and Louis' Restaurant toward the administration, maintenance, repair, and related expenses of the vessels and adjacent piers of the National Maritime Museum; providing for the renovation and rehabilitation of buildings included in the Fort Mason cooperative agreement; and providing for a coordinated public access system to and within the recreation area
- 1979 GGNRA accepted the English paddle tug *Eppleton Hall* into the collection of historic vessels, as recommended by the regional director, Western Regional Office, National Park Service
- 1983 The maritime museum operations, Aquatic Park, Victorian Park, and the historic vessels consolidated as the Maritime unit of GGNRA
- 1988 On June 27, 1988, Congress passed Public Law 100-348 establishing the maritime museum, park areas, and the historic vessels as the San Francisco Maritime National Historical Park, a separate administrative unit of the National Park Service

PARK PURPOSE

The purpose of San Francisco Maritime National Historical Park is based on the legislation governing the National Park Service and legislation establishing the park, which is to “preserve and interpret the history and achievements of seafaring Americans and of the Nation’s maritime heritage, especially on the Pacific Coast. . . .”

As a major center for Pacific Coast maritime heritage, San Francisco Maritime National Historical Park is to be managed as a museum, dedicated through its collections, programs, and presentations to the maritime history, technology, arts, humanities, and maritime activities of San Francisco Bay and its interaction with the Pacific Coast and worldwide maritime activity. The museum serves three purposes:

Collection — Collects materials, including structures (notably large vessels), artifacts, art,

small watercraft, books, documents, and museum objects

Preservation — Includes documentation, cataloging, conservation, and maintenance of the collection and perpetuation of traditional skills and technologies

Interpretation — Includes exhibits, public programs, education, publications, and encouragement of public and scholarly access to and research in the resources through a variety of techniques

PARK SIGNIFICANCE

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.

The significant resources of San Francisco Maritime National Historical Park are summarized below. Table 10 in the “Affected Environment” section outlines the national register and national historic landmark status of the park’s resources. The significant resources include

- the fleet of historic vessels that include the scow schooner *Alma* (1891), square-rigged ship *Balclutha* (1886), schooner *C.A. Thayer* (1895), ferry *Eureka* (1890), ocean tug *Hercules* (1907), and the steam schooner *Wapama* (1915). Together, these vessels represent one of the most historically significant periods of commercial maritime activity on the Pacific Coast. The river tug *Eppleton Hall* (1914) is a historic English craft in the park’s collection.
- collection of approximately 90 small watercraft representing utility craft, working boats from the West Coast, lifeboats from historic ships, pilot tenders, fishing boats, and duckhunting craft. The collection represents the period from the late 1800s to mid-1900s. The small watercraft collection is accessioned, cataloged, and managed as part of the museum collection.
- artifact collection such as vessel fittings, communications equipment, aids to navigation,

lighthouse equipment, personal effects, fine and decorative arts, tools and hardware of maritime industry, engine-related machinery, ship models, furniture and furnishings, land transportation equipment, weapons, and small craft fittings. Approximately 30,000 items dating from the 1850s to the 1960s make up the museum artifact collection.

- historic document (archival) materials such as photographs, manuscripts, business records, vessel plans, nautical charts, and maps that represent the finest collection of West Coast maritime history documenting industry and community lifeways. The collection is important for the information it contains and for its artifactual value. Approximately 1,500 linear feet of manuscripts, 4,000 logbooks and sea journals, 120,000 vessel and shipyard plans, 5,000 charts and maps, and 185,000 photographic images, including over 78,600 negatives, make up the collection. Archival materials are accessioned, cataloged, and managed as part of the museum collection.
- the J. Porter Shaw Library, which collects and safeguards information to support the park's overall mission of preserving and interpreting the Pacific Coast maritime heritage. The library contains an estimated 21,100 titles and is responsible for books, periodicals, and oral histories. Acquisition of the library's 1,600 volumes in 1959 started the library as a valuable research tool to maritime enthusiasts and scholars. The library includes three major collections — the John Lyman collection dating from 1790 through the mid-1970s; the Barbara Johnson Whaling Collection; and Mawdsley's Naval History of World War II collection of 4,000 volumes. The library also contains over 1,500 rare books, 467 recorded oral histories, and 1,200 recordings of sea shanties.
- historic structures and settings associated with the history of the Bay and Black Point, such as the Aquatic Park Historic District (1939), which includes the Aquatic Park Bathhouse and associated public artwork, bleachers and basement spaces, concession stand and restroom buildings, east/west speaker towers, seawall and promenade, WWII army landing pier (now Sea Scout base), integrated landscape portions of Aquatic Park, the Aquatic Park lagoon and

beach, and the Tubbs Cordage Company office building (Tubbs building [1860]).

PARK VISION AND MISSION STATEMENTS

The vision and mission statements for San Francisco Maritime National Historical Park convey the essence of the park's qualities. The statements are built on the park's purpose and significance and provide the basis for the management objectives. The vision and mission statements have been developed as a result of oral and written comments that were made through the public scoping process and numerous meetings with park staff and volunteers.

Vision

The vision for San Francisco Maritime National Historical Park is to be a major center for Pacific Coast maritime history in its widest possible context.

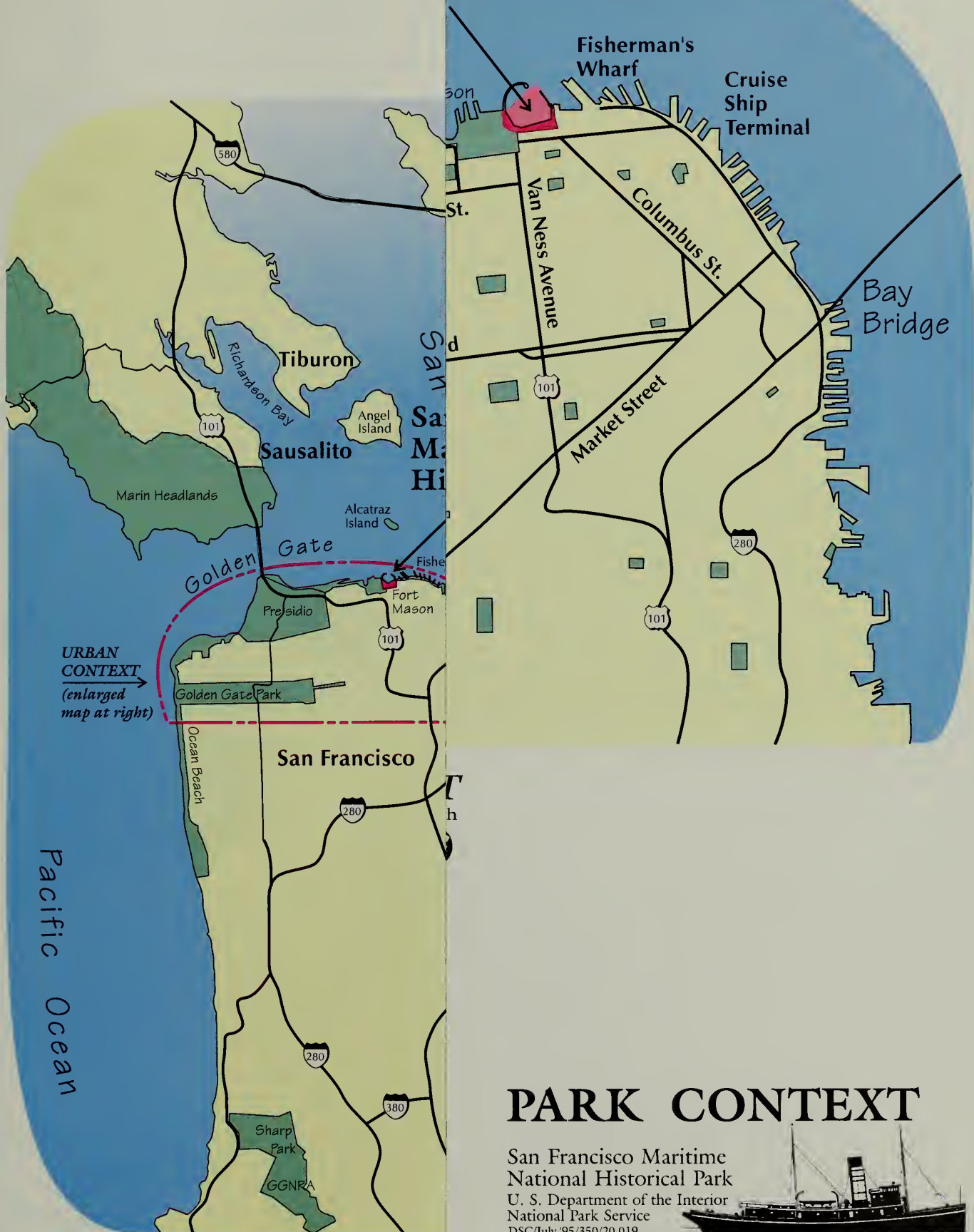
Mission

The mission is to collect, preserve, and interpret Pacific Coast maritime history in its own context and its influence on world trade in order to contribute to public appreciation and enjoyment.

PARK INTERPRETIVE THEMES

The park's primary interpretive themes represent those ideas about park resources that are the most important messages for the park to convey to the visitor. Theme statements are derived from a park's significance and are the framework for establishing a uniform interpretive approach to park programs, educational media, museum exhibits and displays, and other interpretive activities experienced by the visitor. Theme statements express a complete idea rather than a listing of specific topics and focus upon their relevance to the park. The primary and secondary interpretive themes for San Francisco Maritime National Historical Park are as follows:

San Francisco Maritime National Historical Park



PARK CONTEXT

San Francisco Maritime
National Historical Park
U. S. Department of the Interior
National Park Service
DSC/July '95/350/20,019





REGIONAL CONTEXT

no scale



San Francisco Maritime National Historical Park

URBAN CONTEXT

north

no scale



PARK CONTEXT

San Francisco Maritime
National Historical Park
U. S. Department of the Interior
National Park Service
DSC/July '95/350/20,019



LEGEND

-  San Francisco Maritime National Historical Park Bound
-  Public Parking Location
-  Public Transit Stop Location
-  Through Traffic Route
-  Pedestrian Pathway
-  Permanent Park Use Structure
-  Accessory Structure

Building E

Park headquarters/administration, maritime library, historic documents, and collections management

Hyde Street Pier / Historic Ships

- Historic Ships: Alma, Balclutha, Eppleton Hall, Eureka, Hercules, and C.A. Thayer berthing/display area, multipurpose building, small craft shop, Tubbs building

Forepier / Entry

- Maritime bookstore and Lewis Ark on forepier



EXISTING CONDITIONS

San Francisco Maritime National Historical Park
U. S. Department of the Interior
National Park Service
DSC/March '96/350/20,023



LEGEND

- San Francisco Maritime National Historical Park Boundary
- Public Parking Location
- Public Transit Stop Location
- Through Traffic Route
- Pedestrian Pathway
- Permanent Park Use Structure
- Accessory Structure

Aquatic Park / Victorian Park
Public open space and cable car turnaround

Maritime Museum /
Aquatic Park Bathhouse
Maritime museum, visitor contact center,
and San Francisco Senior Center

Sea Scout Base

Building E
Park headquarters/administration,
maritime library, historic documents,
and collections management

Hyde Street Pier /
Historic Ships
• Historic Ships: Alma, Balclutha,
Eppleton Hall, Eureka, Hercules, and
C.A. Thayer berthing/display area,
multipurpose building, small craft shop,
Tubbs building

Forepier / Entry
• Maritime bookstore and Lewis Ark on forepier



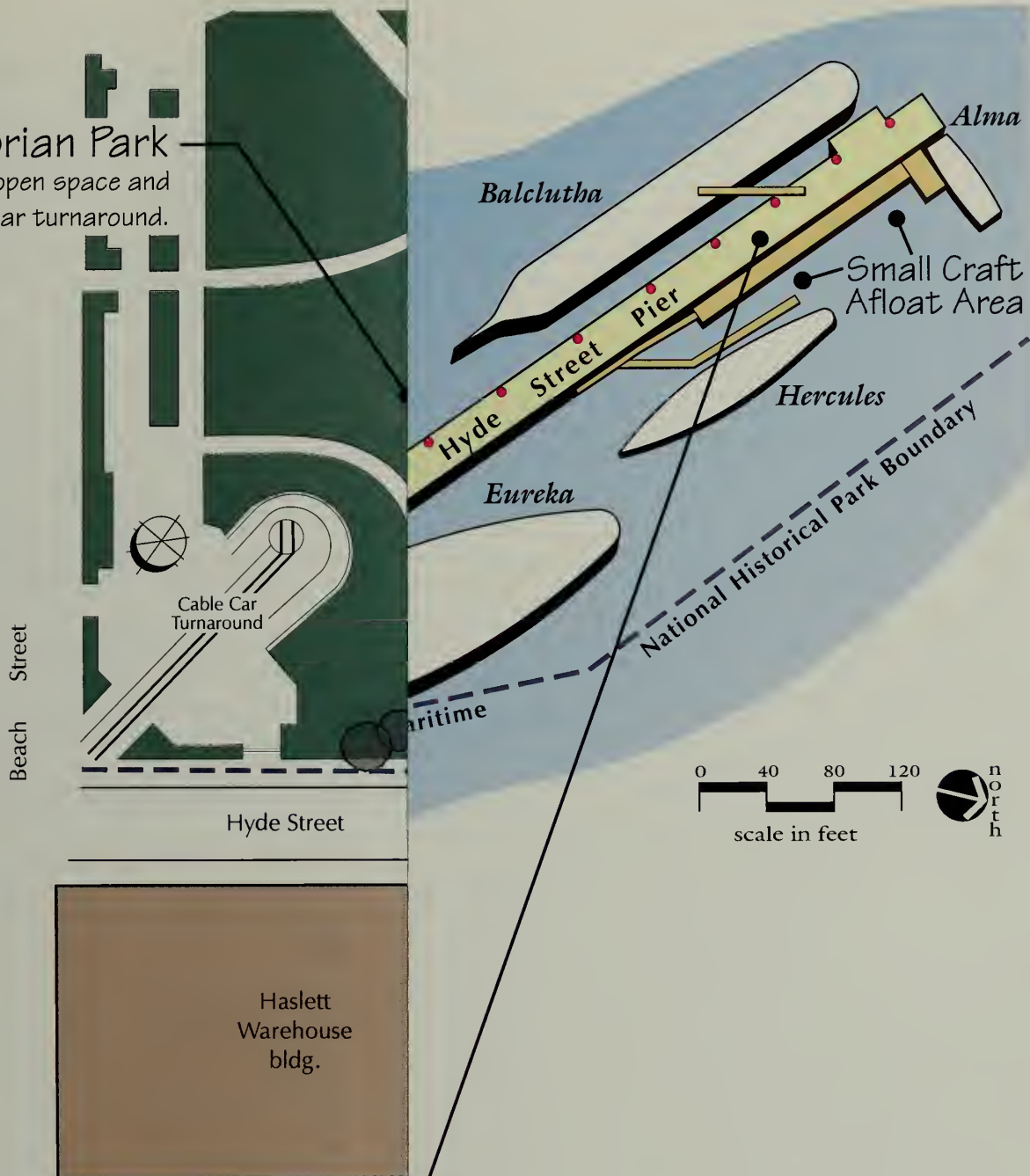
EXISTING
CONDITIONS

San Francisco Maritime
National Historical Park
U. S. Department of the Interior
National Park Service
DSC/March '96/350/20,023



Victorian Park

- Public open space and cable car turnaround.



Forepier / Entry

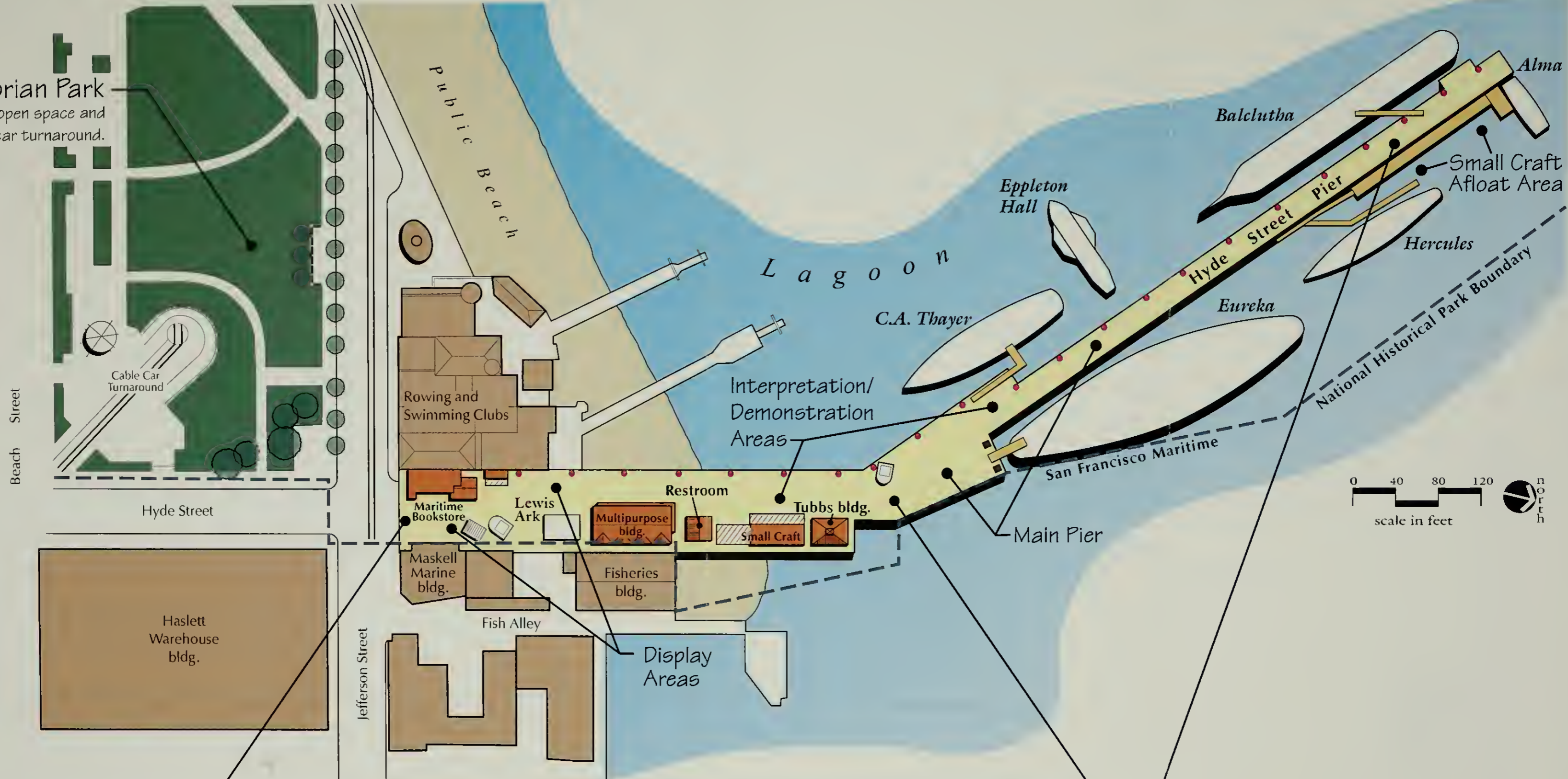
- Maritime bookstore, Lewis Ark, and maritime artifact display areas.

EXISTING CONDITIONS HYDE STREET PIER

San Francisco Maritime
National Historical Park
U. S. Department of the Interior
National Park Service
DSC/March '96/350/20,024



Victorian Park
• Public open space and cable car turnaround.



Forepier / Entry
• Maritime bookstore, Lewis Ark, and large maritime artifact display areas.

LEGEND

- - - San Francisco Maritime National Historical Park Boundary
- Theme Lighting
- Existing Tree
- Permanent Park Use Structure
- ▨ Accessory Structure

Hyde Street Pier / Historic Ships

- Berthing/display area for historic ships: Alma, Balclutha, Eppleton Hall, Eureka, Hercules, and C.A. Thayer
- Multipurpose building (ships' maintenance shop, ships' manager, shipwrights, and interpretive rangers)
- Small craft shop
- Tubbs building (Environmental Living Program)

EXISTING CONDITIONS
HYDE STREET PIER

San Francisco Maritime National Historical Park
U. S. Department of the Interior
National Park Service
DSC/March '96/350/20,024



Primary Interpretive Themes

Oceanic Trade. San Francisco was, for more than a century, the major Pacific Coast port for ocean shipping. The passage of vessels and cargoes bound for distant ports (or inbound from those ports) through the Golden Gate transformed San Francisco into one of the world's great cosmopolitan areas and was vital to the development of the Pacific states.

Coastal Trade. The majority of vessels on the Pacific Coast were employed in a diverse and high-volume coastal trade. As the principal American port on the Pacific, from before the gold rush through World War II, San Francisco was the center of coastal shipping. Serving as a commercial hub, the port of San Francisco received and distributed Pacific Coast commodities and dry goods brought by deep-water vessels.

Bay and River. Due to the confluence of many navigable rivers leading from areas rich in agricultural yield and natural resources into a great bay made up of many smaller bays, fringed with cities, bay and river-borne traffic was crucial to the development of the San Francisco Bay Area as a world maritime center.

Marine Harvesting. The abundance of the rich sea life of the Pacific Coast has provided profitable employment for people and vessels and added greatly to the diversity of maritime activity at San Francisco.

Marine Business, Labor, and Shore-Based Support Activities. Commercial vessels sail to make a profit, and the people who sail them to make a living. A voyage by any vessel must be seen as part of a larger economic and social process, involving interaction between both individuals and organizations.

Secondary Interpretive Themes

Political, Military, Economic. Local, United States, and worldwide political and economic trends and military affairs have had profound reciprocal impacts on San Francisco Bay's maritime scene.

Technology. Maritime technology has always existed in tension between tradition and innovation. The building of a ship was, for many societies, the ultimate technological expression. This included the method for building the hull, the choice of propulsion, and the development of necessary equipment. Cautious

technological advance was also critical to support activities in port.

Maritime Sociology. The maritime community has formed a distinct cultural group, set apart by the nature of its work and often by its own self-identification, from the majority of the shore-bound population. The ranks of this community have themselves been divided along occupational, regional, ethnic, class, and ideological lines.

Maritime Arts. Maritime art reflects the nautical experience. Sailors and others who produced maritime art depict their world through a variety of media arising from their working environment. Maritime activity has consistently inspired artistic expression far outside the maritime community.

Environmental Factors in Maritime History. Any maritime endeavor heavily depends on the interplay of man and the natural environment. The role of environmental conditions — of land and sea — must be recognized in the development of maritime history. Geographical location, geophysical and climatic systems, and the distribution of trade commodities and resources all influence maritime history. A study of the effects of human action on aquatic environments is an equally vital component of this equation.

CONSTRAINTS

The enabling legislation placed the following constraints on the management of the national historical park (see appendix A for a copy of the legislation for San Francisco Maritime National Historical Park).

SEC. 4. Acquisition of Property

(c) **State and Local Lands** — Lands, and interests in lands, within the boundaries of the park which are owned by the State of California or any political subdivision thereof, may be acquired only by donation. Notwithstanding any other provision of law, the Secretary is authorized to enter into an agreement with the State of California or any political subdivision thereof under which the Secretary may improve and may use appropriated funds for the improvement of berthing facilities if the State or any political subdivision thereof makes available to the Secretary, lands and interests in

land for the purpose of berthing the ships and providing visitor access to the historic ships.

(d)(1) Historic Vessels and Other Property —

In furtherance of the administration of the park, the Secretary is authorized to acquire by donation, purchase with donated or appropriated funds, or exchange such property as may be appropriate to carry out the purposes of this Act, including vessels, heavy marine equipment, and dry dock facilities. The Secretary shall notify the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United States Senate in writing not less than 90 days before acquisition of any large historic vessel. Such notification shall indicate the estimated cost of preservation, restoration if appropriate, and maintenance of the vessel concerned.

(2) Acquisition Limitation — The Secretary shall not acquire any historic vessel pursuant to this subsection until the Secretary has notified the Committees in writing that sufficient funds have been made available to preserve and maintain those vessels listed in paragraph 3(e)(1) of this Act.

COOPERATING ORGANIZATIONS

San Francisco Maritime National Historical Park has agreements and relationships with several nonprofit and legislated organizations that provide assistance and support in various forms. These organizations include

National Maritime Museum Association. The National Maritime Museum Association (NMMA) founded the Maritime Museum in San Francisco during the early 1950s. The association later donated its collection of museum artifacts and vessels to the National Park Service in the late 1970s, which included the restored square-rigged ship *Balclutha*.

Since that time, the association has continued to play an active role in the development of the park. Under two cooperative agreements, this nonprofit organization manages a variety of activities which include public outreach, special events, publications, educational programs, museum staff support, and fee collection at the Hyde Street Pier. An important educational program is the popular

Environmental Living Program that brings nearly 10,000 school children aboard the historic vessels to learn about and participate in their maritime heritage. The association has a membership of approximately 3,000 members and works to provide volunteer assistance and raise private donations in support of park projects. The association provides approximately 50 employees to support park interpretive programs, museum, and Hyde Street Pier operations.

The association independently manages the World War II submarine USS *Pampanito* as a floating museum vessel at Pier 45 in Fisherman's Wharf, approximately five blocks from the Hyde Street Pier. Proceeds from the *Pampanito* exhibit are dedicated to her continued preservation and support many of the association's efforts on behalf of the park.

Associates of the National Maritime Museum Library. Established in 1982, the library friends' group, Associates of the National Maritime Museum Library (known as Library Associates), is a nonprofit organization with a memorandum of cooperation with the National Park Service and informal agreement of cooperation with the National Maritime Museum Association.

The Library Associates provide volunteer assistance throughout the library, advance funding to purchase library materials and rare books, the Captain Fred Klebingat lecture series, gifts to the library's collection (most notably the Barbara Johnson and Dean Mawdsley Libraries), and a duplicate book sales service to other libraries and independent collectors, which is their primary revenue source.

The Library Associates are active in fund-raising, publications and publicity for the library and its research collection and services. In addition, the Library Associates have established two endowments — the Dean Mawdsley Acquisition Endowment, standing in March 1996 at approximately \$58,000; and the Karl Kortum Endowment for Maritime History, which stands at approximately \$12,000. The Library Associates are an entirely volunteer organization and therefore virtually all proceeds raised go through the organization to the library.

Maritime Bookstore. The Maritime Bookstore at Hyde Street Pier is operated by the Golden Gate National Parks Association. The store sells books, artwork, and crafts focused on the park's maritime theme. Revenues from book sales are used to support specific projects and interpretive programs of the park, as identified and prioritized by park management.

The National Liberty Ship Memorial. The National Liberty Ship Memorial was founded in 1978 specifically to restore, refurbish, and place on public display the SS *Jeremiah O'Brien* as a floating memorial to those dedicated and heroic American citizens who built, loaded, sailed, or died aboard Liberty Ships during World War II. The memorial, which operates as a nonprofit corporation, provides services ranging from preservation activities, maintenance and protection to public display. It assists the National Park Service through a cooperative agreement with providing interpretive demonstrations, living exhibits, and other park programs focused on enhancing the public's awareness of its maritime heritage. In addition to preservation and maintenance activities, volunteers of the organization take the ship out several times each year for San Francisco Bay cruises to raise funds.

In the spring of 1994, a group of dedicated volunteers sailed the S.S. *Jeremiah O'Brien* from San Francisco to Normandy, France, to participate in the 50-year anniversary of the D-Day invasion of Europe. The liberty ship was one of the original vessels used during the historic invasion in 1944. The entire round-trip voyage took seven months to complete, and was recognized in media accounts world-wide.

Advisory Commission, San Francisco Maritime National Historical Park. As contained in the park's enabling legislation, Public Law 100-348, section 5, established a 12-member advisory commission for the park. The members of the commission are appointed by the secretary with representatives from the National Maritime Museum Association; the office of the governor, state of California; mayor, city of San Francisco; secretary of commerce; and members at-large who have professional expertise in maritime history or historic preservation.

The function of the commission is to advise the secretary on the management and development of the park through meetings held with the park superintendent and the public (see appendix A).

VOLUNTEERS-IN-PARKS PROGRAM

The Volunteers-In-Parks (VIPs) program is supported by over 500 volunteers who participate in all areas of the park's operations. Approximately half of the volunteers assist in the maintenance and preservation of the historic vessels berthed at Hyde Street Pier and are trained in the traditional skills required to work on these unique historic structures. Some of the skills include varnishing, caulking, wire-splicing, rigging, canvas-sewing, engine repair, and other metalwork and woodwork. Older volunteers with experience in this type of work help to guide and teach the younger volunteers. The individual ship maintenance volunteers are supplemented by many youth groups from local area schools, scout troops, and churches, as well as by adults from the P-20 project and other sponsored agencies. In 1995 park volunteers contributed approximately 70,000 hours of their time, of which 15,000 hours were applied directly to working on the historic vessels at Hyde Street Pier. The two active ships, *Alma* and *Hercules*, are maintained and operated almost entirely by volunteer crews.

Volunteers also work in a variety of other park departments. Some of the park's most successful volunteer sites include the library, where VIPs assist with cataloging and research and the small craft shop on Hyde Street Pier, where VIPs maintain and rebuild small watercraft in the park's collection.

The park also has a successful docent program, where every weekend VIP docents provide guided "Highlight Tours" to visitors who might not be able to attend a regularly scheduled ranger program. The docents also staff the Maritime Museum's information desk one day a week. Once a month, the docents don costumes and assume the identities of 19th century seafarers as part of "Living History Day." This activity has become a popular part of the park's interpretive program and now includes rangers in costume interacting with the costumed docents. Volunteers also assist the park in the collection management, historic documents, and the warehouse and moorings departments.

Once a month all VIPs are invited to a dinner that is prepared by other VIPs on a traditional woodstove aboard one of the historic sailing ships. This monthly dinner is one way the park expresses its appreciation for all the volunteers, and it provides an opportunity for them to find out what is going on in other areas of the park. In October the park hosts an “Appreciation Night” for the VIPs, in which awards are presented to the outstanding volunteers in each department, as well as to volunteers who have reached “Hour Milestones,” such as 200, 500, and 1,000 hours. The park provides the volunteers with uniforms, tools, safety equipment, and all required training.

MANAGEMENT OBJECTIVES

The management objectives for San Francisco Maritime National Historical Park, which are based on the park’s purpose, significance, vision, and mission statements, set the direction for future park management. The objectives describe desired conditions to be achieved, while the alternatives present various ways to reach them.

Cultural Resource Management

- Preserve, manage, and interpret park cultural resources (historic vessels, artifacts, art, historic documents, library materials, and the historic district) for the benefit of present and future generations.
- Provide for the proper care, storage, and exhibition of the park collection.
- Provide for the preservation of the fleet of historic vessels consistent with the practices and provisions of the Secretary of the Interior’s *Standards for Historic Vessel Preservation Projects* and the National Historic Preservation Act. Provide facilities or ensure that facilities are available to preserve the historic vessels.
- Manage environmental conditions and critical processes to ensure the preservation of rare and significant artifacts and collections.
- To the extent possible, restore altered and deteriorated resources for appropriate use. Historic vessels, small watercraft, artifacts, historic documents, and library resources will be

restored as appropriate for such uses as operation, exhibition, and research. Preserve historic integrity consistent with resource context, acceptable practice, and governing standards.

- Manage visitor use, development, and support services to protect the park’s resources and values.
- Provide opportunities for research, study, and maritime skills training focused on Pacific Coast maritime history, consistent with park purpose and mission.
- Inventory, monitor, and maintain data on park cultural resources and effectively use this information to facilitate park management decisions to improve preservation of park collections and materials.
- Clearly delineate the park boundary to make it clear to the public and to protect park resources.

Visitor Experience

- Provide a range of quality visitor experiences based on the resources and purpose of San Francisco Maritime National Historical Park, compatible with preservation of those resources.
- Provide equal access to programs, activities, and maritime experiences for individuals with disabilities, as appropriate and consistent with the levels of development and inherent levels of access within the park and its resources.
- Provide access that is appropriate and consistent with the character and integrity of each historic element and the desired visitor experience, whether vessel, small craft, building, artifact, or document.
- Provide a wide range of interpretive opportunities and information services to best assist, inform, educate, and challenge visitors.
- Develop visitor use management strategies to enhance the visitor experience while minimizing conflicts and resource impacts.
- Provide a wide range of educational and interpretive programs for the park which may

include classes and lectures and expansion of the Environmental Living Program.

- Provide enhanced public and researcher access to library resources and historic documents through improved facilities and staff support.
- Improve the outdated museum exhibits and wayside interpretation aboard the vessels and Hyde Street Pier, so as to better assist, inform, educate, and challenge visitors.

Park Development/Facility Design

- Consistent with the park's purpose, strive to make San Francisco Maritime National Historical Park a model of excellence in sustainable design and management through such means as energy efficiency, conservation, compatibility with historic setting and architecture, recycling, accessibility, and the use of alternative energy sources.
- Provide visitor and operations facilities and services, as necessary and appropriate, in or adjacent to those uses.
- Ensure that development and facilities within the park are necessary for park purposes.
- Encourage appropriate use and adaptive reuse of historic structures while preserving historic integrity.
- Design high-quality facilities that exemplify visual consistency.

Local Context

- Understand, assess, and consider the effects of park decisions outside the park boundaries as well as inside.
- Encourage the participation and support of local volunteer groups, friends' groups, partners, and cooperating associations to assist the park in accomplishing its goals.
- Work cooperatively with appropriate local groups and government agencies to emphasize the public's use of alternative modes of transportation to the park and surrounding areas.

- Work cooperatively with appropriate local groups and government agencies to encourage compatible, aesthetic, and planned development and recreational opportunities adjacent to park boundaries, and to provide information, orientation, and services to visitors.

MANAGEMENT ZONING

The NPS *Management Policies* (1988) require that general management plans

prescribe a system of management zoning for park lands and waters to designate where various strategies for management and use will best fulfill management objectives and achieve the purpose of the park. The delineation of management zones will be based on an evaluation of the congressionally established purposes of the park; the nature of the park's natural and cultural resources; all past, existing, and anticipated uses; and park management objectives. This prescriptive zoning will consider the capability of lands to support identified uses and will be used as a framework for specific planning and management decisions on use and development of the park (NPS 1988 2:7).

Management zones proposed for the park are described below and are based on the nature of the resources, the desired visitor experience, and the relationship and configuration of major facilities and use areas (Hyde Street Pier, Aquatic Park, Victorian Park, and Haslett Warehouse). Because of the park's unique legislated purpose and urban locale, only two prescriptive zones would be delineated — the cultural and development zones (see Management Zones map).

Cultural Zone

As defined in the NPS *Management Policies*, this zone would include lands managed for the preservation, protection, and interpretation of cultural resources and their settings and for use and enjoyment by the public. Cultural resources that are key to the purposes of the park would be included in this zone. Development in the cultural zone must be compatible with preservation and interpretation of cultural values. Consistent with policies for preservation and use of cultural resources, historic structures could be adaptively used for utili-

tarian or other purposes. Types of cultural subzones would include preservation, adaptive use, and commemoration (NPS 1988 2:7).

This zone would include the Aquatic Park Historic District, which encompasses the Aquatic Park Bathhouse and associated public artwork, bleachers and basement spaces, concession stand and restroom buildings, east/west speaker towers, seawall, Sea Scout base, Beltline Railroad tracks, the integrated landscaped portions of Aquatic Park, Aquatic Park Lagoon and beach, and a portion of Victorian Park.

Included in this zone would be the historic vessels, of which the scow schooner *Alma*, square-rigged ship *Balclutha*, schooner *C.A. Thayer*, ferry *Eureka*, and the ocean tug *Hercules* are national historic landmarks. The Haslett Warehouse, a four-story unreinforced masonry building listed on the National Register of Historic Places would also be included in the cultural zone.



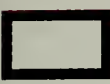
Development Zone

The development zone, as defined in the *Management Policies* (NPS 1988), would include lands that could be

managed to provide and maintain facilities serving park managers and visitors. It would include areas where park development or intensive use could substantially alter the natural environment or the setting for culturally significant resources. Impacts associated with such development would be mitigated to the greatest extent possible. The development zone would encompass the facilities themselves and all associated lands directly modified as a result of their continuing management and use. Types of park development subzones would include administrative support, visitor support, recreational development, access/circulation development, and landscape management development.

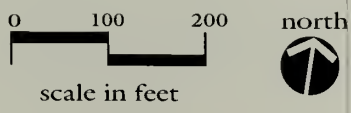
Park areas included in the development zone would encompass the Hyde Street Pier that serves as the primary interpretive display location for the fleet of historic vessels, cable car turnaround area of Victorian Park, bocce ball courts and adjacent park area, Hyde and Jefferson Streets west of Fish Alley and north of Beach Street, Van Ness Avenue from the tunnel to the entrance of Municipal Pier, and the Dolphin Swim Club and South End Swimming and Rowing Club (inholders within the boundary).

LEGEND

-  San Francisco Maritime National Historical Park Boundary
-  Cultural Management Zone
-  Development Management Zone



MANAGEMENT ZONES



San Francisco Maritime
National Historical Park
U. S. Department of the Interior
National Park Service
DSC/March '96/350/20,022



LEGEND

- San Francisco Maritime National Historical Park Boundary
- Cultural Management Zone
- Development Management Zone

Cultural Zone

- Aquatic Park Historic District
- Aquatic Park Lagoon
- Sea Scout Base

Development Zone

- Hyde Street Pier
- Victorian Park (east end)
- Hyde/Jefferson Streets
- Swimming/Rowing Clubs

Cultural Zone

- Fleet of Historic Vessels

Cultural Zone

- Haslett Warehouse
- Historic Vessel

Aquatic Park (Aquatic Park Historic District)

Public Beach

MANAGEMENT ZONES

San Francisco Maritime
National Historical Park
U. S. Department of the Interior
National Park Service
DSC/March '96/350/20,022

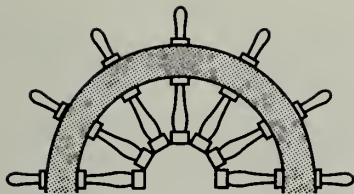
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Development Zone

- Bocce Ball Courts
- Van Ness Avenue





CONTEXT FOR THE PLAN

ISSUES AND CONCERNS

At the beginning of the planning process, the most pressing issues for the park were those related to the preservation, stabilization, and maintenance of cultural resources; interpretation and education of maritime history as part of the overall visitor experience; and the development of facilities to provide for the park's functional needs. The following issues and concerns were identified at the outset.

Cultural Resource Management

- A historic vessel preservation plan (strategy) to provide direction for ongoing vessel preservation needs to be developed. The plan should not be prepared as a static “fix-it” type of document but as an approach for implementation of a long-term vessel preservation program. The plan's approach should be flexible and changeable in relation to an uncertain and limited funding environment for historic vessel preservation projects.
- A *Report on the Condition of the Historic Ships* was submitted in February 1992, as requested by Congress. While the park has made noteworthy progress with the smaller vessels, the larger vessels have continued to deteriorate and are, or have been, listed in the *Damaged and Threatened National Historic Landmarks Report to the Congress* (PL 94-4458). The park has benefited from some budget increases, but the substantial funds necessary for major vessel rehabilitation has not been allotted.
- There are no future provisions for providing facilities and equipment (including adequate dry docks) and operating options for short- and long-term historic vessel preservation and maintenance, in response to diminishing commercial shipyard services in San Francisco

Bay. The average dry-docking cycle for the wooden hulled vessels is approximately 3.5 years.

- Improvements are needed to provide for the proper preservation, maintenance, and storage of the park's collection, including environmental protection. Provision for additional storage facilities is also required.
- The Aquatic Park Bathhouse (Museum building) has major deferred maintenance problems, particularly with leaking, multiroof surfaces and custom windows (one-third of the building features metal framed windows). Weather-resistance is required to halt continuing structural deterioration.
- An approach for the rehabilitation, use, and maintenance of the park's historic buildings (especially Haslett Warehouse) is needed, including options for cost-effective and revenue-producing uses consistent with resource protection and park purposes.
- The acquisition of large dimension timber material for vessel restoration and repair is becoming more difficult because of diminished suppliers and environmental concerns over the taking of old growth timber.
- Programs for the preservation, education, and maintenance of maritime skills and technology need to be established.

Visitor Experience

- The interpretive themes of the park need to be more fully integrated into visitor experience programs and the museum exhibits.
- The park's artifacts, historic documents, and library resources are underutilized for research by the public.

- An overall concept theme that provides an appropriate historical setting for the display and interpretation of the historic vessels and maritime activities, and which will integrate the pier with adjacent park areas, needs to be developed and implemented.
- There is inadequate space for the exhibition of the museum collection or to host special or traveling exhibits. The collection includes large and small artifacts, small watercraft, library materials, and historic documents.
- The library and historic documents in building E are not easily found from the pier or the Aquatic Park Bathhouse. The entrance to building E is not clearly identified, and the pathway leading from the pier to the bathhouse is confusing to the visitor. Park orientation and way-finding (signs, paving treatments, banners, etc.) need to be developed for all activity areas consistent with the character of historic features.
- Existing vehicular and parking uses at the intersection of Jefferson Street and Hyde Street Pier conflict with visitor (pedestrian) access and create an unsafe and unwelcome environment. Options need to be developed that provide opportunities for creating traffic-free pedestrian access to the pier and park. Cooperation should be sought with local groups, businesses, and government agencies to encourage mass transit access to Fisherman's Wharf and the park.
- Opportunities for interpreting vessel maintenance activities at Hyde Street Pier need to be explored in regard to exhibiting the special skills required to preserve historic vessels.

Park Development/Facilities

- The short- and long-term space requirements for specific park functions and related supporting elements of those spaces needs to be reviewed. Options for providing adequate management and operational space should be considered for exhibition, exhibition preparation, storage, preservation and maintenance, documentation, interpretation, administration, and visitor access.
- Desired locations of the various park functions and their relationships to each other need to be defined, including an evaluation of available

buildings or space that would meet specified requirements.

- The structural and economic feasibility, preservation concerns, and strategies for adaptively using the Haslett Warehouse to meet park space requirements need to be explored to determine whether the warehouse can support those uses.

ISSUES BEYOND THE SCOPE OF THIS PLAN

Other issues and concerns that were raised during the public involvement process were considered beyond the scope of this *General Management Plan* or were inappropriate given the legislative mandate for San Francisco Maritime National Historical Park. Major suggestions included the following:

Relocating the maritime park and fleet of historic vessels to another Bay area site. This was not considered because the enabling legislation clearly mandates the use of the Aquatic Park/Hyde Street Pier location, and relocation of the unit would require separate congressional authority and funding to conduct a study to evaluate the feasibility, benefits, and costs of relocation.

Transferring the responsibility for ship maintenance and preservation over to a private, nonprofit organization. This approach was not considered because of the difficulties related to the transfer and administration of funding appropriations to a non-governmental entity, liability issues related to nonprofit personnel working with government-owned facilities and working on historic properties (vessels), and concerns related to responsibilities for resource protection and management oversight by the park.

Opening the railroad tunnel under Fort Mason as an access to the maritime park from the Marina District and Presidio and extending the F-line rail system from Fisherman's Wharf west through Aquatic Park to the Presidio. This approach was not considered because of the complexity of conducting a planning effort directed toward resolving city transportation issues with multiple agencies and public interests, the tunnel is within the jurisdiction of Golden Gate National

Recreation Area, and the lack of public opinion supporting the need to open the tunnel for access.

INFLUENCE OF OTHER PLANS AND PROJECTS ON THIS PLAN

Plans and studies used to develop this document are listed in the "Bibliography" section. The plans and studies listed below represent park and other agency plans that influenced the development of alternatives and their environmental analyses.

National Park Service

General Management Plan / Environmental Analysis — Golden Gate National Recreation Area / Point Reyes National Seashore. This 1980 final GMP was the guiding document for the park until legislation establishing San Francisco Maritime National Historical Park as a separate unit was passed in 1988. The 1980 plan established the management philosophy and identified strategies for each of the park's developed units.

Final General Management Plan Amendment, Presidio of San Francisco — Golden Gate National Recreation Area. This plan for the Presidio of San Francisco, completed in 1994, is an amendment to the 1980 *General Management Plan* for the national recreational area. The document describes the Park Service proposal for the future of the Presidio within the context of the national recreational area, and it provides guidelines for management, use, and development of the site for the next 10 to 15 years. However, rather than providing an exact blueprint for the Presidio, the plan proposes overall concepts for change, including treatments and uses of its varied resources and appropriate new programs and activities. Concepts related to management and implementation strategies for the Presidio have been influential in the development of management alternatives for the general management plan for San Francisco Maritime National Historical Park.

Hyde Street Pier Multipurpose Facility. A separate environmental assessment was completed for the construction of a 2,400-square-foot multipurpose facility (maintenance shop, ships' manager, shipwrights space, and interpreter ranger offices) on the Hyde Street Pier, which would provide for the

ongoing maintenance and management activities required by the fleet of historic vessels, and for uses in support of public interpretation and education. A 15-day public review period ended on August 3, 1995, and included public hearings by the park's advisory commission on April 6, 1995, and the Port of San Francisco on March 28, 1995, that addressed the issuance of a construction permit. A "Finding of No Significant Impact" for this project was signed on February 9, 1996. Consequently, construction of the multipurpose facility has been approved, does not require further evaluation, and is shown as an existing element under all of the GMP alternatives. Construction is expected to be completed this summer.

Other Plans. The park's 1994 *Draft Statement for Management*, 1994 *Draft Position Management Plan*, 1986 *Interpretive Prospectus*, and the following historic structure reports prepared for the park were also consulted during the preparation of this plan.

Historic Structure Report — Pioneers, Politics, and Planning: The Story of San Francisco's Aquatic Park. James P. Delgado, 1981

Historic Structure Report — Haslett Warehouse. Page, Anderson & Turnbull, Inc. 1986

Historic Structure Report — Steam Schooner Wapama. Tri-Coastal Marine, Inc. 1986

Historic Structure Report — Ferry Steamer Eureka. San Francisco Maritime National Historical Park. 1990.

Historic Structure Report — Scow Schooner Alma. Tri-Coastal Marine, Inc. 1989

Historic Structure Report — Tugboat Hercules. Tri-Coastal Marine, Inc. 1990

Historic Structure Report — Schooner C. A. Thayer. Tri-Coastal Marine, Inc. 1991

Historic Structure Report — Paddle Tug Eppleton Hall. Tri-Coastal Marine, Inc. 1991

Historic American Engineering Record — Sailing Ship Balclutha. National Park Service. 1991.

City and County of San Francisco

Northeastern Waterfront Plan, Fisherman's Wharf Area. This 1992 draft plan, which is being revised, defines a comprehensive approach to the preservation of and improvement to this important area of the city. The plan's management objectives encompass land use, urban design, historic preservation, transportation, maintenance, programming, and enforcement, which are generally compatible with the objectives for the park. Specific objectives related to the park include "to preserve and enhance the diversity of uses in the Fisherman's Wharf area; to enhance Jefferson Street's role as the wharf's main street; to retain the flavor of Fisherman's Wharf historical industrial-maritime past; to improve transit service to the Fisherman's Wharf area; and to enhance space for pedestrians and bicyclists." These planning objectives were carefully considered when developing the alternatives in this document.

Port of San Francisco

Draft Waterfront Land Use Plan. This revised 1994 draft plan provides recommended land use policy for all property under the jurisdiction of the Port of San Francisco (the Port), extending from the north end of Fisherman's Wharf to India Basin to the south. The draft plan is the product of an intensive, three-year public planning process conducted by the Waterfront Plan Advisory Board. The land use plan, required by the passage of proposition 'H' (1990), is guided by six goals that will enable the Port to achieve the plan's overarching goal of reuniting the city with its waterfront. The six goals include the following:

- continue plans for a working waterfront
- revitalize the port area, providing new jobs for San Franciscans
- provide a diversity of activities that would draw dynamic groups of people
- provide access along the waterfront
- allow an evolving waterfront that highlights both past and future
- provide an exemplary urban design worthy of the waterfront's setting

The goals and implementation policies of the land use plan are compatible with the goals and management objectives of the NPS *General Management Plan* for the park.

Hyde Street Fishing Harbor. In 1988 the Hyde Street Fishing Harbor was proposed by the Port Commission to improve the commercial fishing industry at the wharf. The project includes renovation of fish-handling facilities at Pier 45 and a new 88-berth marina along the east side of the Hyde Street Pier. The new berths and support facilities element at the Hyde Street Pier would include reconstruction of the east side of the pier, installation of a new floating berth system sized to accommodate 88 vessels; work dock; one-story, 1,500 square-foot harbor services building/fuel dock; two-story, 4,100 square-foot harbormaster's building; and a short-term parking area for about 40 vehicles. Following the 1989 Loma Prieta earthquake, which displaced 10 fish-handling businesses that operated in shed B on the east side of the pier, the Port began an \$11.6 million earthquake repair project at Pier 45, now in its final construction stage. The Port also is seeking funds for the harbor, which will be constructed following environmental and regulatory approval, if funds are obtained. A draft environmental impact report was released for public comment in April 1996. Close coordination between the Port and the park will be needed during development of the harbor berths improvement project to ensure that adequate access is provided for historic vessel maintenance activities and the periodic removal of the park vessels to dry dock facilities.

DEFINITION OF TERMS FREQUENTLY USED IN THE GENERAL MANAGEMENT PLAN

The following terms, which are frequently used throughout this document, are defined in the *Secretary of the Interior's Standards for Historic Vessel Preservation Projects, part 1*, as follows:

Historic Vessel

A nautical vessel, generally excepting reconstructions and reproductions, is considered historic if it is eligible for listing in the National Register of Historic Places at a local, regional, national, or international level of significance. To be eligible for the National Register of

Historic Places, a vessel must be significant in American history, architecture, archeology, engineering, or culture, and possess integrity of location, setting, materials, workmanship, feelings, and association.

Treatment of Historic Vessels

The following definitions are provided for treatments that are appropriate in historic vessel preservation projects.

Acquisition. The act or process of acquiring ownership of, or responsibility for, a vessel.

Protection. The act or process of applying measures designed to affect the physical condition of a vessel by defending or guarding it from deterioration, loss, or attack, or to cover or shield the vessel from danger or injury. Such treatment is generally of a temporary nature and anticipates further historic preservation treatment.

Stabilization. The act or process of applying measures designed to arrest, retard, or prevent deterioration of a vessel, and to ensure its structural integrity. This may include rendering the vessel weather-resistant and watertight. The essential form of the vessel will be maintained during this process.

Preservation. The act or process of applying measures to sustain the existing form, integrity, and material of a vessel. It may include initial stabilization work, where necessary, as well as ongoing maintenance.

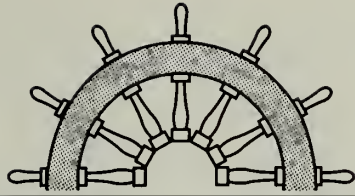
Rehabilitation. The act or process of returning a vessel to a state of utility through repair or alterations that make possible an efficient contemporary use while preserving those features of the vessel that are significant to its historical, naval, architectural, technological, and cultural values.

Restoration. The act or process of accurately recovering the form and details of a vessel as it appeared at a particular time by removal of later work, or by replacement of missing or substantially deteriorated earlier work.



The Tug *Hercules*

Alternatives Including the Proposed Action

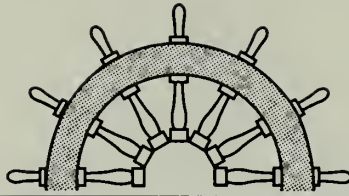


INTRODUCTION

This *Draft General Management Plan* contains three alternatives for the management of San Francisco Maritime National Historical Park. These alternatives were based on the park's purpose and significance, planning issues and concerns, and management objectives.

Each alternative describes a comprehensive proposal for management and use of the park for the next 15 to 20 years. Each alternative discusses cultural resource management, visitor use and development, park operations, and land use.





ACTIONS COMMON TO ALL ALTERNATIVES

CONCEPT

The focus of San Francisco Maritime National Historical Park would continue to be on the period of maritime history between 1848 and 1945. San Francisco Bay was the major maritime center on the Pacific Coast between the California gold rush of 1848 and the end of World War II. This was a significant period in the history of the Bay and would continue to be the primary focus of the park's collection, programs, and visitor experience.

The alternatives present different management approaches for achieving the park's stated purpose of collecting, preserving, and interpreting the many elements of the Pacific Coast and San Francisco Bay's maritime history. However, some actions are so similar in intent or are so universally consistent in need that they are proposed in all three alternatives. The following actions common to all alternatives are related to the historic vessel preservation plan, specific park management plans, carrying capacity, sustainable development, and access for visitors with disabilities.

HISTORIC VESSEL PRESERVATION PLAN

The San Francisco Maritime National Historical Park fleet of historic vessels represents a major collection in the United States in terms of its historic significance, size, and scope. These vessels include seven national historic landmarks: *Alma*, *Balclutha*, *C.A. Thayer*, *Eureka*, *Hercules*, *Jeremiah O'Brien*, and *Wapama*; the national register property Lewis Ark houseboat; and the historic English tug *Eppleton Hall*. Yet the condition of the individual vessels in the fleet varies from generally stable to severely deteriorated. Unsystematic funding (past and present) for vessel preservation and maintenance has resulted in an accumulation of deferred work. While essential preservation needs have been met on some of the

vessels, portions of others have deteriorated to the point where major restoration is necessary. It is with this perspective that this historic vessel preservation plan has been developed to provide the park direction for long-term vessel preservation and maintenance. (See tables 2, 4, and 6 under the description of each alternative for the proposed preservation treatments and operating conditions for each vessel.)

Previous Preservation Planning

A number of specific vessel preservation plans have already been completed by the park. The comprehensive *Draft Cultural Resources Management Plan for the Historic Ships of the San Francisco Maritime National Historical Park*, also referred to as the "Fleet Management Plan," was the culmination of a series of detailed, preservation-oriented surveys. These began in 1984 with the inspection of the ferry *Eureka* by Tri-Coastal Marine, Inc., for the National Park Service. In 1985, the firm surveyed the vessel *Balclutha* for the park and prepared specifications for the preservation work that was performed during her 1986 dry dock period. Also in 1985, a structural survey was performed on the steam schooner *Wapama*, as part of a historic structure report commissioned by the park.

The surveys revealed extensive preservation needs that were not met by the existing maintenance program. Further, the practice of dealing with each vessel on a one-per-year basis meant that potentially serious problems could go undetected for extended periods, possibly resulting in irretrievable loss of the original fabric and the vessel itself. In the fall of 1986, park management decided to commission surveys of the remaining vessels in the fleet so that a comprehensive assessment could be made of the fleet as a whole.

The "Fleet Management Plan" summarized the findings of the surveys, addressed priorities within the

fleet, and presented a plan for achieving a sustainable level of preservation, including costs aligned within a phasing schedule. The draft plan was completed in January 1988.

The problem with the “Fleet Management Plan” was that the recommended prioritized preservation plan with cost projections and proposed phasing could not be carried out as proposed. These elements relied on receiving a certain amount of appropriated funding for each fiscal year’s phase of work. When the required funding was not forthcoming as identified in the phasing schedule, the remainder of the plan became less valid, the priority schedule became obsolete, and required vessel maintenance and restoration work was deferred.

Since the completion of the draft “Fleet Management Plan,” the park has completed historic structure reports for all vessels in the fleet except *Balclutha*, the Lewis Ark, and the SS *Jeremiah O’Brien*. Some of these were completed as recently as 1990. The reports provide a comprehensive summary of each historic vessel and include historic background and context, developmental history and physical description, treatment and use, and a record of treatment. A historic architectural engineering record report was completed for *Balclutha* in February 1992.

More recently, a revised preservation program was prepared by in-house park staff, which was submitted to the Subcommittee on Interior and Related Agencies, entitled *The Condition of the Ships Associated with the San Francisco Maritime National Historical Park and Cost of Maintenance*. The draft report, dated February 14, 1992, summarizes the work remaining to be completed on the fleet, based on the recommendations of the “Fleet Management Plan” and work completed since 1988. This report also proposed a short-term program (five years) and costs for achieving these objectives, an update of each vessel’s condition, and a revised preservation priority based on the current condition of each vessel. Obtaining adequate funding to implement this revised program has also proven difficult; however, park management continues to update and use the report’s task schedule.

Planning for historic vessel preservation has been, and will continue to be, an ongoing process of assessment and implementation that cannot be accomplished through a one-time planning effort. The evaluation of a historic vessel’s condition at any given moment is but

a “snapshot” within the timeframe of its life as a cultural resource.

Concerns Related to Vessel Preservation

The preservation of large vessels requires substantial commitment and long-range planning to be successful. Among the numerous concerns related to preservation, the following items demand special attention:

- Funding
- Vessel preservation facilities
- Material acquisition
- Staffing and skills preservation

Funding. Through the completion of the “Fleet Management Plan” and historic structure reports on most of the vessels, it has been possible for park management to make reliable estimates of the costs of rehabilitation for most of the vessels. However, management has not been able to depend on a constant reliable availability of funds to properly plan vessel rehabilitation and maintenance programs (the *Wapama* is an example of a vessel placed on a barge and stabilization treatments begun in expectation of restoration funding that was not allotted).

Following establishment of the park, Congress increased appropriations over a three-year period sufficiently to meet the day-to-day maintenance requirements of the vessels. Unfortunately, funding pressures within the National Park Service has resulted in funding reductions to the park in an amount approximately equivalent to the additional funding level provided by Congress. As a consequence, inadequate levels of maintenance for the historic fleet have continued. Eventually, as the vessels became unmaintainable, only major repairs or complete rebuilding would preserve them, and this could only be accomplished at a much higher cost.

Recommendation — A regular level of funding for maintenance and rehabilitation should be established which would enable management to plan and achieve vessel preservation in an efficient and effective manner. This funding should be provided by Congress as requested by the park.

Vessel Preservation Facilities. The increased effort needed to maintain and preserve the fleet would require improved facilities with flexible capabilities.

Hyde Street Pier — The Hyde Street Pier currently provides the location for the majority of daily topside maintenance, which is a critical requirement in the preservation of historic vessels. Because daily maintenance is so important, an improved maintenance facility with support functions would be needed on Hyde Street Pier. These functions, which should include the capability for providing woodworking, painting and finishing, and various rigging activities, should also provide for continuous onsite management of vessel maintenance tasks. An improved facility on the pier could also provide public interpretive and educational value related to the maintenance of historic vessels.

However, this location does not address the need for cyclic work in shipyards for maintenance of the underwater portions of the hulls and for major restoration or repair that cannot be accomplished afloat. The Hyde Street Pier is unsuitable for major vessel restoration because of its physical limitations and nearby recreational uses. Major vessel restoration would continue to be contracted to local commercial shipyards or performed elsewhere.

Recommendation — An improved maintenance facility would be needed on Hyde Street Pier to support daily vessel maintenance needs, and to the extent possible, pursue the possibility for the lease of Port-owned facilities to the east of the Hyde Street Pier. Leased space in this area could be used for rigging and deckhand work space, moorings-related activities, metal shop activities, and for warehouse space for ship-related supplies and equipment.

Commercial Facilities — As long as suitable commercial shipyard companies remained in operation within the Bay Area, it would continue to be cost-effective to contract out the dry-docking of the historic vessels. However, with the reduction in commercial and military shipping activity in the Bay Area, the number of available commercial shipyards is diminishing. In the event that commercial shipyard services were no longer available, the lowest cost alternative for out-of-water maintenance of the vessels could be for the park to assume direct limited operation of the AFDL-38 floating drydock. This drydock, owned by the park and leased for operation to private ship building companies, is suitable in size to lift all park vessels except the ferry *Eureka* and the SS *Jeremiah O'Brien*.

If the AFDL-38 floating drydock were maintained at a suitable waterfront location, and periodically activated for a series of drydocking operations on the historic vessels, using a combination of staff labor, term-hires, or contracted services, overall costs would compare favorably with those associated with contracts to local commercial shipyards. The problem of docking the *Eureka* could be addressed through an infrequent reactivation of one of the large graving docks either at Richmond, former Mare Island Naval Shipyard, or Hunters Point.

The SS *Jeremiah O'Brien*, assuming she remains an NPS concern, could be dry docked at any of the previously named shipyard facilities. She also has the ability to travel coastwise to shipyards outside of the Bay Area. The scow schooner *Alma*, which requires yearly dry-docking for her operational schedule, is small enough to be hauled out at one of several small boat building facilities currently operating in the Bay.

Recommendation — The means for cyclic vessel maintenance and repair should be provided through continued use of private commercial shipyards. If the future availability of private shipyards becomes a concern, then serious consideration should be given to options that provide for short-term use of existing Bay Area shipyard facilities or dry docks. Direct operation of a major shipyard facility must be seen as a remote, worst-case option, due to financial and operating constraints. Such operation of a facility could involve the use of the AFDL-38, other surplus floating dry dock, or the possible use of a graving dock.

Use of a dry dock facility would involve control of a waterfront property, including use of adjacent building and yard space, which would likely be secured through a use agreement or long-term lease. Support equipment required would include a crane, heavy forklift, and metalworking and woodworking shops. Use of a graving dock, presumably at former naval shipyard sites at either Richmond, Hunters Point, or Mare Island, would require similar support facilities and equipment. Given the cyclic nature of the park's requirements for shipyard facilities, a yard would normally be maintained in an inactive condition, although it could provide for an ongoing materials storage function. Operating costs could be defrayed to some extent by periodic subleasing of the facility to private boatbuilding companies.

Material Acquisition. Acquiring materials for vessel restoration projects has become a major task for the park, requiring considerable lead time and involvement by staff. This is common to all historic vessel restoration projects, but especially so for the wooden vessels in the fleet (*Alma*, *C. A. Thayer*, *Eureka*, and *Wapama*). The acquisition of timber and lumber material in the quantities and sizes required for major restorations and repairs is difficult because of dwindling suppliers and environmental concerns. For example, an estimated 350-400,000 board feet of lumber would have to be ordered to ensure that enough material is on hand to rebuild *C. A. Thayer's* hull. Timbers of the dimensions needed, particularly the long lengths, are not commonly available from today's lumber mills. Dense Douglas fir comparable to the original timber (and the most desirable from the standpoint of strength and resistance to decay) would also be difficult to find in the sizes and quantities needed.

Another consideration would be the moisture content of the wood. This is particularly a concern in the upper portions of the hull where shrinkage would reduce watertight integrity and thus promote decay. The larger timbers (those for keelsons, deck beams, and top timbers) should be ordered first and placed in adequate storage for long-term drying. Though not preferred, pre-engineered lumber products would need to be considered to meet the requirements for some of the larger timber elements.

Recommendation — A market survey would need to be completed to locate sources for the timber. In addition to the major mills, other sources should be investigated, including small mills and those specializing in custom orders. The National Forest Service should also be consulted; a cooperative agreement could allow access to select timber on Forest Service land that is approved for timber sales. It is recommended that an arrangement be made with a qualified agent to locate and inspect the timber and arrange for its purchase well ahead of planned preservation projects.

Staffing and Skills Preservation. A key element to long-term preservation of the historic fleet is a sustained effort by qualified staff who has an interest in preservation, maritime skills, and commitment. In turn, an environment must be created that is conducive to attracting qualified staff and dedicated

volunteers through participation and the transfer of knowledge.

The park has never had a sufficient number of staff and volunteers to provide for an adequate level of maintenance or restoration, which has contributed to the deterioration and need for extensive restoration. Unless significant increases could be made in the workforce permanently available for routine topside maintenance, even extensive restoration would only temporarily halt this decline.

Volunteers would continue to play an extremely important role in supporting both maintenance and restoration of the historic fleet. The *Alma* and *Hercules* currently have ongoing volunteer work programs and are maintained and operated almost entirely by volunteer crews, who have made significant contributions to the preservation of the vessels. Maritime museums across the country depend heavily on volunteers for a wide variety of duties and a significant percentage of overall effort. During *C. A. Thayer's* 100th anniversary in 1995, the park sponsored a work party attended by 125 people who contributed approximately 600 hours of work on the vessel. An important objective in administering a volunteer program is to achieve a clear understanding by both volunteers and staff of responsibilities, priorities, goals, standards, and schedule for the maintenance and preservation of the vessels.

An active in-house training program is also an important key element to preserve the maritime skills needed to maintain the historic fleet. All facilities that would be developed by the park for ship preservation should allow for this activity and would function in part as a training center.

Recommendation — A program of training in maritime skills, directed toward staff, volunteers, and the interested public should be established to ensure the ongoing availability of these crafts for preservation of park resources and as part of the overall educational mission of the unit.

**HISTORIC VESSEL PRESERVATION
MANAGEMENT PROCESS
(HISTORIC VESSEL PRESERVATION
PLAN)**

ICAP PROCESS

The proposed historic vessel preservation management process would involve developing and implementing a means for determining the preservation condition of the vessels and establishing work programs to address daily maintenance and long-term preservation needs. Because of the complexity of the ship preservation program, a process is needed that would aid the park in assessing current vessel conditions, assist in planning and tracking work elements, and assist in documenting changes as a result of completed maintenance and rehabilitation work. This process would use the NPS *Inventory and Condition Assessment Program* (ICAP). The program would require the development of an additional module for use in the managment of maritime resources within San Francisco Maritime National Historical Park.

The ICAP process provides a method and supporting means for documenting and retrieving accurate and timely information about a park’s assets. (Assets are items of real property that the park wants to manage as distinct, identifiable units.) The ICAP process helps park managers identify and organize detailed inventory and condition assessment information for all physical assets. In addition, the ICAP process uses parts of the routine maintenance program, cyclic maintenance program, repair/ rehabilitation program, structural fire program, and real property management program.

The ICAP process also serves as the park’s comprehensive asset module in that it complements and links with the maintenance management program, line-item construction program, list of classified structures, and cultural resources management bibliography.

The historic vessel preservation process, using the ICAP concept is briefly described below and is labeled to coincide with the chart on the following page.

Listing the physical assets of the park provides the baseline data for the preservation process; these assets would include the historic vessels. Eventually, the inventory would be expanded to organize information and help manage other park resources, including historic buildings, historic district features, and museum artifacts. The primary result of this activity is the following detailed resource inventory.

The resource inventory identifies the features that comprise the asset – for example, each historic vessel. Only those features that are significant in terms of management and maintenance of the asset will be identified. Features are distinct elements of the asset, usually measurable, which require work to maintain. The feature is the basic unit used in the maintenance management program for estimating workload and planning and developing budgets.

Features may be physical components of an asset (e.g., hull, engines, masts, electrical system), or they may reflect attributes

of an asset that result in creating work (e.g., deck scrubbing, varnish removal/recoating, and rigging repair). Additionally, the resource inventory would include the maintenance and restoration history of a vessel as a description of previous maintenance/repair activity.

CONDITION ASSESSMENT

Under the ICAP process, the condition assessment serves two major roles. It documents the physical condition of each vessel (or other asset) and its features by identifying any defects or deficiencies. Equally important, it establishes the work required to care for the vessel and its features so that it will meet its planned use. (See the specific alternatives for the planned use of each vessel; for example, some vessels may be maintained as floating exhibits while others may be maintained in operating condition.) The work required is quantified for the materials, labor, and contract work needed. This allows

- better budgeting because the materials, labor, and contract work needed to maintain each vessel (or other asset) is known
- setting priorities for work execution in accordance with management objectives
- planning and scheduling work for maintenance forces
- identifying major project requirements
- performing an appraisal of the effectiveness of maintenance program efforts by documenting trends in each vessel’s condition and maintenance backlog

The keys to effective condition assessment include providing an accurate inventory of the vessels, setting clear and realistic standards for use as benchmarks, defining clear management objectives for the vessels, and maintaining a trained staff. The ICAP process classifies condition assessment as *Major Assessment* or *Scheduled Assessment*, as defined below.

I Major Assessment — Major assessment is condition assessment that usually takes a longer range look at the park’s resources and features than does scheduled assessment, with emphasis placed on developing major restoration, rehabilitation, or repair projects. It is frequently accomplished by an outside consultant (naval architect or marine engineer), or in the case of other park resources (historic buildings and museum artifacts), by personnel from other NPS support offices.

This type of condition assessment would normally occur on an as-needed basis, but the assessment could be conducted on an annual basis for the historic vessels. Major assessment information could be associated with specific features of the vessel, and results could be reported in terms of project requirements and their associated costs. Elements of the major assessment are described as follows:

I a Preservation Projects — These include major vessel restoration, rehabilitation, stabilization, or repair projects requiring long-range planning, design, materials, and funding acquisition activities. These projects usually emphasize rehabilitative or restorative efforts directed toward

preservation of the vessels and are guided by the preservation priority of the fleet.

According to the park’s enabling legislation and NPS policy, the historic vessels are considered equally important. No attempt will be made to establish preservation priorities on the basis that certain vessels are of greater historical significance than others. Instead, the preservation priority will be based on the assessed need for preservation work. For the park’s purposes, the definition of priority will be as follows:

*“The **Preservation Priority** for each vessel will be established based upon the level of rehabilitation, restoration, or repair determined through the condition ossessment to be critical to the vessel’s preservotion. The Preservation Priority moy vary from year-to-year dependent upon the level of completed rehabilitation, restaration, and repoir.”*

I b Deferred Project Work — Because of limited funding or difficulties in obtaining adequate project materials, rehabilitation or restoration work might be deferred. During such periods, all measures would be taken to protect and stabilize the vessel until project work could be implemented. If feasible, phasing of the work could be divided into smaller tasks that could be accomplished using smaller funding increments over a longer period of time. Deferred project work would not substantially alter a vessel’s preservation priority until completion of the most critical work elements.

I c Dry Berth Stabilization — If major project work was deferred indefinitely, a vessel may deteriorate to a point where the hull could no longer be maintained afloat on its own bottom. At this time, a decision must be made as to whether to dismantle the vessel or attempt stabilization in a dry berth condition.

It should be clear that the decision to attempt dry berth stabilization is almost certainly irreversible. If underwater portions of the hull were allowed to dry out, they would never again be capable of being made watertight. Refloating of the vessel would likely involve replacement of all previously wet portions of the hull, which are typically the best preserved portions of any hull that has been continuously afloat. Dry berthing, therefore, could not be seen as an interim measure, but rather as a commitment to the daunting challenge of indefinite preservation out of the water.

To be successful, preservation out of the water would either involve housing the vessel to protect her from the elements, or providing continuous maintenance at a level that would be more intensive than that of a vessel afloat. A decision for dry berth stabilization also implies a level of financial commitment to preservation that is equal to, if not greater than the commitment to a floating vessel. If funding could not be secured for sufficient levels of stabilization to keep a vessel afloat, or project work could not be performed to rehabilitate the vessel to a stable floating condition, it would be unlikely that funding would be available to maintain the vessel in a dry berth condition. The more honest assessment would be that the vessel could not be saved.

In the event stabilization efforts could no longer maintain the vessel in a safe or stable condition, and the vessel has

deteriorated beyond the reasonable cost of rehabilitation or repair, the vessel would be dismantled. Before dismantling, the vessel would be documented according to historic preservation regulations and NPS guidelines. In addition, the park would prepare a dismantling plan that includes the costs for contracted shipyard work (if required), disposal of hazardous materials, and the salvage of significant historic features for future interpretive or research purposes.

2 Scheduled Assessment — Scheduled assessment is condition assessment conducted at the park level, typically by in-house park staff, with the intent to develop the annual maintenance work requirements and monthly work plan for the park. Results of a scheduled assessment are used as the basis for providing historic vessel condition information to the maintenance management program, determining which maintenance work is required, prioritizing maintenance work, determining which work will be accomplished, and determining the backlog of required work. Scheduled assessments normally are accomplished on an annual basis, although they may be phased throughout the year or on a multiyear schedule. Trends in scheduled assessment results provide an indicator of the effectiveness of the park’s maintenance program. Elements of the scheduled assessment are described as follows:

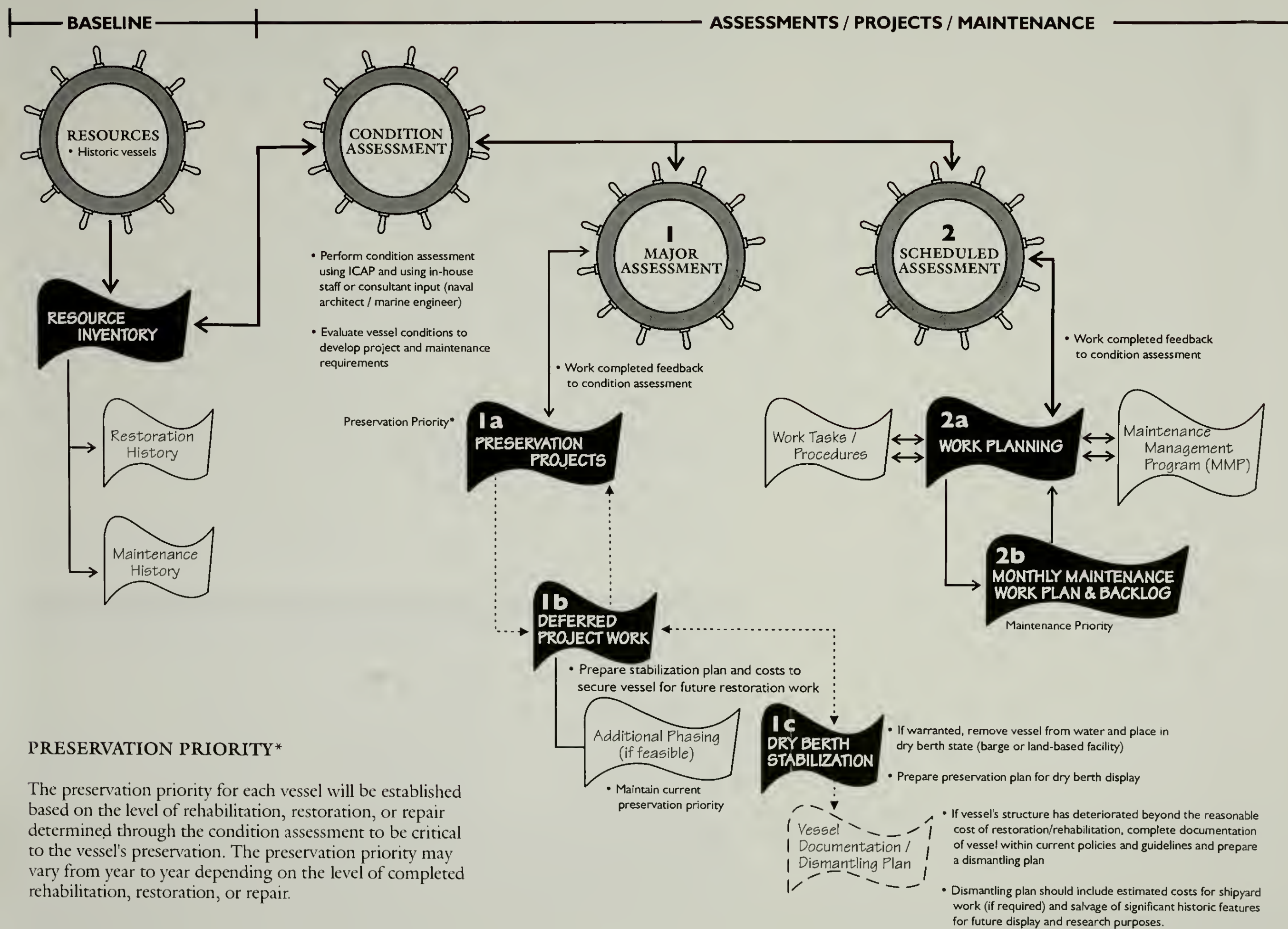
2a Work Planning — The ICAP process provides the capability to perform detailed work planning based on the results of scheduled assessments and using the annual work calendar information obtained from the maintenance management program as a guide to resources available for accomplishing work. Under this capability, the park may tag which work tasks identified during the assessment will be accomplished, in which month(s) they are to occur, the level of effort (person-days) that will be allocated to each task, and record the results when the task is completed. In addition, the backlog of identified work that is not scheduled can be reported.

2b Monthly Maintenance Work Plan and Backlog — Following work planning, the park would use the maintenance management program annual work calendar to identify and chart all monthly and backlog maintenance activities scheduled for the year. Volunteer staff maintenance support would also be scheduled for the year, with assignments toward less critical tasks. All annual maintenance procedures, inspections, and emergency testing procedures would be outlined on the monthly work plan.

Summary

The historic vessels managed under the ICAP process would benefit because the park’s limited staff and funds would be used in a systematic, prioritized way to meet the fleet’s preservation needs. Another important benefit would be the park’s increased credibility in planning and budgeting because the program would specifically document the work needed and the estimated costs to preserve the vessels. In addition, park management could more readily respond to changes in funding and priorities. The program would be a valuable tool for assigning work to park staff and volunteers and maintaining accountability.

Inventory and Condition Assessment Program (ICAP) Process Chart



PRESERVATION PRIORITY*

The preservation priority for each vessel will be established based on the level of rehabilitation, restoration, or repair determined through the condition assessment to be critical to the vessel's preservation. The preservation priority may vary from year to year depending on the level of completed rehabilitation, restoration, or repair.

HISTORIC VESSEL PRESERVATION PROCESS

An Approach to Historic Vessel Preservation and Maintenance

San Francisco Maritime National Historical Park



Cyclic Maintenance

Cyclic maintenance for the historic vessels involves the periodic removal of the ship from the water (dry-docking), for the purpose of routine maintenance and inspection on the underwater portions of the hull. Cyclic maintenance durations and typical maintenance activities for the historic vessels is summarized in table 1.

SPECIFIC PARK MANAGEMENT PLANS

The general management plan provides the framework for developing and coordinating other more detailed plans and studies for management of the park. These plans, in conjunction with the proposed improvements to facilities, equipment, and staffing outlined in later sections, would provide specific details for the proper documentation, preservation, and interpretation of the park. All of these plans would identify mechanisms for measuring progress and cycles for review and revisions.

Resource Management Plan

A draft resource management plan has been developed by the park. This plan would assess the extent to which the park has met Park Service requirements for cultural resource inventory, evaluation, and documentation, and would identify needed planning, studies, inventories, and preservation treatments for the park's cultural resources.

Acquisition Plan

The park does not have an acquisition plan. A plan would be developed to establish a set of criteria that would define priorities for acquisition. The criteria would be based on the park's enabling legislation, the park's purpose, interpretive themes, exhibit needs, and the "Scope of Collection Statement." The acquisition committee would be responsible for developing this plan.

Collection Management Plan

The park does not have a collection management plan. A collection management plan would be completed to guide management and care of museum objects and historic documents. The plan would identify priorities for actions to stabilize and preserve the collections and to document them so that they can be made available for use by the public. The plan would focus on such issues as the scope of collection, museum records, environmental conditions in storage and exhibit spaces; storage space, equipment, and techniques; object conservation treatment needs; housekeeping; security, fire protection, and emergency management concerns; access and use, staffing, and funding.

Collection Storage Plan

The park does not have a collection storage plan. A collection storage plan would be completed. This plan

TABLE 1: TYPICAL CYCLIC MAINTENANCE

Vessel	Maintenance Activity (see note)	Duration
<i>Alma</i> – scow schooner	Hull type: wood	Yearly
<i>Balclutha</i> – square-rigged ship	Hull type: riveted steel	5 years
<i>C.A. Thayer</i> – schooner	Hull type: wood	2 years
<i>Eppleton Hall</i> – river tug	Hull type: riveted steel	3 years
<i>Eureka</i> – ferry	Hull type: wood/copper sheathed	5 years
<i>Hercules</i> – ocean tug	Hull type: riveted steel	3 years
<i>Jeremiah O'Brien</i> – Liberty Ship	Hull type: welded steel	5 years
<i>Wapama</i> – steam schooner	Hull type: wood	Not applicable
Barge 214	Hull type: welded steel	10 years

Note: A typical maintenance activity for dry-docking a vessel in the fleet, includes, but is not limited to, underwater body (hull) cleaning; inspection; thorough hull fittings (valve) repairs; replacing cathodic protective anodes; and preparing and coating the underwater surfaces with anti-fouling paint.

would focus on solving the park's collection storage problems, providing solutions for problems with existing storage facilities, and guiding renovation of existing space into a storage facility.

Collection Condition Survey

The park has not conducted a collection condition survey. A collection condition survey would be completed. This survey would assess the condition and stability of objects in the collection and identify priorities and recommended conservation treatments for specific objects within the collection.

Exhibit Plan

The park does not have an exhibit plan. An exhibit plan would be completed to guide development of exhibits that support the interpretive themes of the park. It would identify the museum objects and graphics to be exhibited. It would also specify environmental and security needs, special support mounts, construction techniques, and costs for constructing exhibits.

Library Plan

The park does not have a library plan. A library plan would be developed to guide acquisition, preservation, cataloging, and general management of library materials, reference service to library and historic document materials, and relations and responsibilities of the library with the Library Associates. Included or recommended would be a collection development study (analysis of the collection in light of the "Scope of Collection Statement" and the extant literature), as well as a determination in conjunction with the Library Associates as to which functions at what levels constitute core functions of the library (i.e., NPS responsibility) or enhancement of the library (i.e., Library Associates responsibility).

Disaster Plan

The park has a draft disaster plan for the documents and library departments. A more comprehensive plan would be prepared that would identify the park's vulnerabilities to disaster within all divisions, recom-

mend how the effects of disasters could be mitigated or prepared for, detail ways and means of responding, and provide guidance on recovery procedures. Disaster preparedness activities would provide for an organized and immediate response to disaster situations that could not be mitigated to save lives, minimize damage, and facilitate recovery. Training and exercises would be undertaken to enhance preparedness capabilities and identify necessary revisions to the disaster plan. The disaster plan would expand on protection and recovery procedures relevant to all cultural resources, including staff and visitor safety.

Cultural Landscape Report

The Aquatic Park Historic District encompasses the Aquatic Park Bathhouse and associated public artwork, bleachers and basement spaces, concession stand and restroom buildings, east/west speaker towers, seawall, Sea Scout base, State Belt railroad tracks, the integrated landscaped portions of Aquatic Park, the Aquatic Park lagoon and beach, Victorian Park, and the Municipal Pier (outside the boundaries of San Francisco Maritime National Historical Park). A cultural landscape report would be prepared that would inventory, analyze, and evaluate the cultural landscape features and design of the historic district within park boundaries. This information would provide the basis for any recommendations to amend the national register form (contributing/ noncontributing features), suggest treatments for cultural resource preservation, and provide management guidelines for the district.

Interpretive Prospectus

The park's current *Interpretive Prospectus* would require a revision that would be oriented toward implementation of the *General Management Plan*. The revised interpretive prospectus would guide development of interpretive programs to be conducted by the park staff and volunteers, outdoor exhibits and wayside media, museum exhibits, and future programs in support of the park's interpretive themes. It would also provide specific guidance in the preparation of the exhibit plan.

CARRYING CAPACITY

All general management plans are required by Public Law 95-625 to identify visitor carrying capacities. Visitor carrying capacity is defined as the type and level of visitor use that can be accommodated while sustaining the desired resource and social conditions that complement the purposes of the park and its management objectives. For San Francisco Maritime National Historical Park, carrying capacity is a prescription for desired resource and social conditions rather than a prescription for a particular number of visitors. The park would take management actions as necessary to achieve the desired conditions using measurable physical or social indicators.

The two primary areas of concern within the park regarding carrying capacity are Hyde Street Pier and the historic ships berthed at the pier. Carrying capacity cannot be monitored within Aquatic Park because as an urban parkland, visitor access is difficult to control. The carrying capacity of the Aquatic Park Bathhouse (maritime museum) and Haslett Warehouse would be determined by the capacity of the facilities in accordance with applicable city codes for allowable occupancy. The capacity of the Haslett Warehouse would be expanded as the Park Service acquired additional space within the building to expand museum functions.

Hyde Street Pier does not experience capacity problems except during large special events (i.e., Fleet Week, Festival of the Sea, and July 4th). The goal of indicators for the pier would be to ensure an enjoyable and educational experience. Development of indicators for each of the historic ships would be based on protection of the historic fabric and other structural elements of the ships that are subject to deterioration due to use. Interpretive demonstrations (e.g., Sail Raise and Dead Horse Ceremony) produce physical wear and tear to the ship rigging and historic fabric. Food preparation programs create wear and tear on the galley and stove of the *C.A. Thayer* and *Balclutha*. Heavy and continual use by visitors, Environmental Living Program participants, and evening receptions (facility rentals) limit and sometimes prohibits preservation efforts. Based on these indicators, visitor capacities have been established for resources within the boundary of the park. These capacities establish the number of visitors to be accommodated, at any given time, within the following resources areas:

Aquatic Park Bathhouse (Museum bldg.)	175
Hyde Street Pier	1,000
Building E (Library)	35
Historic Vessels	
<i>Alma</i>	45
<i>Balclutha</i>	250
<i>C.A. Thayer</i>	125
<i>Eureka</i>	400
<i>Eppleton Hall</i>	15
<i>Hercules</i>	35

As future conditions warrant, park management could establish additional capacity limits on visitation to protect resources.

SUSTAINABLE DEVELOPMENT

The concept of sustainable development, as defined in the NPS *Guiding Principles of Sustainable Design* (1993), attempts to minimize human impacts on the earth, recognizing that development practices may often deplete natural support systems or lead to the destruction of significant cultural resources. Central to the concept of sustainable development is the idea that all decisions — from initial concept, through design, construction, and operations — must be evaluated in light of the principles of natural and cultural conservation.

Sustainability and Cultural Resources

Sustainability has often been an integral part of the composition of both tangible and intangible cultural resources. Ecological sustainability and preservation of cultural resources are complementary. In large part, the historic events and cultural values that are commemorated were shaped by humankind's response to the environment (NPS 1993). Any form of maritime endeavor is heavily dependent on the interplay of humankind and the natural environment — geographical location, geophysical and climatic influences, and the distribution of trade commodities and resources all contribute to influence maritime culture.

Sustainability and Cultural Resource Management

When a cultural resource achieves sufficient importance that it is deemed significant in human history, it becomes a nonrenewable resource worthy of consideration for sustainable preservation. Management, preservation, and maintenance of cultural resources at San Francisco Maritime National Historical Park would be directed to this end. However, preserving every maritime cultural feature would be impossible in terms of economic burdens to the agency, available energy, required personnel, and other resources (NPS 1993).

Interpretation of maritime technology through features such as hull construction, rig and sail configurations, types of propulsion, and the development of necessary equipment could provide valuable lessons in sustainability. The building of a ship was, for many societies, the ultimate technological expression. How these features functioned, during times when energy consumption was limited, would provide examples of principles applicable to today's efforts to conserve energy.

The historic vessels, buildings, landscapes, and museum objects contain materials from sources that are today endangered. The appearance of certain woods on ships and carved whalebone objects, including scrimshaw, could provide the occasion to discuss the plight of endangered species and the importance of maintaining resources.

Long-term preservation of the park's historic vessels could require the use of increasingly rare and environmentally sensitive timber materials, most notably high-quality Douglas fir. For purposes of structural integrity, durability, and historical accuracy, clear, tight-grained timber would be the preferred material in many preservation applications, a standard that is typically met by procurement of "old-growth" timber. However, as a resource protection agency, procurement of appropriate replacement timber could become increasingly difficult in terms of maintaining a sustainable approach. Options for future vessel preservation projects should include the evaluation of timber acquisition from a number of existing sources, including existing lumber mills, approved U.S. Forest Service harvesting programs, and though not preferred, the use of pre-engineered lumber products.

Similar concerns must also extend to other timber species used, from both foreign and domestic sources. Responsible use of timber material should be part of the overall interpretive program for the fleet of historic vessels.

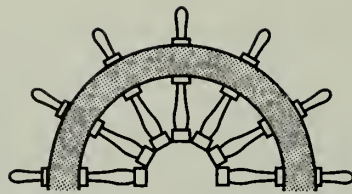
ACCESS FOR VISITORS WITH DISABILITIES

As explained in the NPS *Management Policies*, the National Park Service would provide the highest feasible level of physical access for people with disabilities to historic properties, consistent with the preservation of the properties' significant historical attributes. Access modifications for people with disabilities would be designed and installed to least affect the features of a property that contributes to its significance. Some impairment of features would be accepted when providing access. If it is determined that modification of particular features would destroy a property's significance, however, such modifications would not be made (NPS 1988).

All nonhistoric buildings within the park would be made fully accessible to people with disabilities, and every effort would be made to ensure that providing accessibility to historic buildings would be balanced with maintaining the historic integrity of each structure. All visitor services would be adapted for those visitors with special needs.

Access to the historic ships would be provided to the greatest extent possible and would be balanced with maintaining the historic integrity and structural stability of each vessel. Since 1987, the *Balclutha* has been the most accessible 19th century vessel afloat. Where accessibility would be restricted due to resource protection constraints, an equal visitor experience opportunity would be provided in accordance with the Americans with Disabilities Act.

Access to the Hyde Street Pier, Aquatic Park, Victorian Park, and building E would conform to federal accessibility standards, and accessible parking with adjoining aisles would be next to accessible routes to these park areas.



ALTERNATIVE A (PROPOSED ACTION)

OVERVIEW

Alternative A (the proposed action) would emphasize the preservation and maintenance of the park's resources, such as the fleet of historic ships, small watercraft, and library and archival materials. The park would pursue multiple strategies for major ship restoration work, including continued use of commercial shipyards and development of appropriate agreements for use of the San Francisco Bay Area dry dock facilities.

Existing park facilities would be upgraded to display and preserve the park's collection. Greater use of the park's collection by the public for research and interpretive purposes would be accomplished through the use of additional facilities. Under a partnership agreement, the Haslett Warehouse would be leased to a private developer for rehabilitation for adaptive use as the future maritime museum, visitor contact, NPS headquarters and administrative functions, and commercial use. Initially, the Park Service would use space for interpretive/museum exhibits, visitor contact, and some storage for museum and ship maintenance materials. Remaining building space would be developed for commercial leasing with lease revenues used for preservation of the ships and other park cultural resources. When fiscally possible, the Park Service would obtain additional space for relocation of the park headquarters and administrative offices, and to phase in expansion of future museum exhibits, exhibit preparation and storage, and associated functions.

A distinct, 19th century San Francisco design theme would clearly establish the unique maritime identity of the park. The Hyde and Jefferson Street intersection would become the focal point for drawing visitors to the park. This area would be redesigned to enhance pedestrian access and visibility of the pier and historic ships and to expand the interpretive opportunities. Visitors would be guided by visual, physical, and interpretive connections between all the park's primary elements (Hyde Street Pier, Haslett Warehouse,

Aquatic Park Bathhouse, Victorian Park, and building E). In addition to information regarding park facilities and programs, visitors would be encouraged to experience other related sites in the Bay Area (see Alternative A map).

CULTURAL RESOURCE MANAGEMENT

Historic Ships Management

Major ship preservation and restoration work that requires shipyard services or dry dock facilities would continue to be contracted to commercial shipyards. This action could be supplemented by establishing appropriate agreements for use of facilities (dry docks, pier services, equipment, utilities) with private or public facility owners, particularly if commercial shipyard facilities become unavailable. These uses would include short-term activities and long-term ship preservation and restoration projects.

The AFDL-38 floating dry dock (owned by the park) would be retained and used as an additional ship repair berth (except for *Eureka* and *Wapama* barge 214, which are too large) at facilities available through agreement. The AFDL-38 would continue to be leased to private contractors to maximize its use, minimize its maintenance costs, and generate revenue for use as an operations and maintenance fund.


Topside maintenance of the ships would continue to be provided by Park Service riggers, deckhands, and shipwrights with assistance of volunteers at the Hyde Street Pier. Maintenance functions would be centered on the pier. The multipurpose building on the pier would provide workshop and storage space to support daily shipwright activities, as well as provide office space for the ships' manager and interpretive rangers. It would also reduce the need for shop activities on the ships.

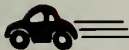
LEGEND

 San Francisco Maritime National Historical Park Boundary

 Public Parking Location


 Public Transit Stop Location

 Park Sign/Identity Location

 Through Traffic Route

 Deflected Traffic and Parking

 Pedestrian Pathway

 Permanent Park Use Structure

 Accessory Structure

Building E

- Use building E for maritime library, historic documents collection, photo lab, and Library Associates

Forepier / Entry

- Redesign entrance to pier to improve visibility and visitor access
- Provide accent to forepier (Hyde and Jefferson Streets) through paving treatments, signs, and street furnishings
- Relocate the maritime bookstore to the northeast corner of Victorian Park as part of a new public plaza
- Deflect through-traffic away from Hyde and Jefferson Streets during peak visitation to improve pedestrian circulation and safety

Maritime Museum / Haslett Warehouse

- Rehabilitate building to provide for expanded maritime museum, park administration/headquarters offices, visitor contact center, and tenant lease opportunities



0 100 200 300
scale in feet



Proposed Action

ALTERNATIVE A

San Francisco Maritime National Historical Park

U. S. Department of the Interior
National Park Service
DSC/March '96/350/20,018





Rigging and deckhand space would also be provided adjacent to the pier in leased space in the fisheries building or other facility if made available by the Port of San Francisco. Maintaining these functions at the pier would not only be convenient for work on the ships but would provide a valuable interpretive opportunity for visitors to observe the tasks and specialized skills necessary to preserve the vessels.

The shipwright functions that typically entail larger pieces of work, machinery, and space would be located at the Presidio and, if needed, at dry dock facilities used for major shipwork procured for Park Service use through appropriate agreements.

Historic Ships Treatment

The *Alma*, *Balclutha*, *Eureka*, *Hercules*, *C.A. Thayer*, and *Eppleton Hall* would all be berthed for public display at Hyde Street Pier. Visitors would be able to board all the vessels. The Lewis Ark houseboat would be preserved as an exhibit adjacent to the pier and placed out of the water on a support structure.

The *Wapama* would be retained on barge 214 as an interpretive display vessel. The ship would be relocated to a Bay Area site with compatible land uses, high visibility, and greater potential for visitation, such as Pier 32, Treasure Island, or Mare Island (Vallejo). Minimal measures to slow down *Wapama's* deterioration would be implemented, but the vessel's underlying structural decay would not be addressed. At such time that the *Wapama* could no longer be maintained in a safe condition, the ship would be dismantled.

Eventual dismantling of *Wapama* would be an adverse effect on a national historic landmark. The National Park Service would consult with the Advisory Council on Historic Preservation and the California State Historic Preservation Officer according to section 110(f) of the National Historic Preservation Act and 36 CFR 800, "Special agency requirements for National Historic Landmarks," on ways to minimize this loss. A memorandum of agreement would be developed specifying appropriate mitigating measures. Besides recording the vessel to Historic American Buildings Survey / Historic American Engineering Record standards, measures would include salvaging parts of the vessel for interpretive and research purposes. Because the vessel is a national historic landmark, the memorandum of agreement would be

reported by the advisory council to the president, the Congress, the secretary of the interior, and the director of the National Park Service.

The *C.A. Thayer* would be restored. Marine experts believe that enough of her original structure can be saved to justify restoration, unlike *Wapama* whose timbers are too rotten to be retained. Another factor in the *Thayer's* favor is her relatively small size when compared with a vessel like *Wapama*. Although restoration would be a major undertaking requiring several years of planning and effort, the National Park Service believes it would be reasonable and feasible. Modern preservation techniques such as the use of borate rods in timbers would help prevent the development of dry rot in the future.

In addition to being easier to maintain, interpretation of a restored *Thayer* would be enhanced because she would more accurately represent her condition during her working days.

The *SS Jeremiah O'Brien* has been under charter to the National Park Service by the Maritime Administration Bureau, Department of Transportation. Under an agreement with the National Park Service, the vessel has been successfully operated and maintained by the private nonprofit National Liberty Ship Memorial at a location away from the park. Park Service involvement in the preservation of the vessel is no longer necessary, and the Park Service would not renew the charter with the Maritime Administration Bureau. The bureau would be encouraged to charter the vessel directly to the memorial. The Park Service would formally recommend that the secretary of transportation not transfer the *SS Jeremiah O'Brien* to the Park Service.

Table 2 outlines the treatment goal and use for each historic vessel.

Collection Facilities

Building E at lower Fort Mason would continue to house the library and historic document collection and provide space for all functions of the library and historic documents department, including accessioning, preservation, storage, processing, cataloging, reference services, public programs, and administration. The photo lab would be relocated to building E to consolidate the historic documents department. The Library Associates would be relocated to building E

TABLE 2: ALTERNATIVE A – SUMMARY OF TREATMENT AND USE OF VESSELS

Ship	Treatment	Use
<i>Alma</i> – scow schooner	Preservation	Operating condition
<i>Baldutha</i> – square-rigged ship	Preservation	Stationary floating exhibit
<i>C.A. Thayer</i> – schooner	Restoration	Stationary floating exhibit
<i>Eppleton Hall</i> – river tug	Preservation	Limited operating condition
<i>Eureka</i> – ferry	Preservation	Stationary floating exhibit
<i>Hercules</i> – ocean tug	Preservation	Operating condition
<i>Jeremiah O'Brien</i> – Liberty Ship	Recommend to secretary of transportation that ship not be transferred to National Park Service	Encourage continued operating condition through National Liberty Ship Memorial
<i>Wapama</i> – steam schooner	Maintain as long as possible without addressing underlying deterioration	Stationary exhibit on floating barge; in the event the vessel becomes unsafe, dismantle according to National Historic Preservation Act. Salvage contributing features for interpretive use and research value.
<i>Lewis Ark</i> – houseboat	Preservation	Exhibit adjacent to Hyde Street Pier, supported out of water

Note: The definitions of types of use are as follows: Operating condition – vessel regularly operated through water under own power; Stationary floating exhibit – vessel afloat at pier; Limited operating condition – vessel rarely operated through water under own power. Public access would be restricted from vessels while in operation because of rating constraints, safety requirements, and Coast Guard regulations. These vessels would be used for public relations purposes, visibility, outreach programs, and preservation of maritime skills.

to consolidate library functions. The collections management department would be relocated elsewhere. To further support expansion for the above uses within building E, the park would explore options to relocate the park headquarters and administrative offices to another facility until they could eventually be moved to office space in the rehabilitated Haslett Warehouse (see Haslett Warehouse Development Concept Plan map). Building E would be upgraded to meet seismic safety requirements and to provide appropriate environmental conditions and equipment to house and use the variety of library and archival materials.

Storage for the park's artifact and small watercraft collection and work space for the collections management department would be consolidated in a building at the Presidio or other offsite location. The building would also be improved as necessary to meet seismic safety requirements and provide adequate environmental controls and equipment for those functions. Additional offsite space for overflow storage (less often used) or larger collection items, library

materials, and historic documents would be maintained at one or more offsite locations (such as the Presidio, San Bruno warehouse, and East Fort Baker building 670 as needed). Storage facilities for nitrate cellulose negatives from San Francisco Maritime National Historical Park and Golden Gate National Recreation Area would be relocated to storage space at the Presidio or some other repository facility.

VISITOR USE AND DEVELOPMENT

Design Theme

The primary entrance into the park would be centered around the intersection of Hyde and Jefferson Streets, which would function as an informal pedestrian plaza with emphasis on San Francisco's maritime heritage. The identity of the San Francisco Maritime National Historical Park would be clearly established through the careful placement of park signs and the use of a distinctive 19th century San Francisco design theme. The signs would be located so visitors could easily see

them when entering the park from Hyde or Jefferson Street, Beach Street, or from Van Ness Avenue/Fort Mason. The entrance signs and thematic design elements would serve to draw visitors to Aquatic/Victorian Park, Haslett Warehouse, and the historic ships berthed at Hyde Street Pier.

Other park focal points with improved signs would be developed in Aquatic Park at the entrance on Beach and Larkin Streets, at the entrance to the promenade at Van Ness Avenue, and at building E for visitors using the library and historic documents. A park sign would also be placed on the offshore end of Hyde Street Pier to inform boaters and ferry passengers of the park's location.

The 19th century design theme would be compatible with the architectural style of the Hyde Street Pier, Haslett Warehouse, and Victorian Park. The theme would be reflected in design guidelines for such elements as benches, light fixtures, railings, pier decking and street paving materials, signs, banners, graphics, and new or replacement structures on the pier. The design of these features would be compatible

with the historic setting. Particular care would be used not to detract from the streamline modern style of Aquatic Park Bathhouse and the other features of Aquatic Park. The connection between the primary park facilities would also be established through the use of visual, interpretive, and landscape elements that would encourage and guide pedestrian circulation between these areas.

Offsite design elements would also be considered to promote the presence of the park to the millions of tourists who visit the Fisherman's Wharf area. Park identity and information would be coordinated with local agency efforts to provide visitor information, amenities, and improvements within the Fisherman's Wharf area.

Access and Circulation

Pedestrian access into the park through the Hyde and Jefferson Streets intersection would be enhanced by restricting vehicular traffic and parking during peak visitation hours (10:00 a.m. – 4:00 p.m.) on weekends



Haslett Warehouse — Streetscape Concept
by Rodger Zeman, San Francisco, CA

and during the peak use season. The intersection would function as an inviting, pedestrian-oriented plaza. During that time through-traffic and parking would be eliminated from Hyde Street between Jefferson and Beach Streets and from Jefferson Street between its west terminus and Fish Alley. Through-traffic would be deflected out of the wharf area on Leavenworth Street at the Cannery instead of on Hyde Street. The existing San Francisco Municipal Railway (MUNI) transit route would be maintained at the Hyde Street/cable car stop. Vehicular access and parking for commercial traffic to Fish Alley businesses, swimming and rowing club members, and the public would not be altered before and following the peak visitation timeframe. All parking restrictions and traffic deflection proposals would be coordinated with the appropriate department of the city of San Francisco.

Approximately 35 public parking spaces would continue to be available along west Beach Street adjacent to the south side of the Aquatic Park Bathhouse. Approximately 105 public parking spaces would be maintained on lower Van Ness Avenue within the park. These spaces would be designated with 4-hour parking limits during peak visitation hours to allow more available space for visitors.

The park and Fisherman's Wharf area in general are highly accessible by various forms of mass transit (MUNI transit lines/cable car and F line). The park would work cooperatively with the city of San Francisco and local business interests to encourage local residents and visitors to use these alternative forms of transportation.

Parkwide Interpretation and Education

The visitor experience for the park would be based on the identified vision and mission statements, park purpose, interpretive themes, and significant resources. The maritime history, objects, and overall park scene would be enhanced through an expanded and varied interpretive program.

Under an expanded interpretive program, the Haslett Warehouse would become the park's primary museum exhibit facility in the future. Hyde Street Pier would continue as the primary interpretive location with increased opportunities for interpretation of the historic ships, small watercraft, and associated maintenance activities. Ship work and maintenance

would be interpreted where appropriate, including if feasible, at any offsite dry dock facilities. Redesigned and improved signs along with new interpretive exhibits would enhance the links between all the park facilities.

The park's library and historic documents departments represent a valuable interpretive resource to visitors who are motivated to explore deeper into maritime history. Researchers use these sources to disseminate information about maritime history through books, articles, films, videos, and other products that reach many people who never visit the park. Improved pedestrian and/or transit access and directional signs from the Haslett Warehouse/Hyde Street Pier/Aquatic Park area would be used to encourage visitors to make use of these facilities. Informational and interpretive media at the maritime museum (proposed at the Haslett Warehouse) and/or the Hyde Street Pier also would inform visitors about the activities and programs offered at the library.

The library would continue to make significant contributions to the museum's interpretive program through special programs and lectures provided by the Library Associates. Some of these programs would make use of the theater facilities proposed in the Haslett Warehouse building and the redesigned forepier area at Hyde Street Pier.

The library and historic documents also would continue to serve as a primary resource for the park's interpreters.

Interpretive programs at the park would continue to include a wide variety of regularly scheduled talks, tours, demonstrations, musical programs, and evening activities. The park would supplement these activities through special events, guest lectures, seminars, classes, and workshops (many offered through friends' groups and the cooperating associations). The Environmental Living Program conducted at Hyde Street Pier by the National Maritime Museum Association would continue. In addition *Alma*, *Hercules*, *C.A. Thayer*, *Eppleton Hall*, and park small water-craft would continue to be used for special interpretive excursions, which would carry the mission and interpretive messages of the park to different ports around the Bay Area.

Interpretation staff would be supplemented by continuing and expanding the park's volunteer and

docent program. Currently, volunteers and docents provide site interpretation, highlight tours, demonstrations of maritime music, arts, and skills, living history programs, and staffing of the museum information desk. An expanded volunteer and docent program would include more costumed interpreters and the development of a demonstration team, which would perform such complex demonstrations as sail handling, work aloft, and breeches buoy rescues. The National Maritime Museum Associates would take a more active role in providing interpretive programs for the park.

Each of the major interpretive sites would offer an information/orientation function. In addition to information regarding park facilities and programs, visitors would be encouraged to experience other related sites in and around the Bay Area. Travel and tour information to other Bay Area sites would be provided to expand visitor appreciation of the region (e.g., Fort Mason, Presidio, Ferry Building, Cable Car Museum, GGNRA, SS *Jeremiah O'Brien*, and USS *Pampanito*).

More specific interpretive elements are discussed under the following development concept plans for each of the major visitor use areas of the park.

Education and training in maritime skills and technology would be supported by the park. Ship preservation facilities would support this activity and would function in part as a training center. A program of training in maritime skills directed at staff, volunteers, and the public would be pursued, both to ensure the ongoing availability of these crafts for preservation of park resources and as a part of the overall educational mission of the park. Training would also be pursued through the National Center for Preservation Technology and Training (NCPTT) Presidio Training Center. In cooperation with the San Francisco Sea Scouts the park would also explore options with several organizations to provide sail training at the Sea Scout base.

Hyde Street Pier Development Concept Plan

The Hyde and Jefferson Streets intersection would be a focal point for drawing visitors to the park; the area would be redesigned to enhance pedestrian access and open views to the pier. Vehicular traffic would be restricted in this area during peak visitation hours. As

part of this design concept the maritime bookstore would be relocated from the forepier to the southwest corner of the intersection. A pedestrian access and grand stairway would permit visitors direct access to and from the cable car turnaround from the intersection. The 19th century design theme would distinguish this area from the surrounding urban space, and the plaza and forepier/entry to Hyde Street Pier would be integrated through common paving treatments, signs, nautical theme-lighting, and street furnishings. (See Alternative A — Hyde Street Pier DCP map.)

The Hyde Street Pier would continue as the primary interpretive area for the park's fleet of historic ships. The forepier would be redesigned to create an inviting entry to the pier by opening up views toward the ships and providing space for visitor circulation and interpretive activities. Views and access would be improved by relocating the bookstore away from the pier. Some of the large artifacts, such as the *George Shima* and *Sea Fox* wheelhouses and *Petaluma* paddle wheel would be relocated on the pier so as not to obstruct views of the ships, or they would be placed in storage until they could be exhibited at the maritime museum in the Haslett Warehouse. The swimming and rowing clubs would remain adjacent to the forepier. However, the two clubs would be encouraged to modify the facade of their buildings on Jefferson Street to an architectural style that would complement the Victorian design theme for the pier and Victorian Park.

The forepier would provide an action-oriented scene where visitors could encounter demonstrations, musical programs, talks, or conducted tours. Seeing and hearing these activities from the entrance also would attract visitors onto the pier. The fee collection/entrance station would be relocated to the far end of the forepier. Visitors already drawn onto the forepier would be able to clearly see the ships and associated activities further out on the pier.

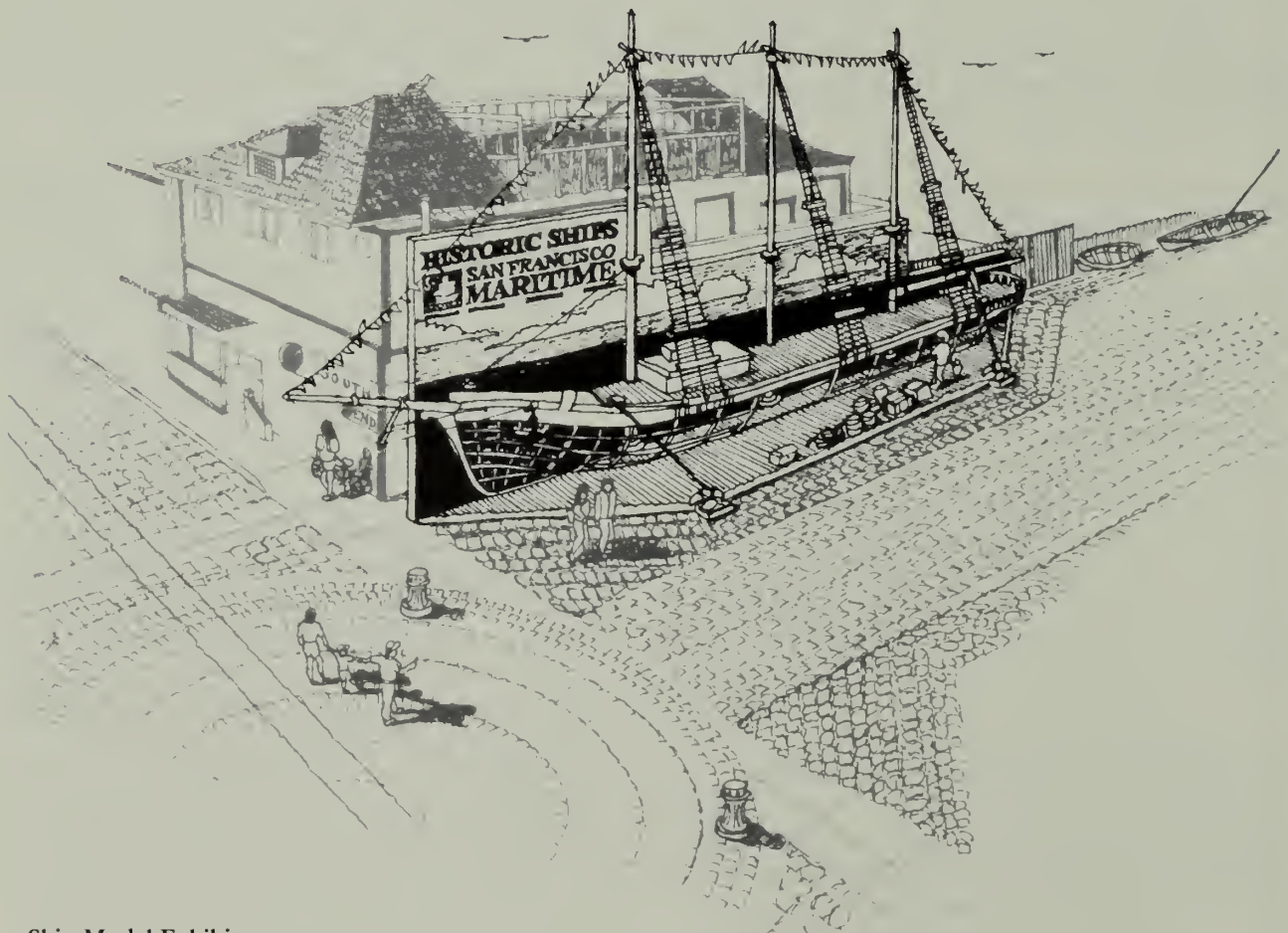
Visitor circulation would be directed along the west side of the pier to an interpretive zone that would include interpretation of crafts, maritime life, and ships' maintenance activities. The small craft shop, multipurpose building (maintenance shop, space for shipwrights, ships' manager, and interpretive ranger offices) and Tubbs building (Environmental Living Program) would be maintained along the east side of the pier. The commercial fishing fleet and Fisherman's

Wharf would serve as a backdrop to this arrangement, while retaining views of the Bay.

The small craft shop would be replaced with an improved structure designed to complement the pier theme and avoid obstructing views of the ships. Options would be explored by the Park Service with the swimming and rowing clubs to interpret some of their activities and small craft on the Hyde Street Pier.

Because the historic ships are the primary attractions and resources of the park, they would be maintained in their current berthing arrangement at the pier. The interpretive media and programs associated with them would provide visitor understanding and appreciation of each vessel, the vessel type it represents, and the role each played in the Pacific Coast and San Francisco's maritime history. This would include not only the physical aspects of each ship but also the human elements related to their operation.

The multipurpose building would be maintained on the pier to support essential topside ship maintenance functions, with many ship maintenance activities conducted in full view of the visiting public. Vessel damage control — equipment to assist with fire, flooding, or other emergencies — would also be located within or adjacent to the multipurpose building on Hyde Street Pier. In addition, leased space adjacent to the pier (fisheries building) would be sought from the Port of San Francisco to provide for rigging loft, rigging staff, and deckhand staff maintenance needs. These activities would provide interpretive opportunities to help visitors appreciate the myriad of tasks and special skills required to preserve the vessels. The Lewis Ark would be preserved and interpreted as an exhibit adjacent to the pier. In addition, *Alma*, *Epplenton Hall*, *Hercules*, *C.A. Thayer*, and small watercraft would be maintained in operational or limited operational condition and would serve as interpretive ambassadors for the park by making training excursions to various ports in the Bay Area.

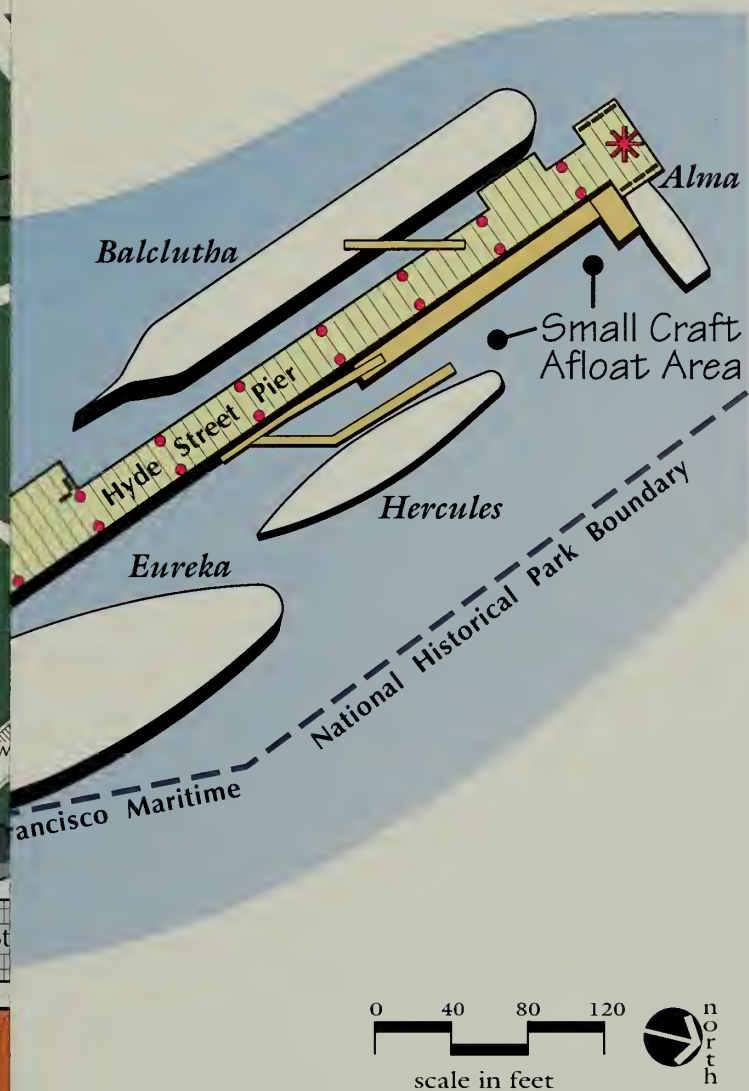


Ship Model Exhibit

Hyde Street Pier — *Forepier Entry Concept*, by Philip Thys, National Park Service

Forepier / Entry

- Provide a dramatic entry feature on the forepier such as a ship exhibit
- Redesign the pier entry space to provide for interest through paving treatments (block pavers), improved signs, and theme lighting
- Improve visitor access and views to the historic ships by removing/relocating some of the large maritime artifacts



Concept

- The Hyde Street Pier would continue to serve as the primary interpretive display location for the historic ships. Views to the pier would be opened up by removing nonessential structures and by redesigning the forepier to improve visitor interest and access. Facilities would be provided for the support of essential ship preservation functions

Hyde and Jefferson Street

- Provide an improved visitor activity area by through-traffic to exit on Leavenworth Street
- Eliminate parking from Jefferson Street between Fish Alley and the west end and from Hyde Street between Jefferson and Beach Streets, during visitation periods (i.e., 10:00 a.m. - 4:00 p.m.)

Proposed Action

ALTERNATIVE A

HYDE STREET PIER

Development Concept Plan

San Francisco Maritime
National Historical Park
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Forepier / Entry

- Provide a dramatic entry feature on the forepier such as a ship exhibit
- Redesign the pier entry space to provide for interest through paving treatments (block pavers), improved signs, and theme lighting
- Improve visitor access and views to the historic ships by removing/relocating some of the large maritime artifacts

Victorian Park

- Preserve open space use and views to bay and ships
- Relocate the maritime bookstore building to the northeast corner of the park; redesign existing seating as part of a new Victorian seating plaza and grand stairway to the cable car turnaround
- Retain and preserve remaining park open space, views, and landscaped areas

Balclutha

Small Craft Afloat Area

Hercules

Eureka

C.A. Thayer

Lagoon

Interpretation/
Demonstration
Areas

Ticket Booth

Restroom

Tubbs bldg.

Portable Refreshment Stand

Multipurpose Bldg.

Small Craft

Rigging Loft (adaptive use)

Lewis Ark

(create structural support to provide access directly from pier)

Proposed Hyde Street Harbor (Port of S.F.)

Maskell Marine bldg.

Fish Alley

Display Areas

Rowing and Swimming Clubs

Maritime Bookstore

Cable Car Turnaround

Grand Stairway

Plaza

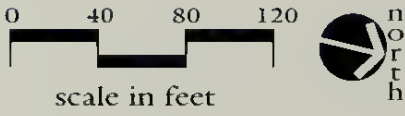
Hyde Street

Jefferson Street

Beach Street

Haslett Warehouse bldg.

Future location of maritime museum/
park administration/headquarters
visitor contact center and
tenant lease adaptive use.



Concept

- The Hyde Street Pier would continue to serve as the primary interpretive display location for the historic ships. Views to the pier would be opened up by removing nonessential structures and by redesigning the forepier to improve visitor interest and access. Facilities would be provided for the support of essential ship preservation functions

Hyde and Jefferson Streets

- Provide an improved visitor activity area by deflecting through-traffic to exit on Leavenworth Street
- Eliminate parking from Jefferson Street between Fish Alley and the west end and from Hyde Street between Jefferson and Beach Streets, during peak visitation periods (i.e., 10:00 a.m. - 4:00 p.m. in summer)

LEGEND

- - - San Francisco Maritime National Historical Park Boundary
- * Park Signs/Identity Location
- Theme Lighting
- Existing Tree
- Proposed Tree
- Permanent Park Use Structure
- ▨ Accessory Structure

Main Pier

- Retain Tubbs building, multipurpose building (ships' maintenance shop, ships' manager, interpretive ranger, and shipwrights), and small craft shop functions on pier
- Retain the Environmental Living Program in the Tubbs building
- Redesign main pier to provide access to the Eppleton Hall and Lewis Ark, and to provide a viewing area at the end of the pier
- When available, adaptively use the fisheries building for a rigging loft/deckhands space

Proposed Action

ALTERNATIVE A
HYDE STREET PIER
Development Concept Plan

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The portion of the pier adjoining the historic ships would be more than a thoroughfare to access the ships. Physical elements would be added to demonstrate various pier activities and to make functional associations with the ships. These could include examples of different types of cargo, marine supplies, and machinery for loading and unloading vessels. These furnishings would relate to each vessel and help visitors understand their primary functions. Physical features of the pier (i.e., decking, railings, and lighting) would be compatible with the late 19th century ambiance. Interpretive media (such as wayside exhibits) would also reflect this period design, and improvements would be made to allow visitors to board all the ships. Because the ferry *Eureka* is the only vessel with a direct historical connection to Hyde Street Pier, its mooring position and gangway ramp would be maintained close to its historic appearance.

Haslett Warehouse Development Concept Plan

The long-term goal of the Park Service is to relocate the maritime museum to the Haslett Warehouse and use it as the primary museum exhibit facility, as well as the park's headquarters/administration and visitor contact. To make this goal economically feasible, a partnership agreement would be developed to lease the building on a long-term basis to a private developer who would be responsible for rehabilitating the building for a combination of Park Service and commercial lease uses. Permitting commercial investment in the building would relieve the Park Service of funding the rehabilitation costs and would allow the improvements to begin in a shorter timeframe, as the estimated rehabilitation costs would be approximately \$18–19 million. This would allow public use of the building, while preserving its significant historic characteristics and features.

Initially, the Park Service would occupy a portion of the first and second floors along the northwest corner of the building to provide for interpretive/museum exhibits, visitor contact, and some storage for museum and ship maintenance materials and equipment. The visitor contact/reception area and exhibit space would provide information, orientation, and interpretation and would be accessible from a primary entrance on Jefferson Street. Signs and other street improvements would attract visitors to the entrance, which would be compatible with the historic structure of the ware-

house and the surrounding area. Introduction of a visitor use function into the Haslett Warehouse would further promote the visitor use/park entrance concept focused around the intersection and entrance to Hyde Street Pier. Remaining building space would be used for various commercial leasing opportunities, with an emphasis on uses compatible with surrounding commercial uses. A portion of the revenue generated from the commercial lease space would be returned to the park and would be used for preservation of the historic ships and other park cultural resources.

The partnership agreement would address rehabilitation and maintenance lease arrangements and timeframes on the lease. The agreement would also ensure compliance with regulations for leasing of historic structures. The lease would include provisions for the Park Service to acquire additional space for expansion of museum functions and eventual relocation of park headquarters. Incremental expansion within the Haslett Warehouse would be done for museum exhibits, exhibit preparation and storage space, and associated functions as needed and as funding allowed. This funding for the design of the museum and construction of new exhibits and other structures could be provided through the Park Service or outside sources such as donations or fund-raising activities sponsored by the National Maritime Museum Association, or other nonprofit organization (see Alternatives A and B – Haslett Warehouse DCP map).

Exact space allocation within the building and the amount of lease revenues payable to the Park Service would depend on the actual terms of the partnership agreement and would be based in part on the financial feasibility of the developer to cover operating costs plus generate enough of a net operating surplus to cover capital cost (debt service) and provide a return on investment (profit). It would also involve balancing the acquisition of additional NPS space in the building with receiving greater lease revenues from the developer, which would be used to preserve park resources.

The proposed conceptual adaptive use plan and structural strengthening scheme for the Haslett Warehouse would comply with the *Secretary of the Interior's Standards for Rehabilitation of Historic Structures*. In addition, use of the warehouse would provide the opportunity for enhanced display and preservation of many historic maritime artifacts, which would not be possible at the Aquatic Park Bathhouse and Hyde Street Pier. Spatial design concepts have

been developed to evaluate possible approaches toward using the building. The creation of atrium space is considered critical to the adaptive use of the building. This would require the removal of portions of the post-and-beam system; however, museum use could be designed for the columns to remain exposed throughout the exhibit areas, which would retain the character of the original interior. The museum exhibit areas would allow the visual character of the large interior spaces to be retained and would provide multilevel space for display of large maritime artifacts. While the large atrium spaces represent a major alteration to the building, the significant features and characteristics of the original structure would be preserved.

Seismic strengthening of the building would be designed to meet all applicable seismic and life/safety codes to minimize loss of life and potential damage to the historic structure and its contents. The structural strengthening scheme would also be designed to be compatible with the character of the original building as well as to preserve its significant features. For example, structural steel frames could be used for

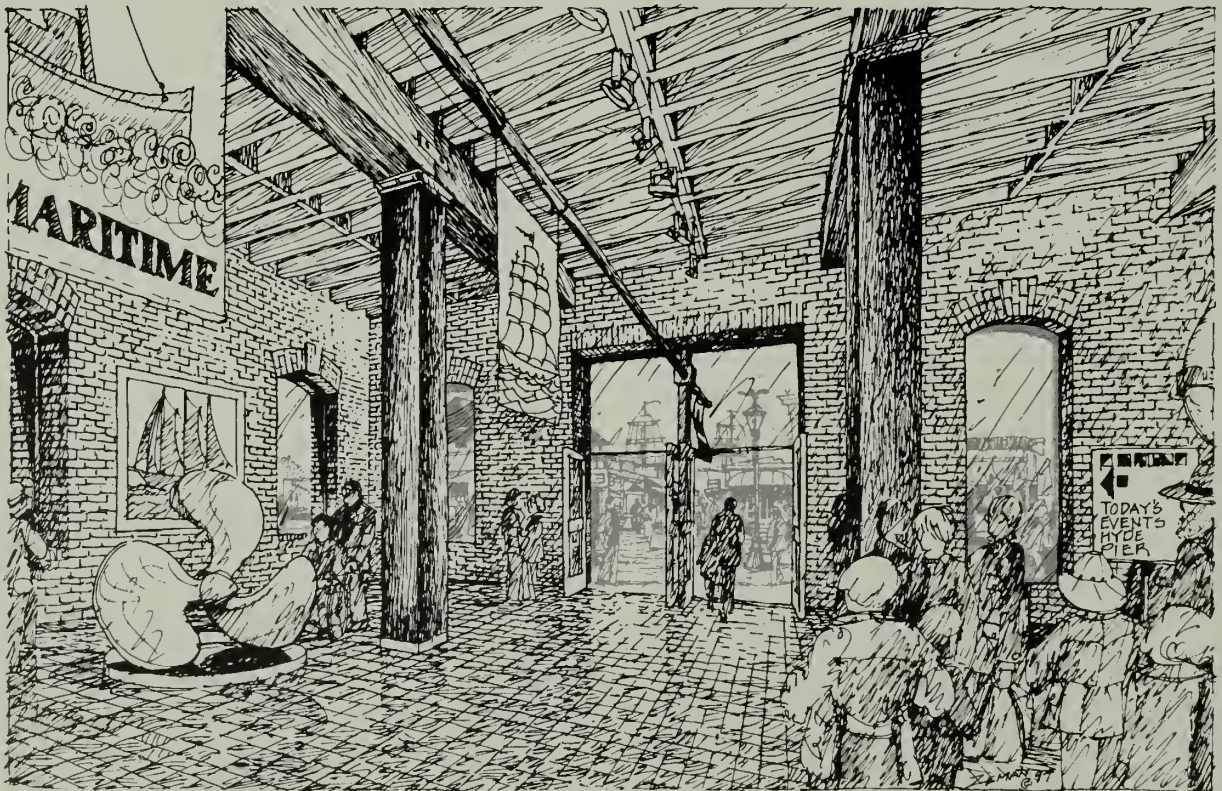
vertical and primary horizontal diaphragms to retain the exposed brick walls and wood floor system.

Haslett Warehouse — Maritime Museum

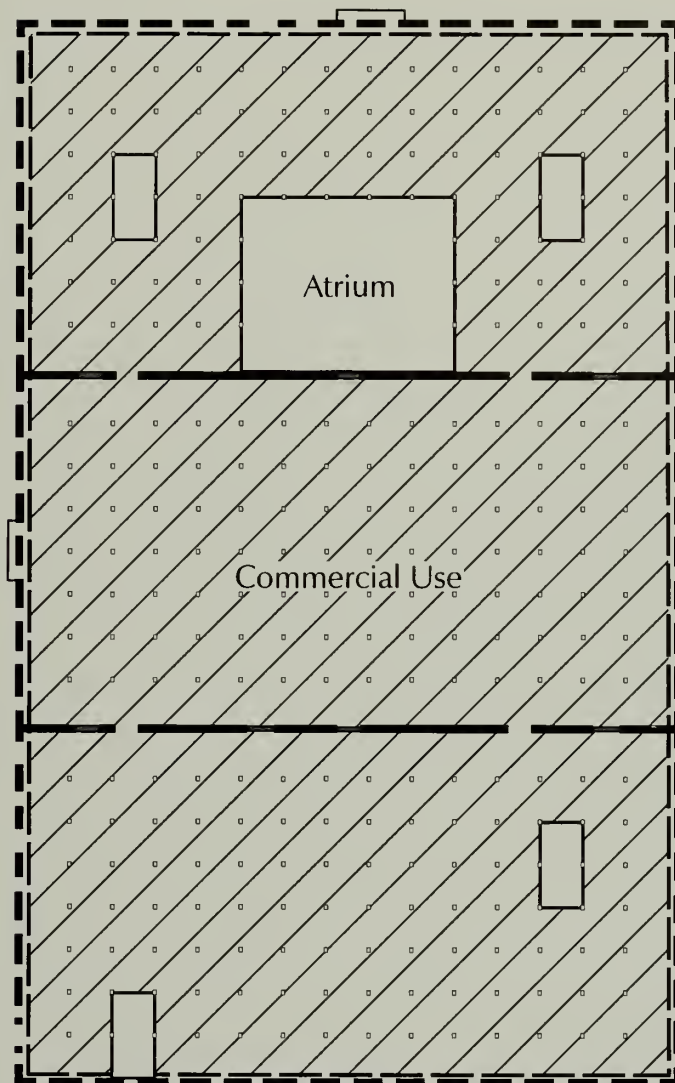
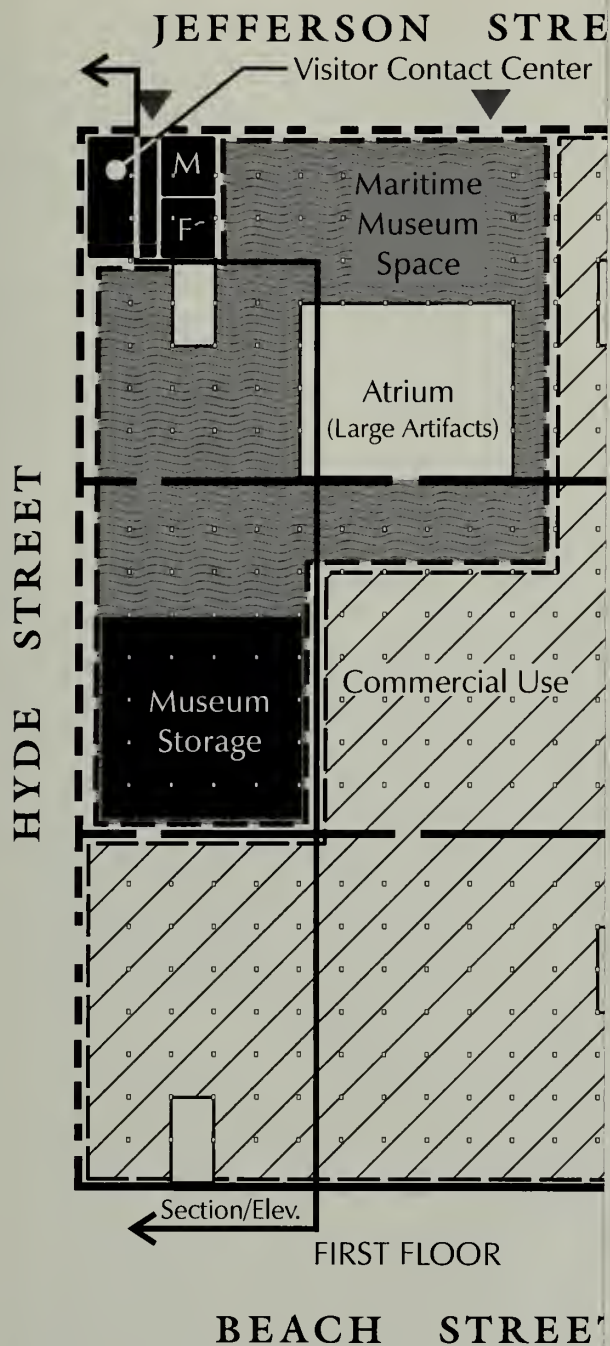
Interpretive Concepts. The following sections describe the functions and concepts for the interpretive elements of an enhanced maritime museum within the Haslett Warehouse and provide a framework for sequencing the visitor experience. These concepts would be expanded in a revised *Interpretive Prospectus*, which would include emphasis on an enhanced maritime museum in the Haslett Warehouse.

Transition Zones — Upon entering the museum building visitors would encounter a maritime environment of an earlier time. These entry area displays, perhaps in the form of period furnishings, would have interpretive value, but their primary purpose would be to create a mood and generate a curiosity to explore further.

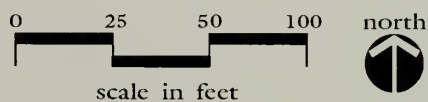
Information/Orientation — The transition displays would lead to an area where visitors could obtain information about touring the museum and other



Haslett Warehouse — *Museum Lobby Concept*
by Rodger Zeman, San Francisco, CA



FOURTH FLOOR



Note: Each floor is approximately 50,000 s.q. f.t. of floor space

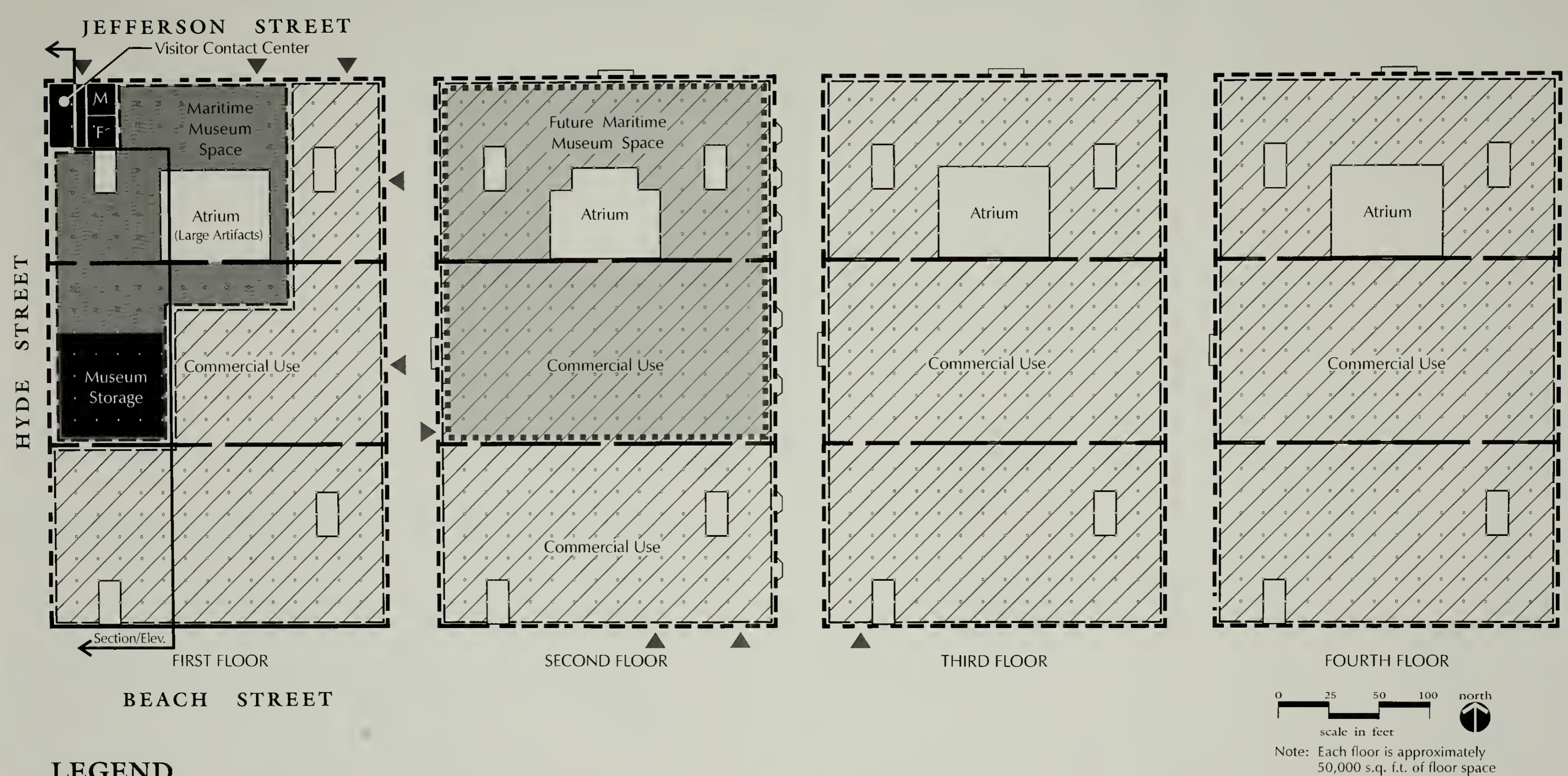
LEGEND

- NPS Immediate Use
- NPS Future Use
- Commercial Use
- Potential Elevator/Stairwell Location (typical)
- Entrance Points

ALTERNATIVES A & B HASLETT WAREHOUSE Development Concept Plan

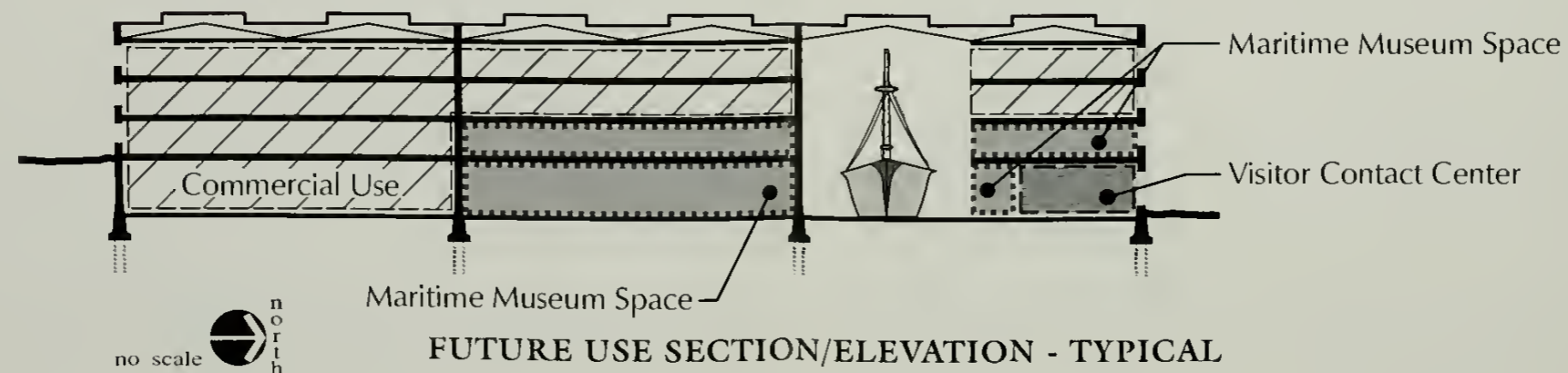
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LEGEND

- NPS Immediate Use
- NPS Future Use
- Commercial Use
- Potential Elevator/Stairwell Location (typical)
- Entrance Points



ALTERNATIVES A & B HASLETT WAREHOUSE Development Concept Plan

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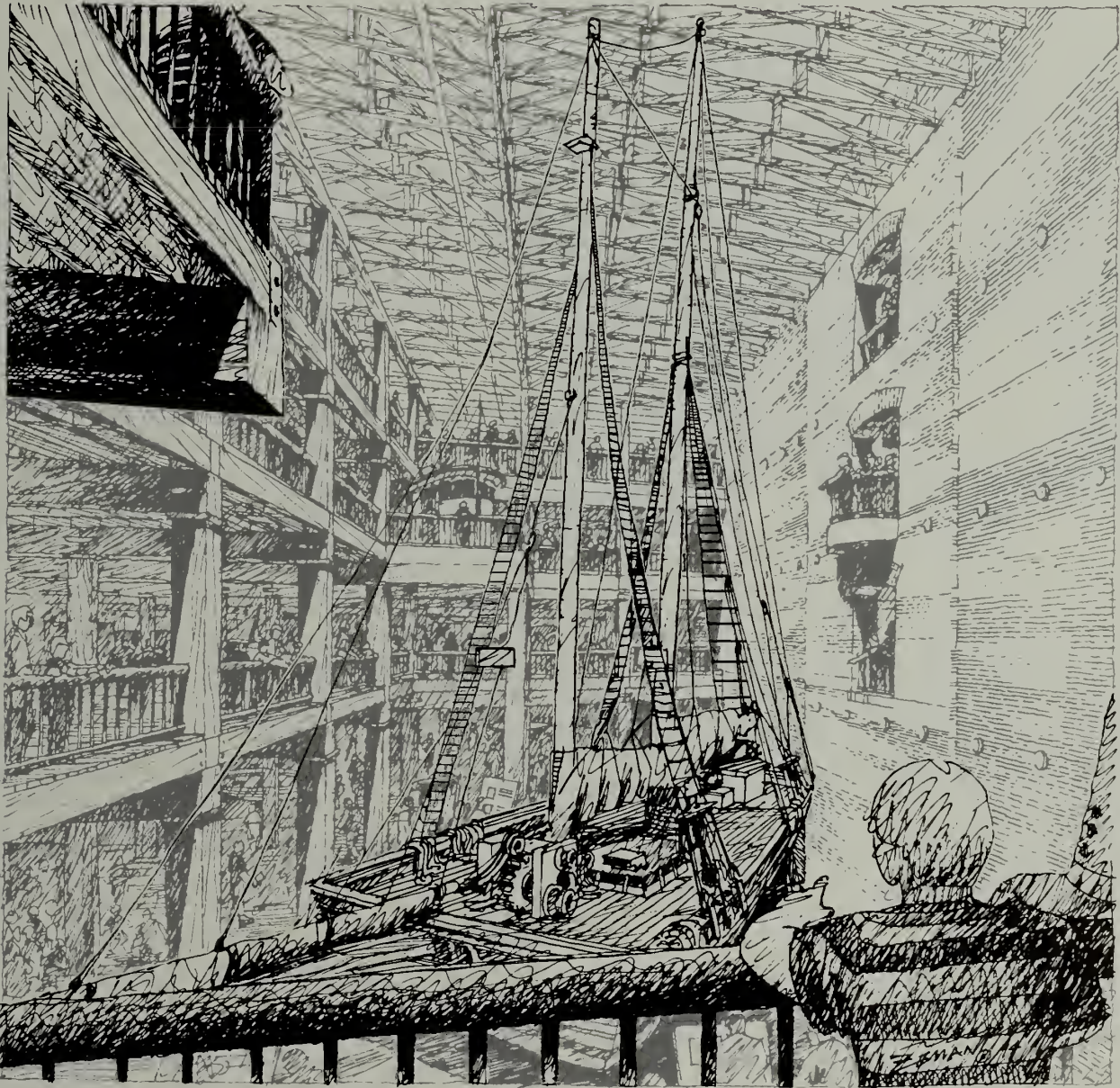


units of the park (i.e., the ships, library/ archives). Lobby space would allow groups to assemble for special tours and other activities. Restrooms would be nearby, and access (including elevators for disabled accessibility) would be provided to the other floors.

Exhibits — Each of the primary interpretive themes could be introduced in a core exhibit area, which would give visitors an overall picture of the park's maritime theme and history. The core exhibits would focus on each major theme but also show basic

interrelationships between them. Visitors could then choose the elements of maritime history that most interested them and go to the areas that explored that theme in more detail.

Most of the exhibit space in the Haslett Warehouse would be devoted to presenting specific elements of the interpretive themes. Each theme would be represented by permanent displays, with some or all being supported by traveling or changeable exhibits that could be closed off between shows.



Haslett Warehouse — *Display Atrium Concept*
by Roger Zeman, San Francisco, CA

The exhibit areas would be dynamic, incorporating multimedia and hands-on activities. While the emphasis would be on displaying original objects, the use of reproductions, for example, would allow for hands-on activities. It also would allow for the interpretation of topics for which few objects exist or which are not suited for exhibit display medium.

Some objects in the park's collection would represent a combination of themes; therefore, certain groups of objects would remain together as a collection, which would be displayed in designated exhibit areas.

Theater — An important component of the maritime museum would be a theater showing films that center on significant aspects of San Francisco and Pacific Coast maritime history. The films could present historic events in chronological sequence or introduce conceptual topics such as the worldwide significance of maritime activities with ties to San Francisco.

The theater could show other films and videos in the park's collection and special audiovisual presentations developed by the staff. Off-hour lectures, seminars, dramatic presentations, and other programs could also be offered in the space.

The theater initially would provide seating for at least 100 people. With the potential for future expansion of the museum, the location and design would allow for additional seating at a later time.

An urban entertainment center would be considered, based on the San Antonio Historic District's "Encountarium" (registered trademark of EDI, Inc.) theater for the Alamo. The theater is a unique storytelling vehicle in which visitors are immersed in a multimedia experience that emphasizes education as well as entertainment. This concept could focus on a late 19th century San Francisco maritime story that connects directly to the park's primary themes. The urban entertainment center could be provided by an outside entertainment vendor who would lease this space within the building.

Multipurpose Room — A multipurpose space in the Haslett could be used for educational programs. It could be a space where demonstrations and other personal services programs would be conducted. An indoor space for interpretive activities would offer a solution to scheduled programs during inclement weather. This room also would have audiovisual

capabilities and be designed to accommodate a busload-size group.

Museum Support Area — This space would provide for the completion and fabrication of new museum exhibits and for overall exhibit maintenance. Primary exhibit design and construction would be maintained in the basement space of the Aquatic Park Bathhouse, but final fabrication and finish would be accomplished in this area.




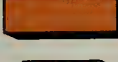

Aquatic Park/Victorian Park Development Concept Plan

The Aquatic Park Bathhouse (current maritime museum) would continue to be used as the park's primary exhibit facility until space is obtained in the Haslett Warehouse for relocation of the museum. In the interim, the bathhouse would continue to be rehabilitated and maintained as necessary (e.g., window replacement, new roofing, accessibility improvements, etc.), and limited environmental controls and equipment would be installed to ensure that the park's museum collections would be adequately housed and protected.

The San Francisco Senior Center would be retained in its current locations in the east wing of the building and west basement areas. The speaker towers and restroom buildings associated with the historic district would be preserved. The possibility of using the West Roundhouse building for its historic function as a snack stand concession/restroom or for some other appropriate visitor-oriented commercial or concession use would be evaluated and implemented if feasible. The bleachers and underneath storage rooms and workspace adjacent to the building would be rehabilitated as necessary (see Alternative A — Aquatic Park DCP map).

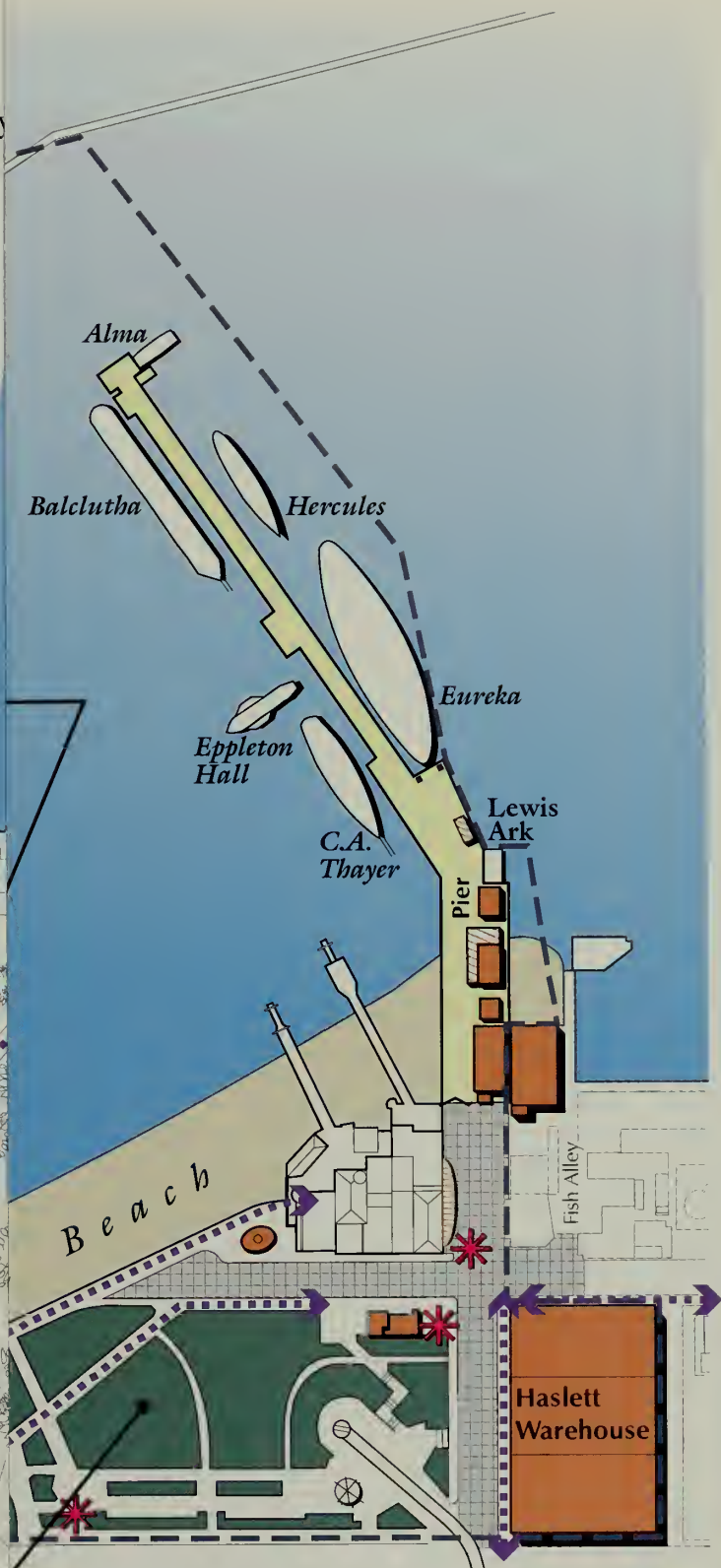
When the maritime museum is relocated to the Haslett Warehouse, the Aquatic Park Bathhouse would be adaptively used in a manner that would recognize and preserve the building's art and architecture. The building would be made available to the public by allowing the main floor, veranda, west wing, and second floor to be used for receptions, meetings, conferences, and viewing by the general public. Such uses would be managed by the nonprofit National Maritime Museum Association, with rental space revenues used for preservation of the building and

LEGEND

-  San Francisco Maritime National Historical Park Boundary
-  Park Sign/Identity Location
-  Pedestrian Pathway Location
-  Permanent Park Use Structures
-  Accessory Structure

Building E

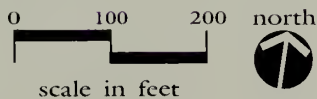
- Use building E for maritime library, historic documents collection, photo lab, and Library Associates



Proposed Action

ALTERNATIVE A AQUATIC PARK

Development Concept Plan



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LEGEND

- San Francisco Maritime National Historical Park Boundary
- Park Sign/Identity Location
- Pedestrian Pathway Location
- Permanent Park Use Structures
- Accessory Structure

Building E

- Use building E for maritime library, historic documents collection, photo lab, and Library Associates

Sea Scout Base

- Rehabilitate the Sea Scout base for continued use by San Francisco Sea Scouts
- The park would explore options with several organizations to provide sail training at the Sea Scout base

Aquatic Park Bathhouse and West Roundhouse

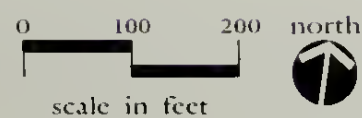
- Adaptively use building in a manner that recognizes and preserves its art and architecture
- Make the building accessible to the public for use as a conference/event center
- Evaluate West Roundhouse for potential use as a concession snack stand
- Improve landscaped area to enhance character of historic district

Victorian Park

- Maintain the existing openness and public use of the park
- Develop a strong connection between adjacent use areas through signs and other design elements
- Relocate the maritime bookstore to the northeast corner of the park as part of a new public plaza

Bocce Ball Courts

- Maintain primary courts (2) and shelter
- Relandscape adjacent area and provide nautical-theme children's play area for family use



Proposed Action ALTERNATIVE A AQUATIC PARK Development Concept Plan

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other park cultural resources and interpretive programs. Minimal interpretive media would be developed to describe the structure's significance and to highlight some of the architectural features. The Aquatic Park Bathhouse and Aquatic Park are listed on the National Register of Historic Places and are designated as a national historic landmark. All work would be accomplished in accordance with the National Historic Preservation Act of 1966, as amended, associated regulations, National Park Service *Management Policies*, and NPS-28: *Cultural Resource Management Guideline*. The activities would also comply with *The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*.

Recreational space and pedestrian access along the beach, waterfront promenade, bleachers, and open lawn areas would be maintained and enhanced through landscaping, benches, signs, banners, and other design features that would complement the streamline modern style of Aquatic Park or the 19th century design theme of Victorian Park. Recreational activities in the lagoon such as swimming, rowing, and temporary mooring of sailboats would continue. The two bocce ball courts by the bathhouse would be maintained, and a nautical-theme children's play area would be added adjacent to the courts.

Victorian Park is an important visual component of the park. The openness of the park, urban connection, and its Victorian atmosphere would be preserved. The maritime bookstore on Hyde Street would be relocated to the southwest corner of Hyde and Jefferson Streets in Victorian Park, as part of a small public plaza intended to integrate Victorian Park with Hyde Street Pier and the Haslett Warehouse. The connection between Hyde Street Pier, Aquatic Park Bathhouse, and Victorian Park would be strengthened by providing interpretive media and landscape elements such as benches, lighting, and banners to increase pedestrian activity between these areas.

The Sea Scout base would be rehabilitated for continued use by the San Francisco Sea Scouts. The park would explore options with several organizations to provide sail training at the Sea Scout base. Appropriate agreements would be established with the Sea Scouts and other organizations for rehabilitation, maintenance, operation, and use of the building.

PARK OPERATIONS

Staffing

Alternative A would affect staffing levels for the park as summarized in table 3. The volunteer program would continue to supplement park staff, particularly in the library, collection management, historic documents, exhibits, administrative offices, small craft shop, and maintenance and operation of the historic ships. The volunteer program would be enhanced where possible, especially in areas where additional staffing levels could not be obtained.

Access and Parking

Because of limited parking around Aquatic Park and Hyde Street Pier, Park Service employees would be encouraged to use mass transit for access. Parking for government and employee vehicles would be eliminated where it conflicts with visitor use areas. Parking for government vehicles would be discontinued on Jefferson Street near the entrance to the Hyde Street Pier and possibly relocated to NPS-managed space along lower Van Ness Avenue.

Government and private vehicles used by staff would be discouraged from parking in front of the basement access to the Aquatic Park Bathhouse along the public promenade. Parking for employees would still be available at lower Fort Mason near building E. The park would pursue additional parking options, including arrangements for use of nearby private parking spaces associated with Ghirardelli Square, the Williams-Sonoma building, or other private sources. The Park Service would continue to use a limited number of public parking spaces on lower Van Ness Avenue.

BOUNDARY ADJUSTMENTS/ PROPERTY ACQUISITION

The park's enabling legislation allows for the secretary of the interior to adjust the park's boundaries to include the Haslett Warehouse, if its use would promote the purposes of the park. Consequently, the Park Service would recommend that the secretary adjust the park boundary to include the Haslett Warehouse.

TABLE 3: ALTERNATIVE A – RECOMMENDED STAFFING

Division/Department	Current Full-Time Equivalents (FTE)	Recommended Increase in FTEs	Totals FTEs
Administration	11.0	0.0	11.0
Interpretation/Resource Management	12.3	4.0	16.3
Ship Preservation	28.0	15.0	43.0
Small Craft	2.0	1.0	3.0
Collection Management	3.8	4.0	7.8
Historic Documents	5.5	4.0	9.5
Library	6.0	6.0	12.0
Exhibits	3.0	1.0	4.0
History	2.0	1.0	3.0
Volunteers	1.0	1.0	2.0
Totals	74.6	37.0	111.6

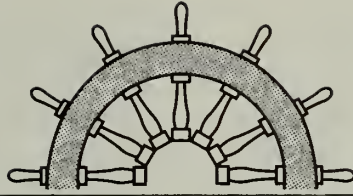
The Park Service would also negotiate a long-term lease with the Port of San Francisco for use of the Hyde Street Pier, or if possible, acquisition of the pier would be sought, through donation directly from the Port or through acquisition and subsequent donation to the park by a third party such as the National Maritime Museum Association.

DEVELOPMENT AND OPERATING COSTS

As required by section 604 (b)(2) of Public Law 95-625, the timing for implementation of the proposed actions and anticipated costs must be included for the consideration of the public and other decision makers. Implementation would require logical

phasing for the many improvements and resource preservation actions called for in this *General Management Plan*. In some cases, relocation of existing functions or facilities must occur before improvements can begin. For these reasons, a sequences implementation plan would be required following the completion of the plan to identify the detailed phasing of actions and costs that could not be addressed in this document. The general timing of implementation of the proposed action in this plan is shown in appendix B.

The one-time development costs for alternative A would be \$43,447,000. The yearly operating costs would be \$6,939,000. See appendix B for a development breakdown of costs for this alternative.



ALTERNATIVE B

OVERVIEW

Alternative B would be similar to the proposed action — it would also emphasize the upgrading and expansion of space for the park's collection and rehabilitation of the Haslett Warehouse for Park Service headquarters and administrative use, revenue generation to be used for ship preservation, and eventual use as the primary museum exhibit. The park would pursue multiple strategies for major ship restoration work, including the continued use of commercial shipyards and development of appropriate agreements for use of other Bay Area dry dock facilities.

The park would also pursue the preservation and maintenance of the historic ships and small watercraft. However, under this alternative *Eppleton Hall* would only be stabilized until it could be deaccessioned to an appropriate venue or other maritime museum. *Wapama* would be dismantled and contributing features would be salvaged. The NPS would recommend that the secretary of commerce transfer SS *Jeremiah O'Brien* to the Park Service.

The intersection at Hyde and Jefferson Streets would become the focal point for entrance into the park with a distinct 19th century design theme used to establish a clear park identity and to unify the primary park use areas. Under this alternative, however, the intersection would be further enhanced as a permanent pedestrian plaza with public seating, unobstructed views of the ships and Bay, and additional space for interpretive demonstrations, displays, and public programs. To further open up views the small craft shop and swimming and rowing clubs would be relocated to the west side of Aquatic Park (see Alternative B map).

CULTURAL RESOURCE MANAGEMENT

Historic Ships Management

Management of the historic ships would be the same as the proposed action. Major ship preservation and restoration work that requires shipyard services or dry dock facilities would continue to be contracted to commercial shipyards. This action could be supplemented as needed by establishing appropriate agreements for use of facilities (dry docks, pier services, equipment, utilities) with private or public facility owners, particularly if commercial shipyard facilities became unavailable. These uses would include short-term activities and long-term ship preservation and restoration projects.

The AFDL-38 floating dry dock would be retained and used as an additional ship repair berth (except for *Eureka* and *Wapama* barge 214, which are too large) at facilities available through agreement. The AFDL-38 would continue to be leased to private contractors to maximize its use, minimize its maintenance costs, and generate revenue for use as an operations and maintenance fund.

Topside maintenance of the ships would continue to be provided by Park Service riggers, deckhands, and shipwrights with assistance of volunteers at the Hyde Street Pier. Maintenance functions would be retained on the pier. The multipurpose building on the pier would provide workshop and storage space to support daily shipwright activities, as well as provide office space for the ships' manager and interpretive rangers. It would also reduce the need for shop activities on the ships.

Rigging and deckhand space would also be provided adjacent to the pier in leased space in the fisheries building or other facility if made available by the Port of San Francisco. Maintaining these functions at the pier would not only be convenient for work on the ships but would provide a valuable interpretive

opportunity for visitors to observe the tasks and specialized skills necessary to preserve the vessels. The shipwright functions that typically entail larger pieces of work, machinery, and space would be located at the Presidio and, if needed, at dry dock facilities used for major shipwork procured for Park Service use through cooperative agreements.

Historic Ships Treatment

The *Alma*, *Balclutha*, *Eureka*, *Hercules*, and *C.A. Thayer* would all be berthed for public display at Hyde Street Pier. The Lewis Ark would be deaccessioned to a Bay Area houseboat association for preservation and use as an exhibit. The *Eppleton Hall* would be stabilized until the ship could be deaccessioned to an appropriate venue or other maritime museum. The *Wapama* would be dismantled promptly after, following the provisions of the National Historic Preservation Act. Contributing elements of the vessel would be salvaged for their research and interpretive value. *Wapama's* barge would be retained and used as a working platform for ship restoration projects or as a

dry berth. The *C.A. Thayer* would be restored. The Park Service would recommend that the secretary of transportation transfer the SS *Jeremiah O'Brien* to the National Park Service. The park would be responsible for the management, maintenance, and preservation of the vessel. The Liberty Ship Memorial would continue to operate and maintain the vessel under an agreement with the Park Service.

Table 4 outlines the treatment goal and use for each historic vessel.

Collection Facilities

Improvement and use of facilities for the park's collection and staff would be similar to the proposed action. Building E at lower Fort Mason would be used primarily for the park's library and historic document collection and would provide space for all functions of the library and historic documents department, including accessioning, preservation, storage, processing, cataloging, reference services, public programs, and administration. The photo lab would

TABLE 4: ALTERNATIVE B – SUMMARY OF TREATMENT AND USE OF VESSELS

Ship	Treatment	Use
<i>Alma</i> – scow schooner	Preservation	Operating condition
<i>Balclutha</i> – full -rigged ship	Preservation	Stationary floating exhibit
<i>C.A. Thayer</i> – schooner	Restoration	Stationary floating exhibit
<i>Eppleton Hall</i> – river tug	Stabilization until vessel is deaccessioned to an appropriate venue or other maritime museum	Stationary floating exhibit until deaccessioned
<i>Eureka</i> – ferry	Preservation	Stationary floating exhibit
<i>Hercules</i> – ocean tug	Preservation	Operating condition
<i>Jeremiah O'Brien</i> – Liberty Ship	Preservation: recommend to secretary of transportation that ship be transferred to National Park Service	Operating condition with continued involvement of National Liberty Ship Memorial
<i>Wapama</i> – steam schooner	Dismantle according to National Historic Preservation Act	Salvage contributing features for interpretive use and research value
<i>Lewis Ark</i> – houseboat	Deaccessioned to a Bay Area houseboat association for preservation	Dry berth exhibit on Hyde Street Pier until deaccessioned

Note: The definitions of types of use are as follows: Operating condition – vessel regularly operated through water under own power; Stationary floating exhibit – vessel afloat at pier; Limited operating condition – vessel rarely operated through water under own power. Public access would be restricted from vessels while in operation because of rating constraints, safety requirements, and Coast Guard regulations. These vessels would be used for public relations purposes, visibility, outreach programs, and preservation of maritime skills.

LEGEND

-  San Francisco Maritime National Historical Park Boundary
-  Public Parking Location
-  Public Transit Stop Location
-  Park Sign/Identity Location
-  Through Traffic Route
-  Pedestrian Pathway
-  Permanent Park Use Structure
-  Accessory Structure

Building E

- Use building E for maritime library, historic documents collections, photo lab, and Library Associates

Forepier / Entry

- Redesign entrance to pier to improve views and visitor access by encouraging the relocation of the swimming and rowing clubs to the west side of the Aquatic Park lagoon
- Provide a new public plaza at the forepier (Hyde and Jefferson Streets) through paving treatments, signs, and a ship focal element
- Acquire the Maskell Marine building (when available) and relocate the maritime book store
- Relocate the bookstore building to the northeast corner of Victorian Park as a part of a new public seating plaza and use the building as a visitor contact center
- Close Hyde and Jefferson Streets to vehicle access and convert to pedestrian/transit access only
- Redirect all through-traffic to exit on Leavenworth Street

Maritime Museum / Haslett Warehouse

- Rehabilitate building to provide for expanded maritime museum, park administration/headquarters offices, and tenant lease opportunities



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scale in feet



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LEGEND

- San Francisco Maritime National Historical Park Boundary
- Public Parking Location
- Public Transit Stop Location
- Park Sign/Identity Location
- Through Traffic Route
- Pedestrian Pathway
- Permanent Park Use Structure
- Accessory Structure

Building E

- Use building E for maritime library, historic documents collections, photo lab, and Library Associates

Aquatic Park / Victorian Park

- Maintain the existing openness and public use of the park
- Develop a strong connection between adjacent use areas through signs and other design elements if possible
- Use West Roundhouse as a concession snack stand

Aquatic Park Bathhouse

- Adaptively use building in a manner that recognizes and preserves its art and architecture
- Make the building accessible to the public for use as a conference/event center

Hyde Street Pier / Historic Ships

- Maintain current arrangement for historic ships' berthing/display area, multipurpose building (ships' maintenance shop, ships' manager, shipwrights, interpretive rangers)
- Relocate the Tubbs building (Environmental Living Program) adjacent to pier restroom building
- Lease space in fisheries building for rigging and deckhand staff functions

Forepier / Entry

- Redesign entrance to pier to improve views and visitor access by encouraging the relocation of the swimming and rowing clubs to the west side of the Aquatic Park lagoon
- Provide a new public plaza at the forepier (Hyde and Jefferson Streets) through paving treatments, signs, and a ship focal element
- Aquire the Maskell Marine building (when available) and relocate the maritime book store
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Maritime Museum / Haslett Warehouse

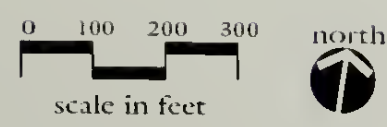
- Rehabilitate building to provide for expanded maritime museum, park administration/headquarters offices, and tenant lease opportunities

Sea Scout Base

- Rehabilitate the Sea Scout base for continued use by San Francisco Sea Scouts
- Explore options with serveral organizations to provide sail training at the Sea Scout base

Bocce Ball Courts

- Maintain primary courts (two) and shelter
- Relandscape adjacent area and provide nautical-theme children's play area for family use



ALTERNATIVE B

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be relocated to building E to consolidate the historic documents department. The Library Associates would be relocated to building E to consolidate library functions. The park headquarters and other administrative functions, and the collections management department would be relocated elsewhere to allow expansion of the library and historic document collections. The building would be upgraded to meet seismic safety requirements and to provide appropriate environmental conditions and equipment to house and use the variety of library and archival materials.

Storage for the park's artifact and small watercraft collection and work space for the collections management department would be consolidated in a building at the Presidio or other offsite location. The building would also be improved as necessary to provide adequate environmental controls and equipment for those functions. Additional offsite space for overflow storage (less often used) or larger collection items, library materials, and historic documents would be maintained at one or more offsite locations (such as the Presidio, San Bruno warehouse, East Fort Baker building 670, and Fort Mason building 201) as needed. Storage facilities for nitrate cellulose negatives from parks in the western United States and managed by the park would be relocated to storage space at the Presidio.

VISITOR USE AND DEVELOPMENT

Design Theme

The primary visitor focal point would be centered around the intersection of Hyde and Jefferson Streets, similar to the proposed action. Placement of park signs and implementation of a distinct, 19th century design theme would enhance the visibility of the park and draw visitors to Aquatic/Victorian Park, Haslett Warehouse, and the historic ships berthed at Hyde Street Pier. The pedestrian area described under the proposed action alternative would be expanded upon. The Hyde and Jefferson Street intersection would be developed as a permanent pedestrian plaza. The swimming and rowing clubs would be relocated to the west side of the lagoon, which would create additional space for interpretive programs and exhibits, public seating and walking areas, and unobstructed views of the historic ships and the Bay.

Other park focal points with improved signs would also be developed in Aquatic Park at the entrance at Beach and Larkin Streets, at the entrance to the promenade at Van Ness Avenue, and at building E. A park sign would also be placed on the offshore end of Hyde Street Pier. The 19th century design theme would be compatible with the architectural style of Hyde Street Pier, Haslett Warehouse, and Victorian Park. Similar to the proposed action, this theme would be reflected in design guidelines for use throughout the park and would establish a connection between the primary park facilities through the use of visual, interpretive, and landscape elements that would encourage and guide pedestrian circulation between these areas. The design of these features would be compatible with the historic setting. Particular care would be used not to detract from the streamline moderne style of Aquatic Park Bathhouse and the other features of Aquatic Park. Offsite design elements would also be considered to promote the presence of the park to the millions of tourists who visit the Fisherman's Wharf area. Park identity and information would be coordinated with local agency efforts to provide visitor information, amenities, and improvements to the Fisherman's Wharf area.

Access and Circulation

Pedestrian access into the park through the Hyde and Jefferson Streets intersection would be enhanced by eliminating vehicular traffic. The intersection would be converted to pedestrian and public transit access only. Traffic and parking would be prohibited from Hyde Street between Jefferson and Beach Streets and from Jefferson Street between its west terminus and Fish Alley. Through-traffic would be directed out of the wharf area on Leavenworth Street at the Cannery instead of on Hyde Street. The MUNI bus route would still follow its existing route with a transit stop at Hyde Street. All parking and traffic restriction proposals would be coordinated with the appropriate department of the city of San Francisco.

Public parking opportunities would be similar to the proposed action alternative. Approximately 35 public parking spaces would continue to be available along Beach Street adjacent to the south side of the Aquatic Park Bathhouse. Approximately 105 public parking spaces would be maintained on lower Van Ness Avenue within the park. These spaces would be designated with 4-hour parking limits during peak

visitation hours to increase the number of spaces available for visitors.

The park would work cooperatively with the city of San Francisco and local business interests to encourage local residents and park visitors to use public transportation to the park and waterfront.

Parkwide Interpretation and Education

Interpretation and education would be similar to that described under the proposed action. The visitor experience for the park would be based on the identified vision and mission statements, park purpose, interpretive themes, and significant resources. The interpretive program would be expanded. The Haslett Warehouse would become the park's primary museum exhibit facility in the future. Hyde Street Pier would continue as the primary interpretive location with increased opportunities for interpretation of the historic ships, small watercraft, and associated maintenance activities. Shipwork and maintenance would be interpreted where appropriate, including, if feasible, at any offsite dry dock facilities. Redesigned and improved signs along with new interpretive exhibits would enhance the links between all the park facilities.

The park's library and historic documents departments would continue to be a valuable interpretive resource and would remain in expanded space in building E at lower Fort Mason. Improved pedestrian and/or transit access and directional signs from the Haslett Warehouse/Hyde Street Pier area would be explored to encourage more visitors to make use of these facilities. Informational and interpretive media at the Haslett Museum and/or the Hyde Street Pier also would inform people about the activities and programs offered at the library. The library would continue to make significant contributions to the museum's interpretive program through special programs and lectures provided by the Library Associates. Some of these programs could make use of the theater facilities proposed in the Haslett Museum building and the redesigned forepier area at Hyde Street Pier.

Programs at the park would continue to include a wide variety of regularly scheduled talks, tours, demonstrations, musical programs, and evening activities. The park would supplement these activities through special events, guest lectures, seminars, classes, and workshops (many offered through the park's cooperating

association). The Environmental Living Program conducted at Hyde Street Pier by the National Maritime Museum Association would continue. In addition, *Alma*, *Hercules*, *C.A. Thayer*, *SS Jeremiah O'Brien*, and the park's small watercraft would be used for special interpretive excursions, which would carry the mission and interpretive messages of the park to different ports around the Bay Area.

Interpretation staff would be supplemented by continuing and expanding the park's volunteer and docent program. Currently, volunteers and docents provide site interpretation, highlight tours, demonstrations of maritime music, arts, and skills, living history programs, and staffing of the museum information desk. An expanded volunteer and docent program would include more costumed interpreters, and the development of a demonstration team, which would perform such complex demonstrations as sail handling, work aloft, and breeches buoy rescues. The National Maritime Museum Association would take a more active role in providing interpretive programs for the park.

Each of the major interpretive sites would offer an information and orientation function. Expanded travel and tour information to other Bay Area sites would be provided as part of a larger visitor experience (e.g., Fort Mason, Presidio, Ferry Building, Cable Car Museum, GGNRA, and USS *Pampanito*).

Education and training in maritime skills and technology would be supported by the park. Ship preservation facilities would support this activity and would function in part as a training center. A program of training in maritime skills directed at staff, volunteers, and the public would be pursued, both to ensure the ongoing availability of these crafts for preservation of park resources and as a part of the overall educational mission of the park. Training would also be pursued through the National Center for Preservation Technology and Training, Presidio Training Center. In cooperation with the San Francisco Sea Scouts, the park would also explore options with several organizations to provide sail training at the Sea Scout base.

Hyde Street Pier Development Concept Plan

A permanent pedestrian plaza would be created at the intersection of Hyde and Jefferson Streets at the pier's

entrance similar in concept to the proposed action, but with more expansive access, bay views, and interpretive opportunities. Vehicular traffic would be eliminated in this area, except for public transit. As part of this design concept the maritime bookstore would be converted to a visitor contact/ information center and relocated from the forepier to the south-west corner of the intersection. A grand stairway would permit visitors direct access between the cable car turnaround and the visitor contact center. The park would encourage and assist the swimming and rowing clubs to relocate to the west side of Aquatic Park at the foot of Van Ness Avenue. The park would negotiate with the city to obtain the land formally occupied by the clubs. This would further open up the waterfront adjacent to the forepier for expansion of the public plaza. The plaza would be distinguished by common paving treatments, thematic design, nautical-theme lighting, and signs. It would provide expanded seating and walks, unobstructed views of the ships and bay, and access to the beach. Visitors could encounter demonstrations, musical programs, theater, or conducted tours.

If possible, the park, in cooperation with the National Maritime Museum Association, would enter into negotiations for the acquisition of the Maskell Marine building adjacent to the east side of the forepier. The building would be retained and rehabilitated consistent with the pier theme and used for the additional space needs of the maritime bookstore and volunteers' offices (see Alternative B — Hyde Street Pier DCP map).

The Hyde Street Pier would continue as the primary visitor interpretive site for the park's fleet of historic ships. Visitor circulation would be directed along the west side of the pier to an interpretive zone that would include the multipurpose building (space for the shipwrights, ships' manager, and interpretive rangers office) and Tubbs building (Environmental Living Program) along the east side of the pier. Interpretation of crafts, maritime life, and ship maintenance activities would be provided at the pier. The commercial fishing fleet and Fisherman's Wharf would serve as a backdrop while views of the Bay would be retained. The small craft shop functions on the pier would be relocated to the west side of Aquatic Park at the location of the Sea Scout base. The existing building on the pier would be removed. Some of the large artifacts on the pier would be relocated on the pier so as not to obstruct views of the ships or they would be placed in storage until they

could be exhibited at the maritime museum in the Haslett Warehouse. The deaccession of the Lewis Ark would also improve views toward the ships and Bay.

Interpretation of the historic ships would be the same as under the proposed action alternative. The ships would be maintained in their current berthing arrangement at the pier. The interpretive media and programs associated with them would provide visitor understanding and appreciation of each vessel, the vessel type it represents, and the role each played in the Pacific Coast and San Francisco's maritime history. This would include the physical aspects of each ship as well as the human elements related to their operation.

The multipurpose building would be maintained on the pier to support essential ship maintenance and safety functions. In addition, leased space adjacent to Hyde Street Pier (fisheries building) would be sought from the Port of San Francisco to provide for rigging loft and rigging/ deckhand staff maintenance needs. These activities would provide interpretive opportunities associated with ship maintenance activities. *Hercules, Alma, C.A. Thayer, SS Jeremiah O'Brien*, and small craft would be maintained in operational or limited operational condition and would serve as interpretive ambassadors for the park by making tours on the Bay and to various ports in the area. The portion of the pier adjoining the historic ships would be redesigned to present various pier activities and to make functional associations with the ships. Improvements would also be made to allow visitors to board all the vessels.

Haslett Warehouse Development Concept Plan

The Haslett Warehouse would be rehabilitated for adaptive use as the future maritime museum, park headquarters, and commercial use. As described under the proposed action alternative, a partnership agreement would be developed to lease the building to a private developer who would be responsible for rehabilitating the building for a combination of Park Service and commercial lease uses. Under this alternative, the Park Service would initially occupy a portion of the first and second floors along the northwest corner of the building to provide for park headquarters, administrative offices, and some storage space for ship maintenance at the pier. Remaining building space would be used for various commercial

leasing opportunities. A portion of the revenue generated from the commercial lease space would be paid to the park and would be used for preservation of the fleet of historic ships and park cultural resources. When funding becomes available, commercial space would be acquired by the Park Service to relocate the maritime museum to the Haslett Warehouse. Incremental expansion for museum exhibits, exhibit preparation and storage space, and associated functions would occur as needed and funding allowed.

The partnership agreement would address rehabilitation and maintenance responsibilities, lease arrangements, and timeframes on the lease. The agreement would also ensure compliance with regulations for leasing of historic structures. Exact space allocation within the building and amount of lease revenues payable to the Park Service would depend on the actual terms of the partnership agreement and would be based in part on the financial feasibility of the developer to cover operating costs plus generate enough of a net operating surplus to cover capital cost (debt service) and provide a return on investment (profit). It would also involve balancing acquisition of additional NPS space in the building with receiving greater lease revenues, which would be used to preserve park resources.

The proposed adaptive use plan and structural strengthening scheme for the Haslett Warehouse would comply with the *Secretary of the Interior's Standards for Rehabilitation of Historic Structures*. Use of the warehouse would provide the opportunity for enhanced display and preservation of many historic maritime artifacts, which is not possible at the Aquatic Park Bathhouse and Hyde Street Pier. The creation of atrium spaces would require the removal of some portions of the post-and-beam system; however, museum use could be designed for the columns to remain exposed throughout the exhibit areas that would retain the character of the original interior. The museum exhibit areas would allow the visual characteristics of the large interior spaces to be retained. While the large atrium spaces represent a major alteration to the building, the significant features and characteristics of the original structure would be preserved.

Seismic strengthening of the building would be designed to meet all applicable seismic and life/ safety codes to minimize loss of life and to reduce potential damage to the historic structure and its contents. The

structural strengthening scheme would also be compatible with the character of the original building as well as to preserve significant features.

The functions and concepts for the interpretive elements of the Haslett Warehouse would be the same as under the proposed action alternative. This would include a transition zone upon entering the building, from where visitors would access an information and orientation area. The majority of space would be devoted to multiple exhibit areas for core, theme, temporary, and special exhibits, as well as a theater, multipurpose room, and possibly an urban entertainment center. These concepts would be expanded upon completion of a revised interpretive prospectus, which would include emphasis on an enhanced maritime museum in the Haslett Warehouse.

Aquatic Park/Victorian Park Development Concept Plan

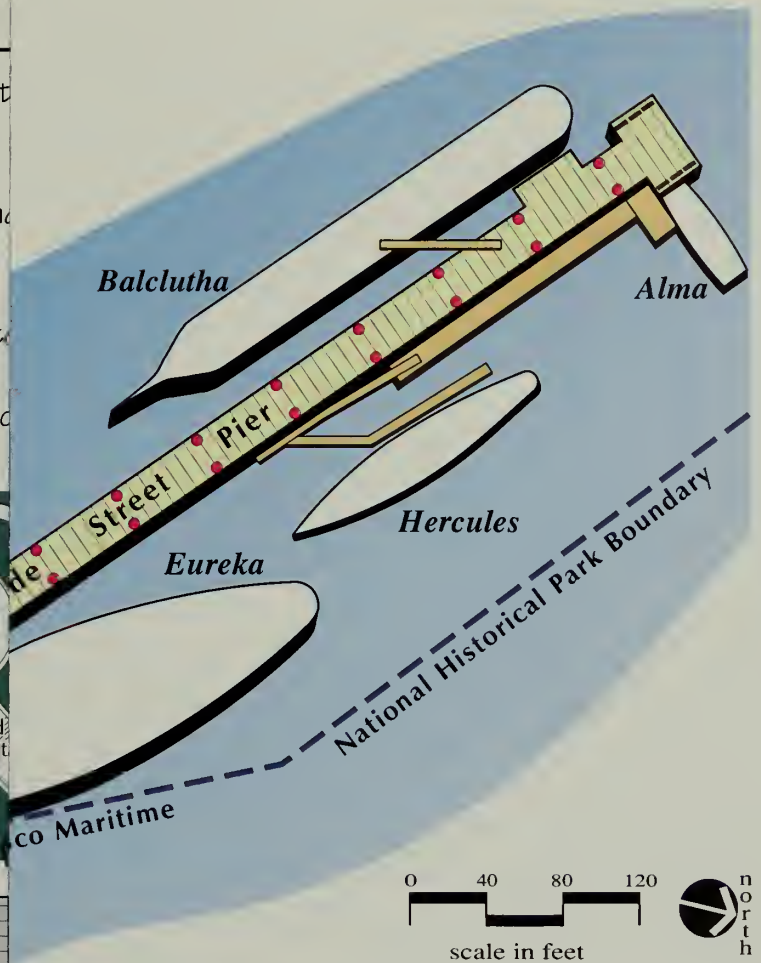
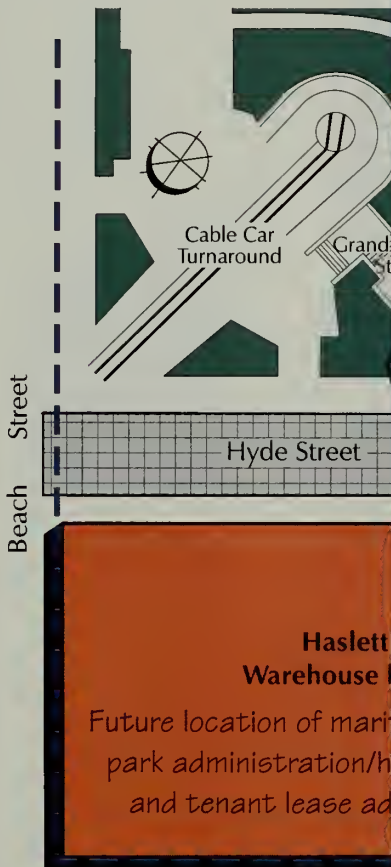
This development concept plan would be the same as for the proposed action alternative, except for use of the Sea Scout base (see Alternative B – Aquatic Park DCP map). The Aquatic Park Bathhouse would serve as the park's primary exhibit facility until space could be obtained in the Haslett Warehouse for relocation of the museum. In the interim, the bathhouse would continue to be rehabilitated and maintained as necessary, with limited improvements to environmental controls.

The San Francisco Senior Center would be retained in its current locations in the east wing of the building and west basement areas. The speaker towers and restroom buildings associated with the historic district would be preserved. The possibility of using the West Roundhouse building for its former function as a snack stand concession/ restroom or for some other appropriate visitor-oriented commercial or concession use would be evaluated and implemented if feasible. The bleachers, underneath storage rooms, and workspace would be rehabilitated as necessary.

When the maritime museum is relocated to the Haslett Warehouse, the Aquatic Park Bathhouse would be adaptively used in a manner that would recognize and preserve the building's art and architecture. The building would be made available to the public by allowing the main floor, veranda, west wing, and second floor to be used for receptions, meetings,

Victorian Park

- Relocate the maritime bookstore building to the northeast corner of the park, and use as a visitor contact/information center — seek acquisition of the Maskell Marine building, and use as an expanded maritime bookstore
- Redesign existing seating as part of a new Victorian seating plaza and grand stairway to the cable car turnaround
- Retain and preserve remaining park open space, views, and landscaped areas



Concept

- The Hyde Street Pier would continue to serve as the primary interpretive display location for the historic ships. Views to the Bay and ships would be provided by relocating the swimming and rowing clubs, removing nonessential structures, and redesigning the space into an open public plaza. Visitor interpretation and interaction would be an educational and entertainment experience

Hyde and Jefferson Streets

- Provide an improved visitor and public use of Hyde and Jefferson Streets to permanent access and parking (le)
- Convert area to pedestrian/transit access
- Redirect all through-traffic to exit on Leavitt

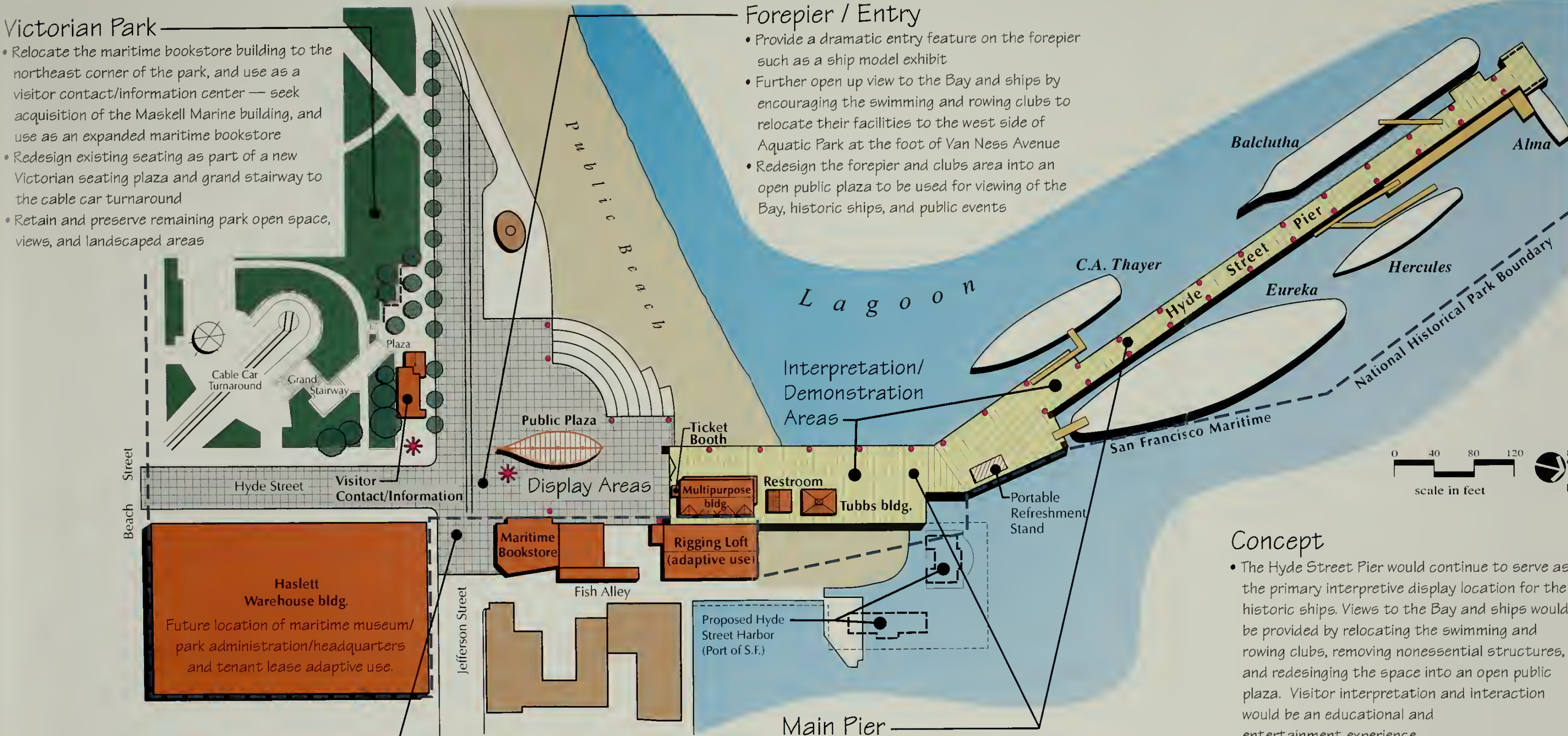
ALTERNATIVE B HYDE STREET PIER Development Concept Plan

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Victorian Park

- Relocate the maritime bookstore building to the northeast corner of the park, and use as a visitor contact/information center — seek acquisition of the Maskell Marine building, and use as an expanded maritime bookstore
- Redesign existing seating as part of a new Victorian seating plaza and grand stairway to the cable car turnaround
- Retain and preserve remaining park open space, views, and landscaped areas



Hyde and Jefferson Streets

- Provide an improved visitor and public use by closing Hyde and Jefferson Streets to permanent vehicle access and parking
- Convert area to pedestrian/transit access
- Redirect all through-traffic to exit on Leavenworth Street

LEGEND

- - - San Francisco Maritime National Historical Park Boundary
- * Park Signs/Identity Location
- Theme Lighting
- Existing Tree
- Proposed Tree
- Permanent Park Use Structure
- Accessory Structure

Forepier / Entry

- Provide a dramatic entry feature on the forepier such as a ship model exhibit
- Further open up view to the Bay and ships by encouraging the swimming and rowing clubs to relocate their facilities to the west side of Aquatic Park at the foot of Van Ness Avenue
- Redesign the forepier and clubs area into an open public plaza to be used for viewing of the Bay, historic ships, and public events

Main Pier

- Relocate the small craft shop to the Sea Scout base and rehabilitate the existing building — retain space for Sea Scout use
- Retain the multipurpose building (ship' maintenance shop, ship's manager, shipwrights, interpretive rangers)
- Relocate the maritime bookstore and additional interpretive ranger offices to the Maskell Marine building (when available)
- Retain the Tubbs building on the pier and utilize for the Environmental Living Program office.
- Redesign main pier to provide viewing area at pier end
- Seek acquisition and adaptively use the fisheries building for a rigging and deckhand staff functions

Concept






- The Hyde Street Pier would continue to serve as the primary interpretive display location for the historic ships. Views to the Bay and ships would be provided by relocating the swimming and rowing clubs, removing nonessential structures, and redesigning the space into an open public plaza. Visitor interpretation and interaction would be an educational and entertainment experience

ALTERNATIVE B
HYDE STREET PIER
Development Concept Plan

San Francisco Maritime National Historical Park
U. S. Department of the Interior
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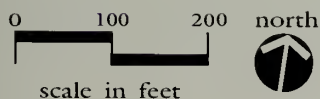
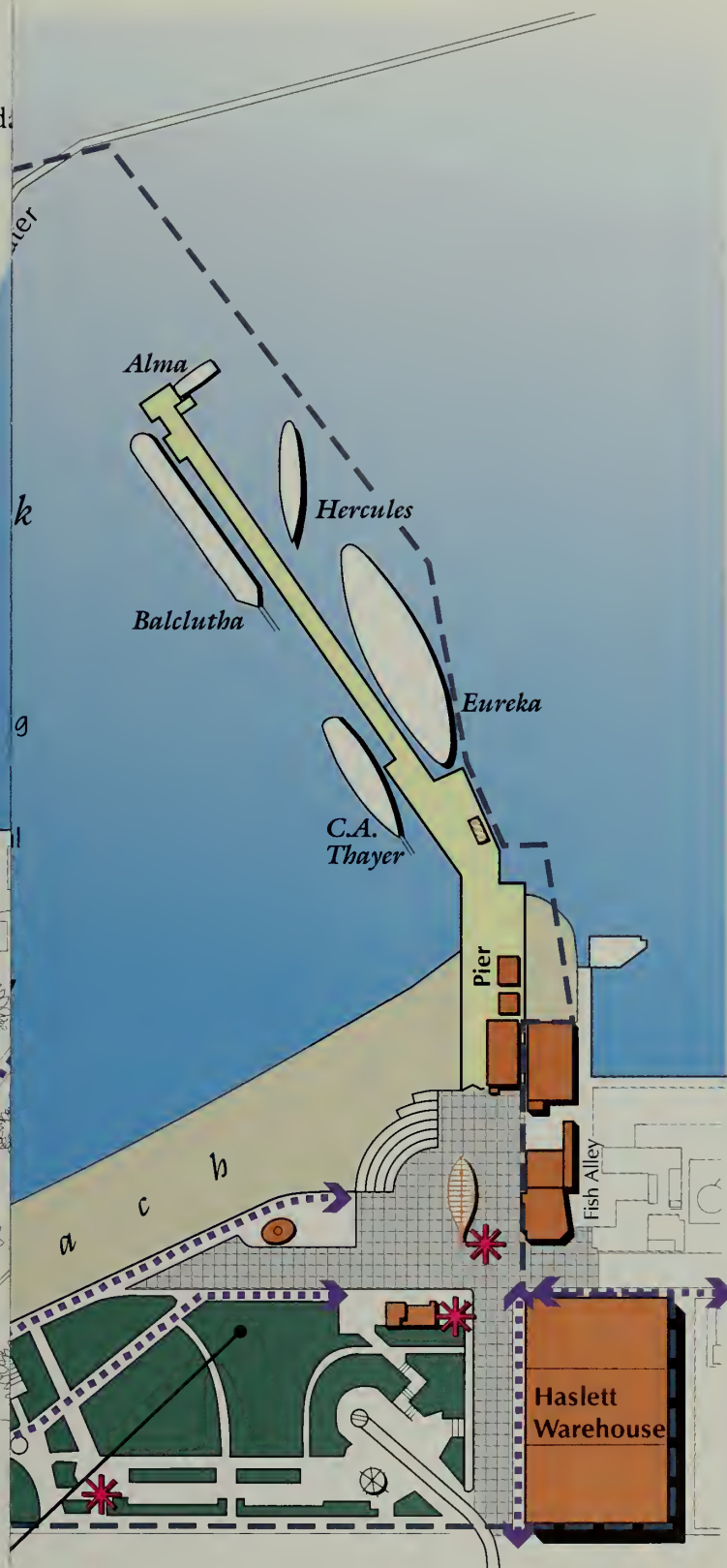


LEGEND

-  San Francisco Maritime National Historical Park Boundary
-  Park Sign/Identity Location
-  Pedestrian Pathway
-  Permanent Park Use Structures
-  Accessory Structure

Building E

- Use building E for maritime library, historic documents collection, photo lab, and Library Associates



ALTERNATIVE B AQUATIC PARK Development Concept Plan

San Francisco Maritime
National Historical Park
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LEGEND

- San Francisco Maritime National Historical Park Boundary
- Park Sign/Identity Location
- Pedestrian Pathway
- Permanent Park Use Structures
- Accessory Structure

Building E

- Use building E for maritime library, historic documents collection, photo lab, and Library Associates

Sea Scout Base

- Rehabilitate the Sea Scout base for continued use by San Francisco Sea Scouts
- Explore options with several organizations to provide sail training at the Sea Scout base
- Relocate the small craft shop from Hyde Street Pier

Swimming/Rowing Clubs and West Roundhouse

- Encourage relocation of swimming/rowing club facilities to open up views of the Bay and ships for park visitors
- Evaluate West Roundhouse for potential use as a concession snack stand

Aquatic Park Bathhouse

- Adaptively use building in a manner that recognizes and preserves its art and architecture
- Make the building accessible to the public as a conference/event center

West Roundhouse

Bocce Ball Courts

- Maintain primary courts (2) and shelter
- Relandscape adjacent area and provide nautical-theme children's play area for family use

Victorian Park

- Maintain the existing openness and public use of the park
- Develop a strong connection between adjacent use areas through signs and other design elements

ALTERNATIVE B AQUATIC PARK Development Concept Plan

San Francisco Maritime
National Historical Park
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conferences, and viewing by the general public. Such uses would be managed by the National Maritime Museum Association, with rental space revenues used for preservation of the building and other park cultural resources and interpretive programs. Basic interpretive media would be developed to describe the structure's significance and to highlight some of the architectural features.

Recreational space and pedestrian access along the beach, waterfront promenade, bleachers, and open lawn areas would be maintained and enhanced through the use of landscaping, benches, signs, banners, and other design features that would complement the streamline moderne style of Aquatic Park or the 19th century design theme of Victorian Park. Recreational activities in the lagoon such as swimming, rowing, and temporary mooring of sailboats would continue. The two bocce ball courts by the bathhouse would be maintained and a nautical-theme children's play area would be added adjacent to the courts. All actions potentially affecting the historic character of the Aquatic Park Bathhouse and Aquatic Park would be considered under the National Historic Preservation Act of 1966, as amended, associated regulations, National Park Service *Management Policies*, and NPS-28, *Cultural Resource Management Guidelines*. All work would follow *The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*.

The openness of Victorian Park and its urban connections and Victorian atmosphere would be preserved. The connection between Hyde Street Pier, Aquatic Park Bathhouse, and Victorian Park would be strengthened by providing interpretive media and landscape elements such as benches, lighting, and banners to increase pedestrian activity between these areas. The maritime bookstore building would be relocated to the southwest corner of Hyde and Jefferson Streets in Victorian Park as part of a small public plaza intended to integrate Victorian Park with Hyde Street Pier and the Haslett Warehouse. The bookstore building would serve as a visitor contact center.

The Sea Scout base would be rehabilitated for continued use by the San Francisco Sea Scouts. The park's small craft shop would be relocated here from the Hyde Street Pier to increase activities on the west side of the lagoon. The park would explore options with several organizations to provide sail training at

the Sea Scout base. Appropriate agreements would be established with the Sea Scouts and other organizations for rehabilitation, maintenance, operation, and use of the building.

PARK OPERATIONS

Staffing

Alternative B would affect staffing levels for the park as summarized in table 5. The volunteer program would continue to supplement park staff, particularly in the library, collections management, historic documents, exhibits, administrative offices, small craft shop, and maintenance and operation of the historic ships. The volunteer program would be enhanced where possible, especially in areas where additional staffing levels could not be obtained.

Access and Parking

Access and parking would be the same as under the proposed action alternative. Park Service employees would be encouraged to use mass transit to the park. Parking for government and employee vehicles would be eliminated where it conflicts with visitor use areas. Parking for government vehicles would be discontinued on Jefferson Street near the entrance to the Hyde Street Pier and possibly relocated to NPS-managed space along lower Van Ness Avenue.

Government and private vehicles would be prohibited from parking in front of the basement access to the Aquatic Park Bathhouse along the public promenade. Parking for employees would still be available at lower Fort Mason near building E. The park would pursue additional parking options, including arrangements for use of nearby private parking spaces associated with Ghirardelli Square, the Williams-Sonoma building, or other private sources. The Park Service would continue to use a limited number of public parking spaces on lower Van Ness Avenue.

BOUNDARY ADJUSTMENTS/ PROPERTY ACQUISITION

The park's enabling legislation allows for the secretary of the interior to adjust the park's boundaries to include the Haslett Warehouse, if its use would

TABLE 5: ALTERNATIVE B – RECOMMENDED STAFFING

Division/Dept.	Current Full-Time Equivalents (FTE)	Recommended Increase in FTEs	Totals FTEs
Administration	11.0	0.0	11.0
Interpretation/Resource Management	12.3	6.0	18.3
Ship Preservation	28.0	15.0	43.0
Small Craft	2.0	1.0	3.0
Collection Management	3.8	4.0	7.8
Historic Documents	5.5	4.0	9.5
Library	6.0	6.0	12.0
Exhibits	3.0	2.0	5.0
History	2.0	2.0	4.0
Volunteers	1.0	2.0	3.0
Totals	74.6	42.0	116.6

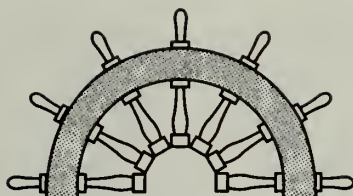
promote the purposes of the park. Consequently, the Park Service would recommend that the secretary of the interior adjust the park boundary to include the Haslett Warehouse.

The Park Service would negotiate a long-term lease with the Port of San Francisco for use of the Hyde Street Pier, or if possible, acquisition of the pier would be sought, through donation directly from the Port or through acquisition and subsequent donation to the park by a third party such as the National Maritime Museum Association. If the Maskell building is

acquired, the Park Service would recommend that the secretary of the interior authorize a minor park boundary adjustment to include this building, as allowed by 16 USC 4601-9.

DEVELOPMENT AND OPERATING COSTS

The one-time development costs for alternative B would be \$49,131,000. The yearly operating costs would be \$7,204,101. See appendix B for a breakdown of development costs for this alternative.



ALTERNATIVE C: NO ACTION/ MINIMUM REQUIREMENTS

OVERVIEW

This alternative would involve the minimal actions required to preserve and maintain the historic vessels according to the National Historic Preservation Act and NPS *Management Policies*. Existing park facilities and their functions would be retained, including offsite storage and maintenance facilities. The visitor experience would continue to be focused on Hyde Street Pier and the Aquatic Park Bathhouse, with the bathhouse rehabilitated and maintained as the primary exhibit facility. Actions requiring minimal alteration of existing facilities and programs would be implemented to improve visitor awareness of the maritime park on the waterfront, strengthen the connection between the primary park elements (Aquatic Park Bathhouse, Victorian Park, Hyde Street Pier, and building E), and improve the views of the historic ships, Bay, and interpretive elements on the pier (see Alternative C – No Action / Minimum Requirements map).

CULTURAL RESOURCE MANAGEMENT

Historic Ships Management

Major ship preservation work that requires shipyard services or dry dock facilities would continue to be contracted to commercial shipyards. If shipyard facilities become unavailable, the Park Service would pursue appropriate agreements for use of Bay Area dry dock facilities. The AFDL-38 floating dry dock would be retained and used as an additional ship berth (except for *Eureka* which is too large). When not in use, it would continue to be leased to private contractors to maximize its use, minimize maintenance costs, and generate revenue for use as an operations/maintenance fund.

Topside maintenance of the ships would continue to be provided by Park Service riggers, deckhands, and

shipwrights at the Hyde Street Pier. Maintaining these functions at the pier would be convenient for work on the ships, reduce the need for shop activities on the ships, and provide a valuable interpretive opportunity for visitors to observe the tasks and specialized skills necessary to preserve the vessels. The multipurpose building on the pier would provide workshop and storage space to support daily shipwright activities, as well as to provide office space for the ship's manager and interpretive ranger offices. Maintenance support space for the rigging staff and the shipwright functions that entail larger pieces of work, machinery, and space would be provided at the Presidio.

Historic Ships Treatment

The *Alma*, *Balclutha*, *Eureka*, *Hercules*, *C.A. Thayer*, and *Eppleton Hall* would all be berthed for public display at Hyde Street Pier. Visitors would be able to board all the vessels except *Eppleton Hall*. The park would investigate ways to make this vessel accessible to visitors. The *Levis Ark* would be preserved as an exhibit on the pier. The *Wapama* would be maintained on barge 214 at its current location at the U.S. Corps of Engineers' dock at Sausalito. In the event the *Wapama* could not be maintained in a safe condition, the ship would be dismantled in accordance with provisions of the National Historic Preservation Act. Contributing features would be salvaged for interpretive use or research value. *Wapama's* barge would be retained and used as a working platform for ship restoration projects or as a dry berth. The *C.A. Thayer* would be preserved. The charter to the Park Service by the Maritime Administration Bureau, U.S. Department of Transportation, for the SS *Jeremiah O'Brien* would not be renewed and the bureau would be encouraged to charter the vessel directly to the National Liberty Ship Memorial. The Park Service would recommend that the secretary of transportation not transfer the vessel to the Park

Service. Table 6 outlines the treatment goal and use for each historic vessel.

Collection Facilities

Building E at lower Fort Mason would continue to be used for the park's headquarters/general administrative offices, library, historic document collection, collections management functions, and storage of the smaller and more valuable objects. Limited expansion of space for these functions would be accomplished by relocating the non-Park Service uses out of the building (three nonprofit organizations) and

converting that additional 4,500 square feet to NPS use. Necessary environmental controls and equipment would be installed to ensure that cultural resources are adequately preserved and protected. The photo lab would continue to be housed in the basement of the Aquatic Park Bathhouse.

Additional storage space for the park's collection and small watercraft storage would be provided at the Presidio. Other offsite storage facilities (such as Presidio, Fort Baker, San Bruno) would continue to be used as needed. The storage facility for nitrate cellulose negatives would be relocated to the Presidio.

TABLE 6: ALTERNATIVE C – SUMMARY OF TREATMENT AND USE OF VESSELS

Ship	Treatment	Use
<i>Alma</i> – scow schooner	Preservation	Operating condition
<i>Balclutha</i> – full-rigged ship	Preservation	Stationary floating exhibit
<i>C.A. Thayer</i> – schooner	Preservation	Stationary floating exhibit
<i>Eppleton Hall</i> – river tug	Preservation	Stationary floating exhibit
<i>Eureka</i> – ferry	Preservation	Stationary floating exhibit
<i>Hercules</i> – ocean tug	Preservation	Operating condition
<i>Jeremiah O'Brien</i> – Liberty Ship	The vessel would remain under the jurisdiction of the Maritime Administration Bureau, U.S. Department of Transportation. The bareboat charter to the National Park Service would not be renewed.	Encourage continued operating condition through the National Liberty Ship Memorial
<i>Wapama</i> – steam schooner	Maintain as long as possible without addressing underlying deterioration	Stationary exhibit on floating barge; in the event the vessel became unsafe, dismantle according to National Historic Preservation Act. Salvage contributing features for interpretive use and research value.
<i>Lewis Ark</i> – houseboat	Preservation	Dry berth exhibit on Hyde Street Pier

Note: The definitions of types of use are as follows: Operating condition – vessel regularly operated through water under own power; Stationary floating exhibit – vessel afloat at pier; Limited operating condition – vessel rarely operated through water under own power. Public access would be restricted from vessels while in operation because of rating constraints, safety requirements, and Coast Guard regulations. These vessels would be used for public relations purposes, visibility, outreach programs, and preservation of maritime skills.

LEGEND

-  San Francisco Maritime National Historical Park Bound
-  Public Parking Location
-  Public Transit Stop Location
-  Park Sign/Identity Location
-  Through Traffic Route
-  Pedestrian Pathway
-  Permanent Park Use Structure

Hyde Street Pier / Historic Ships

- Maintain current arrangement for historic ships' berthing/display area, multipurpose building (ships' maintenance shops, ships' manager, interpretive rangers, shipwrights), small craft shop, and Tubbs building (Environmental Living Program)

Building E

- Use building E for park headquarters, maritime library, historic documents, and collections management functions

Forepier / Entry

- Retain the maritime bookstore at the entry area
- Redesign the pier entrance to improve visibility and visitor access
- Provide accent to forepier through paving treatment and signs
- Retain the Lewis Ark at its current location on the forepier



0 100 200 300
scale in feet



No-Action / Minimum Requirements ALTERNATIVE C

San Francisco Maritime
National Historical Park
U. S. Department of the Interior
National Park Service
DSC/March '96/350/20,031



LEGEND

- San Francisco Maritime National Historical Park Boundary
- Public Parking Location
- Public Transit Stop Location
- Park Sign/Identity Location
- Through Traffic Route
- Pedestrian Pathway
- Permanent Park Use Structure

Aquatic Park / Victorian Park

- Maintain the existing openness and public use of the park
- Develop a strong connection between adjacent use areas through signs and other design elements

Maritime Museum / Aquatic Park Bathhouse

- Rehabilitate the building for the maritime museum and visitor contact center

Sea Scout Base

- Rehabilitate for continued use by Sea Scouts for training

Building E

- Use building E for park headquarters, maritime library, historic documents, and collections management functions

Hyde Street Pier / Historic Ships

- Maintain current arrangement for historic ships' berthing/display area, multipurpose building (ships' maintenance shops, ships' manager, interpretive rangers, shipwrights), small craft shop, and Tubbs building (Environmental Living Program)

Forepier / Entry

- Retain the maritime bookstore at the entry area
- Redesign the pier entrance to improve visibility and visitor access
- Provide accent to forepier through paving treatment and signs
- Retain the Lewis Ark at its current location on the forepier

Bocce Ball Courts

- Maintain primary courts (two) and shelter
- Relandscape area of removed secondary courts to be compatible with existing public park environment



No-Action / Minimum Requirements
ALTERNATIVE C

San Francisco Maritime
National Historical Park
U. S. Department of the Interior
National Park Service
DSC/March '96/350/20,031



VISITOR USE AND DEVELOPMENT

Design Theme

The primary focal point of the park would continue to be the Hyde Street Pier. New park signs and use of a 19th century San Francisco maritime design theme would draw people to the pier and the historic ships. The design theme would be compatible with the architectural style of the Hyde Street Pier and Victorian Park. The connection and circulation between these facilities would be enhanced through the repair and improvement of existing design elements such as lighting, banners, signs, and street furniture.

Access and Circulation

Vehicular and pedestrian access, MUNI bus routes, and public parking within the park would not be changed. Vehicular traffic would continue to access Hyde Street and the west end of Jefferson Street north of Victorian Park. Existing public parking spaces would continue to be available along Beach Street near the Aquatic Park Bathhouse (35 spaces), lower Van Ness Avenue (105), and the west end of Jefferson Street (15 spaces). The park would work cooperatively with the city of San Francisco and local business interests to encourage local residents and park visitors to use public transportation to the park and wharf area.

Parkwide Interpretation and Education

Under this alternative the interpretive program would continue to operate at existing levels. The Aquatic Park Bathhouse would remain the primary museum exhibit facility, and the Haslett Warehouse would not be included in the park boundary. As funding permits, in-house efforts would continue to replace old or obsolete exhibits, provide a unity of media design, and offer an introduction to each of the major interpretive themes. Necessary repairs would continue to be made to existing structures, and redesign efforts and improved signs would attempt to provide better links among the visitor facilities, including the library and historic documents in building E. Interpretation at the Hyde Street Pier would focus on the historic ships and associated maintenance activities. The Environmental Living Program conducted at Hyde Street Pier by the National Maritime Museum Association would continue.

Hyde Street Pier Development Concept Plan

Minor design modifications to the pier that would reflect the design theme would be made to improve the visual appeal of the entrance to the pier and the pier itself and enhance the views of the ships. Present facilities and functions on the pier would be maintained. The maritime bookstore, multipurpose building, small craft shop, and Tubbs building would be retained in their current locations on the pier. The large artifacts would be relocated on the pier so as not to obstruct views of the ships. The small craft shop would be replaced with a more appropriate structure designed to complement the pier's 19th century design theme. The swimming and rowing clubs would remain adjacent to the forepier (see Alternative C — Hyde Street Pier DCP map).

Ships at Hyde Street Pier would be maintained in their current berthing arrangement at the pier. Visitors would also be able to board the vessels. The multipurpose building would support not only the ship maintenance functions but would provide interpretive opportunities to help visitors appreciate the activities required to preserve the vessels. The Lewis Ark would continue to be interpreted out of the water at its current location on the pier.

Haslett Warehouse Proposals

The Haslett Warehouse would remain under the jurisdiction of Golden Gate National Recreation Area. The park would discontinue use of the warehouse. The small watercraft and marine equipment currently stored at the warehouse would be relocated to storage space at East Fort Baker or the Presidio.

Aquatic Park/Victorian Park Development Concept Plan

The Aquatic Park Bathhouse would be rehabilitated for permanent use as the park's primary museum exhibit facility. Necessary environmental controls and equipment would be installed to ensure that the park's museum collections would be adequately housed and protected. Public access to the building would be maintained and made accessible in accordance with all applicable laws and regulations. The San Francisco Senior Center would be retained in its current locations in the east wing of the building and west

basement areas. The speaker towers, restroom buildings, and bleachers associated with the bathhouse would be preserved as necessary. The West and East Roundhouse restroom buildings would remain open, and the West Roundhouse would be evaluated as to the feasibility of rehabilitating the restroom space. The exhibits department office, storage, and workshop space under the bleachers would be retained.

All actions potentially affecting the historic character of the Aquatic Park Bathhouse and Aquatic Park would be considered under the National Historic Preservation Act of 1966 (as amended) associated regulations, National Park Service *Management Policies*, and NPS-28, *Cultural Resource Management Guideline*. All work would follow *The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*.

The existing development, openness, and public use of Victorian Park would be preserved as would recreational space and pedestrian access along the beach, waterfront promenade, and bleachers. The connection between Hyde Street Pier, the Aquatic Park

Bathhouse, and Victorian Park would be strengthened by providing such features as benches, lighting, banners, and signs that would increase pedestrian activity between these areas. Recreational activities in the lagoon such as swimming, rowing, and temporary mooring of sailboats would continue. The two bocce ball courts by the bathhouse would be maintained.

The Sea Scout base would be rehabilitated for continued use by the San Francisco Sea Scouts under an appropriate agreement for the rehabilitation, operation, and maintenance of the building.

PARK OPERATIONS

Staffing

Alternative C would not affect staffing levels for the park as summarized in table 7. The volunteer program would continue to supplement park staff, particularly in the library, collections management, historic documents, exhibits, administrative offices, small craft shop, and maintenance and operation of the historic ships.

TABLE 7: ALTERNATIVE C – RECOMMENDED STAFFING

Division/Dept.	Current Full Time Equivalents (FTE)	Recommended Increase in FTEs	Totals FTEs
Administration	11.0	0.0	11.0
Interpretation/Resource Management	12.3	0.0	12.3
Ship Preservation	28.0	0.0	28.0
Small Craft	2.0	0.0	2.0
Collection Management	3.8	0.0	3.8
Historic Documents	5.5	0.0	5.5
Library	6.0	0.0	6.0
Exhibits	3.0	0.0	3.0
History	2.0	0.0	2.0
Volunteers	1.0	0.0	1.0
Totals	74.6	0.0	74.6

Victorian Park

- Preserve open space use and views to bay and ships

Artifact
Display/Public
Seating Area

Street

Beach

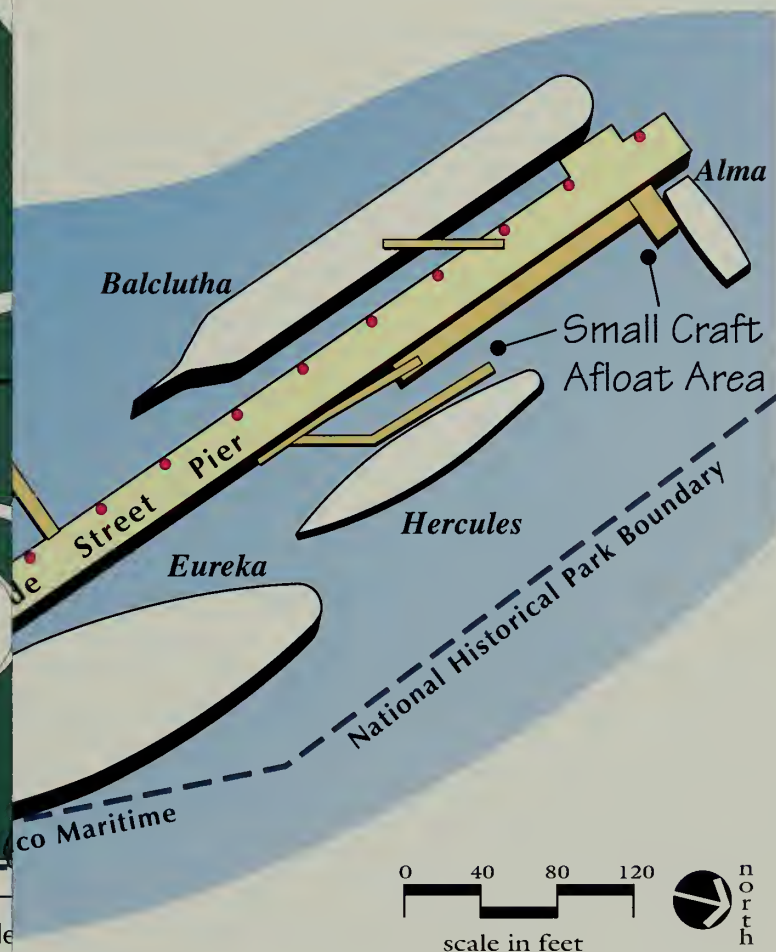
Cable Car
Turnaround

Hyde

Haslett
Warehouse bl

Forepier / Entry

- Retain the maritime bookstore at the entrance to the pier
- Improve visitor access and views to ships by removing/relocating some of the maritime artifacts
- Redesign the pier entry space to provide through paving treatments (block paving), improved signs, and theme lighting
- Retain the Lewis Ark at its current location on the forepier



Concept

- The current arrangement for historic ships' berthing would be maintained. Only minimal improvements would be made to the forepier/entry area to increase aesthetic appeal and visibility for visitors. Public interpretation/demonstration areas would be maintained and improved along the west side of the main pier and views would be provided into the inner harbor and the Aquatic Park Lagoon.

No Action/Minimum Requirements

ALTERNATIVE C HYDE STREET PIER Development Concept Plan

San Francisco Maritime
National Historical Park
U. S. Department of the Interior
National Park Service
DSC/March '96/350/20,032



Victorian Park

- Preserve open space use and views to bay and ships

Artifact Display/Public Seating Area

Cable Car Turnaround

Hyde Street

Haslett Warehouse bldg.

Forepier / Entry

- Retain the maritime bookstore at the entrance to the pier
- Improve visitor access and views to the historic ships by removing/relocating some of the large maritime artifacts
- Redesign the pier entry space to provide for interest through paving treatments (block pavers), improved signs, and theme lighting
- Retain the Lewis Ark at its current location on the forepier

LEGEND

- San Francisco Maritime National Historical Park Boundary
- Park Signs/Identity Location
- Theme Lighting
- Existing Tree
- Permanent Park Use Structure
- Accessory Structure

Rowing and Swimming Clubs

Bookstore

Lewis Ark

Maskell Marine bldg.

Fish Alley

Multipurpose Bldg.

Fisheries Bldg.

Display Areas

Restroom

Small Craft

Tubbs bldg.

Interpretation/Demonstration Areas

C.A. Thayer

Eppleton Hall

Balclutha

Eureka

Hercules

Small Craft Afloat Area

Alma

National Historical Park Boundary

San Francisco Maritime

Hyde Street Pier

0 40 80 120
scale in feet



Hyde Street Pier / Historic Ships

- Maintain current arrangement for historic ships' berthing/display area, multipurpose building (ships' maintenance shops, ships' manager, interpretive rangers, shipwrights), small craft shop, and Tubbs building (Environmental Living Program)

Concept

- The current arrangement for historic ships' berthing would be maintained. Only minimal improvements would be made to the forepier/entry area to increase aesthetic appeal and visibility for visitors. Public interpretation/demonstration areas would be maintained and improved along the west side of the main pier and views would be provided into the inner harbor and the Aquatic Park Lagoon.

No Action/Minimum Requirements

ALTERNATIVE C HYDE STREET PIER Development Concept Plan

San Francisco Maritime
National Historical Park
U. S. Department of the Interior
National Park Service
DSC/March '96/350/20,032



Access and Parking

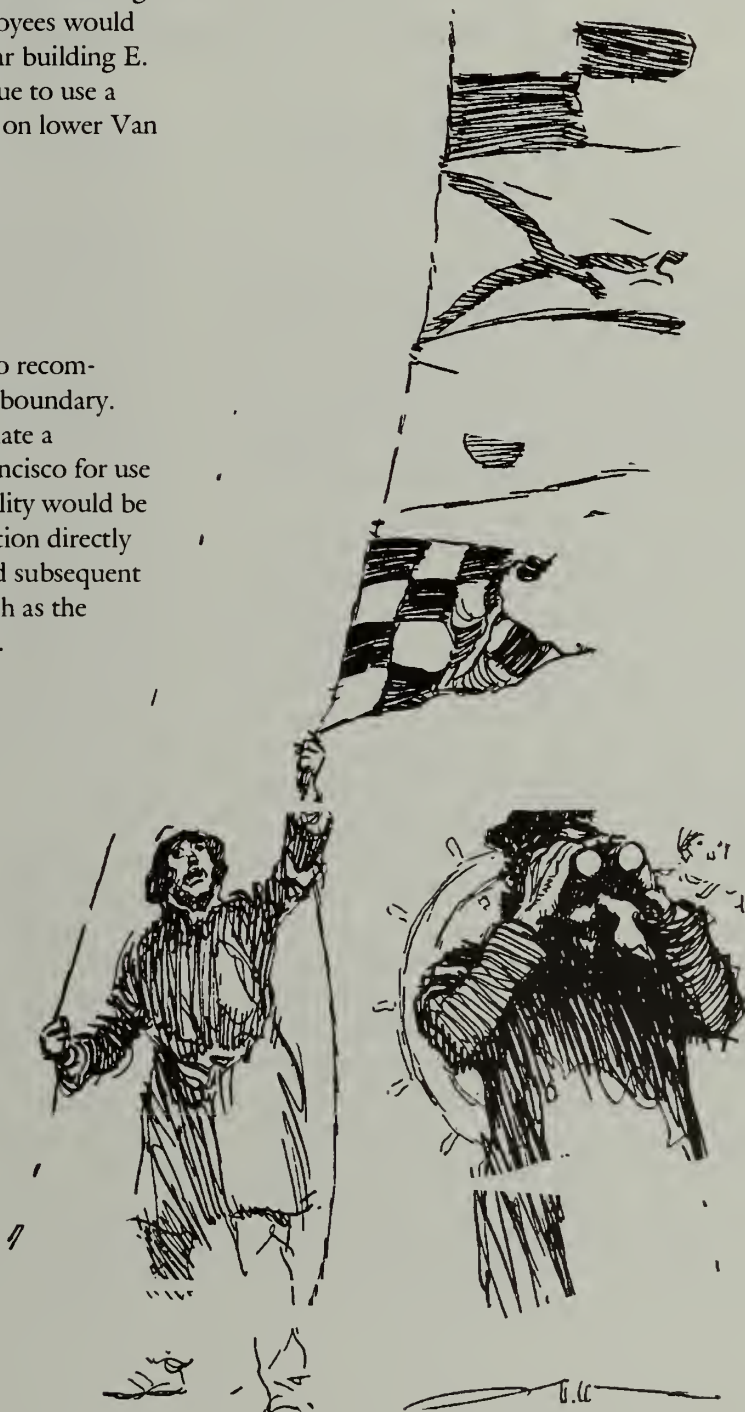
Park Service employees would be encouraged to use mass transit to the park. Parking for government vehicles would be maintained in the existing marked spaces on Jefferson Street near the entrance to the Hyde Street Pier. Government and private vehicles would be discouraged from parking in front of the basement access to the Aquatic Park Bathhouse along the public promenade. Parking for employees would still be available at lower Fort Mason near building E. The National Park Service would continue to use a limited number of public parking spaces on lower Van Ness Avenue.

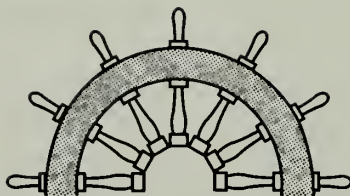
BOUNDARY ADJUSTMENTS / PROPERTY ACQUISITION

Under this alternative, there would be no recommendations for adjustment of the park's boundary. However, the Park Service would negotiate a long-term lease with the Port of San Francisco for use of the Hyde Street Pier. Another possibility would be the acquisition of the pier through donation directly from the Port or through acquisition and subsequent donation to the park by a third party such as the National Maritime Museum Association.

DEVELOPMENT AND OPERATING COSTS

The one-time development costs for alternative C would be \$28,150,000. The yearly operating costs would be \$5,019,000. See appendix B for a breakdown of development costs for this alternative.





ALTERNATIVES CONSIDERED BUT DISMISSED FROM FURTHER CONSIDERATION

USE OF ENTIRE HASLETT WAREHOUSE OR AQUATIC PARK BATHHOUSE FOR NPS FUNCTIONS

The use of the entire Haslett Warehouse as a museum, along with museum support and administration space, was not considered economically feasible. The estimated building rehabilitation costs would have been approximately \$18–19 million. Commercial investment and leasing in the building were considered to be the only viable funding approach for generating income to offset the costs of rehabilitating and maintaining the building. In addition, a benefit of having a commercial component within the building would be that revenue generated from commercial lease space could be used by the park to supplement NPS funding for preservation of the historic ships.

Consolidation of NPS headquarters and administrative functions in the Aquatic Park Bathhouse was also dismissed from further evaluation. The design and layout of the building would not have supported and would not have easily adapted itself to these uses. Of paramount concern was that necessary redesign to accommodate administrative offices could have likely compromised preservation of the art and architecture (murals, tile work, sculpture, and other artworks) of this national historic landmark, further damaged or covered up the original art and decorative finishes, and severely limited public viewing, use, and appreciation of the bathhouse as a historic resource. Consequently, the alternatives considered only actions that would support continued public uses for the majority of the building (upper floors).

RESTORATION/PRESERVATION OF THE STEAM SCHOONER *WAPAMA*

Restoring *Wapama* as a floating exhibit would have required major rebuilding of the vessel and was not considered economically feasible. In 1986, the draft historic structure report, based on a detailed marine survey of the vessel, concluded that restoration was not considered viable and was not recommended. Placed on a barge in 1980 to prevent its sinking, the vessel's underlying condition has rapidly worsened.

The ship suffers from extensive deterioration caused largely by brown rot fungus, commonly known as dry rot. Marine surveys show that 80 to 90% of *Wapama*'s structure is affected by dry rot. The historic structure report stated that about 90% of the ship would have to be replaced to refloat the vessel. The effort to retain the other 10% of the structure, which could still be salvaged, would cost at least 30 to 40% above that of building a reconstruction (a completely new ship). The end result would essentially still be a new ship. The cost to rebuild the vessel was estimated at about \$10.4–16.8 million. (For more detailed information on *Wapama*'s history and the vessel's current condition, see the discussion on *Wapama* in the "Affected Environment" section.)

The option recommended by the historic structure report in 1986 and the "Fleet Management Plan" in 1988 to stabilize *Wapama* and preserve the ship as a dry berth exhibit was also not considered reasonable. Stopping further deterioration from dry rot and other causes might not be physically possible and would take years of specialized treatment. Experimental chemical treatments were conducted for several years in portions of the hull and may have been effective where used; however, due to the ship's massive construction, many areas of the hull are inaccessible. The historic structure report cautioned that "the deterioration of

the *Wapama* is so far advanced that there is no guarantee that stabilization measures will be fully effective.”

Establishing *Wapama* as a dry berth exhibit would have required a permanent site either on land or on the water for barge 214. Even on land, the vessel would likely remain on the barge because marine experts believe it would be inadvisable to remove *Wapama* because of the risk of collapse. A site suitable for stabilization would have required the facilities, utilities, and space for materials and equipment needed for such a large-scale project. No appropriate location on land would be available to the park. Placing *Wapama* in Aquatic Park was considered but dismissed because the ship’s huge size would have overwhelmed the setting and viewshed of the Aquatic Park Historic District and resulted in a serious adverse effect to the district, a national historic landmark.

Wapama, resting on barge 214, is currently located on the U.S. Corps of Engineers dock at the Bay Model site in Sausalito, California. This ungainly floating unit requires a site protected from excessive wind and wave action. Although the Bay Model site provides a protected berth and limited access for interpretive purposes, it does not possess the needed infrastructure for preserving the vessel. Also, the agreement to keep *Wapama* there contains a 60-day termination clause. No other berth has been identified possessing the necessary facilities to provide a suitable, permanent location for the barge and *Wapama*.

The historic structure report acknowledged the problems with preserving *Wapama* on the barge: “maintaining a wreck, a shed, and a barge with difficult berthing requirements” would require a major effort. A protective shed built over the vessel would help reduce rainwater intrusion but would do nothing to address the serious problem of advanced structural decay already affecting 80 to 90% of the vessel. The cost to fully stabilize the ship — to prevent further deterioration and ensure its structural integrity, while maintaining its essential form — was estimated at about \$800,000 – \$1.12 million. This would involve years of treatment with preservatives while reducing the moisture content of the ship’s wooden timbers to a level that would not support further rot.

The problems associated with stabilizing the vessel, with no guarantee of success, and the lack of a permanent dry berth location with the necessary

facilities, has eliminated the possibility of preserving *Wapama* as a reasonable alternative. In addition, diversion of existing park staff and funding to work on *Wapama* would seriously impair the park’s ability to perform critical work on the other historic vessels that may still be saved. This does not preclude the possibility of restoring or stabilizing this significant resource should adequate funding develop through appropriation or donation to pursue these treatment options.

ACQUISITION OF SHIPYARD FACILITIES

The acquisition of shipyard facilities for the preservation and repair of the fleet of historic vessels was not considered economically feasible. In 1994 an evaluation of potential preservation/restoration/repair facilities was conducted by Designers & Planners, Inc., a naval architecture and marine engineering consultant under contract to the park. The premise of the evaluation was based on addressing the issue of providing for the long-term preservation needs of the park’s vessels.

Hyde Street Pier currently provides the location for the majority of the daily topside maintenance, which is a critical requirement in the preservation of historic vessels. However, this location does not address the need for cyclic work in shipyards for the maintenance of the underwater portions of hulls and for major preservation projects that cannot be accomplished afloat. Because of the existing recreational uses adjacent to Hyde Street Pier and its physical limitations, major vessel restoration operations are unsuitable and are therefore contracted to local commercial shipyards.

However, with the reduction in commercial and military shipping activity in the San Francisco Bay Area, the number of available commercial shipyards is diminishing. Based on this trend, the National Park Service initiated the evaluation to consider acquisition of repair facilities as a cost-effective means for maintaining the fleet of historic vessels. The focus of the evaluation was to provide the Park Service with an objective preliminary analysis of potential preservation and repair facilities and options for operation to determine their suitability for use by San Francisco Maritime National Historical Park.

The evaluation considered seven sites within the Bay Area; five of these were existing shipyard sites with various levels of existing infrastructure, and two were

Bay sites with the potential for conversion to ship repair facilities. The site alternatives considered included Pacific Drydock (Oakland), Hunters Point Naval Shipyard (San Francisco), Horseshoe Cove (East Ft. Baker, Marin), Bethlehem Steel Yard (San Francisco), Arques Shipyard (Sausalito), Naval Training Base, Treasure Island (San Francisco), and Mare Island Naval Shipyard (Vallejo). Three of the sites were found to have little potential: Pacific Drydock, Horseshoe Cove, and Hunters Point. These sites were provided with a cursory evaluation and were subsequently dismissed from further evaluation.

The evaluation used comparative criteria to analyze the suitability of each location and facility. These criteria included existing infrastructure analysis, zoning restrictions, capability to service NPS vessels, hazardous materials potential, shoreside facilities, shoreside access, waterside access, visitor access and interpretation, and conversion feasibility and costs.

NPS operation options were also presented as part of the evaluation.

The Mare Island Naval Shipyard site (dry dock no. 1 area) received the highest ranking within the established criteria, which signified that when compared to the other locations, it met most of the requirements at the most effective cost. Its major drawback was its distance from Hyde Street Pier, which was approximately 27 miles by water, or a one-hour drive. The costs of conversion to NPS use of the four remaining sites ranged from \$770,000 for Mare Island Naval Shipyard to \$6,713,000 for the Treasure Island location.

Consequently, it was determined not to include acquisition of a shipyard facility in the alternatives. Instead, the park would continue contracting work to commercial shipyards and consider actions that would support the park entering into cooperative use or lease agreements for use of public or private shipyard facilities. The reasons not to pursue acquisition at this time include an unwillingness by NPS management to extend the park's operating and staffing commitments, and difficulty in determining the projected annual maintenance and operating costs of the facility. This would not preclude the possibility for future facility acquisition should it become economically and operationally practicable.



TABLE 8: SUMMARY OF ALTERNATIVES	
ACTIONS COMMON TO ALL ALTERNATIVES	
Concept	San Francisco Maritime National Historical Park would emphasize maritime history between 1848 and 1945 — a significant period in the history of the Bay. San Francisco Bay was the major maritime center on the Pacific Coast between the California gold rush of 1848 and the end of World War II. This was a significant period in the history of the Bay and would continue to be the primary focus of the park's collection, programs, and visitor experience.
Historic Vessel Preservation Plan	<p>Treatment of historic vessels would be completed according to the historic structures reports and the Inventory and Condition Assessment Program. The program would be used as the approach to vessel preservation in combination with the Secretary of the Interior's Standards for Historic Vessel Preservation Projects with Guidelines for Applying the Standards and NPS-28. Basic maintenance standards would be emphasized.</p> <p>Procedures for documentation of vessel restorations would be improved, including photography and written outlines of work completed and changes in original fabric, in accordance with the Secretary of the Interior's Standards for Historic Vessel Preservation Projects.</p>
Specific Park Management Plans	The following additional plans would be prepared or revised: (1) resource management plan, (2) acquisition plan, (3) collection management plan, (4) collection storage plan, (5) collection condition survey, (6) exhibit plan, (7) library plan, (8) disaster plan, (9) cultural landscape report, and (10) interpretive prospectus
Carrying Capacity	The park would take management actions as necessary to achieve desired resource and social conditions for the Hyde Street Pier and historic ships berthed at the pier.
Sustainable Development	All projects (from initial concept through design, construction, and operations) would adhere to the concept of sustainable development. Management, preservation, and maintenance of cultural resources would be directed toward sustainable conservation.
Access for Visitors with Disabilities	The highest feasible level of physical access would be developed for people with disabilities to all buildings and public use areas, consistent with the preservation of the historic ships and properties.

TOPICS	ALTERNATIVE A (PROPOSED ACTION)	ALTERNATIVE B	ALTERNATIVE C – NO ACTION/ MINIMUM REQUIREMENTS
CULTURAL RESOURCE MANAGEMENT			
Historic Ships Management	<p>Major historic ship restoration and preservation work requiring shipyard services or dry docks would be provided through</p> <ul style="list-style-type: none"> continued contracting with commercial shipyards appropriate agreements for use of Bay Area facilities (dry dock, pier, support buildings, and/or utilities) by the Park Service for long-term ship restoration projects and short-term repair activities use of the AFDL-38 floating dry dock for the ships (except <i>Eureka</i>, which is too large) at Bay facilities available for NPS use through appropriate agreements for major shipwork; continue to lease AFDL-38 to private contractors to maximize its use, minimize maintenance costs, and generate revenue for use as an operations/maintenance fund <p>The topside maintenance of the historic ships would continue to be provided by NPS riggers, deckhands, shipwrights, and volunteers at Hyde Street Pier.</p> <p>The multipurpose building would be retained at Hyde Street Pier to support the ships' maintenance shop, ships' manager, shipwrights, and interpretive ranger program functions and to provide opportunities for public interpretation of the maintenance activities.</p> <p>Maintenance support space would be provided for rigging and deckhand staff on leased property adjacent to Hyde Street Pier.</p> <p>Shipwright functions that typically entail larger pieces of work, machinery, and space would be maintained at the Presidio and as needed at Bay facilities available for NPS use through appropriate agreements for major shipwork.</p>	<p>Same as proposed action.</p> <p>Same as proposed action.</p> <p>Same as proposed action.</p> <p>Same as proposed action.</p> <p>Same as proposed action.</p>	<p>Same as proposed action.</p> <p>Same as proposed action.</p> <p>Same as proposed action.</p> <p>Provide maintenance support space for rigging staff at the Presidio.</p> <p>Maintain shipwright functions described under alternative A at the Presidio.</p>

TOPICS		ALTERNATIVE A (PROPOSED ACTION)	ALTERNATIVE B	ALTERNATIVE C – NO ACTION/ MINIMUM REQUIREMENTS
Historic Ships Treatment		<p>The <i>Alma</i>, <i>Balclutha</i>, <i>Eureka</i>, <i>Hercules</i>, <i>Eppletan Hall</i>, and <i>Lewis Ark</i> would be preserved. The <i>C.A. Thayer</i> would be restored. These ships would be at Hyde Street Pier.</p> <p>The <i>Wapama</i> would be maintained as long as possible without addressing underlying deterioration. It would be a stationary exhibit on a floating barge at an appropriate Bay Area site; in the event the vessel became unsafe, it would be dismantled according to the National Historic Preservation Act. Contributing features would be salvaged for interpretive use and research value.</p> <p>The <i>Lewis Ark</i> would be a stationary exhibit adjacent to the Hyde Street Pier.</p>	<p>The <i>Alma</i>, <i>Balclutha</i>, <i>Eureka</i>, and <i>Hercules</i> would be preserved. The <i>C.A. Thayer</i> would be restored. The <i>Eppletan Hall</i> would be stabilized and remain afloat at the Hyde Street Pier until it is deaccessioned to an appropriate venue or other maritime museum. These ships (except <i>Eppletan Hall</i>) would be remain afloat at the Hyde Street Pier.</p> <p>The <i>Wapama</i> would be dismantled in accordance with provisions of the National Historic Preservation Act, and contributing features would be salvaged for interpretive use and research value.</p> <p>The <i>Lewis Ark</i> would be in a dry berth exhibit on Hyde Street Pier until she was deaccessioned to a Bay Area houseboat association for preservation.</p>	<p>The <i>Alma</i>, <i>Balclutha</i>, <i>C.A. Thayer</i>, <i>Eppletan Hall</i>, <i>Eureka</i>, and <i>Hercules</i> would be preserved. These ships would remain afloat at the Hyde Street Pier.</p> <p>Same as proposed action; however, it would remain at the U.S. Corps of Engineers' dock at Sausalito.</p> <p>The <i>Lewis Ark</i> would be preserved and remain on the forepier as a stationary exhibit.</p>
		The National Liberty Ship Memorial would be encouraged to assume the bare-boat charter and responsibility for the <i>SS Jeremiah O'Brien</i> . The ship would be at an appropriate Bay Area site. The Park Service would recommend to the secretary of transportation that the ship not be transferred to the National Park Service.	The National Park Service would recommend to the secretary of transportation that the ship be transferred to the National Park Service.	Same as proposed action.
Collection Facilities		Building E at lower Fort Mason would be used for the library, historic document collection, photo lab, and Library Associates. The building would be upgraded to meet seismic safety requirements and provide appropriate environmental controls and equipment to properly house and use the variety of library and archival materials.	Same as proposed action.	All of building E would be used for headquarters and administration offices, library, historic documents, collection management, and storage of some artifacts. Non-Park Service use in building E would be relocated, and the space would be converted to park use.
		The park's artifacts, small watercraft storage, and collections management department would be moved to an appropriate Presidio building or other offsite location.	Same as proposed action.	Museum collections and small watercraft storage would be moved to an appropriate Presidio building or other offsite location.
		Storage facilities for nitrate cellulose negatives would be relocated to storage space at the Presidio.	Same as proposed action.	Same as proposed action; in addition, the Aquatic Park Bathhouse basement would continue to be used for a photo lab.
		One or more offsite facilities would be maintained for overflow storage of collection items, library materials, and historic documents (e.g., Presidio, San Bruno, building 670 – East Fort Baker, building 201 – Fort Mason).	Same as proposed action	The offsite storage facilities would continue to be used for storage of collection items and small watercraft (e.g., Presidio, Fort Baker, San Bruno).
VISITOR USE/DEVELOPMENT				
Design Theme		The unifying theme for adjacent site areas of Victorian Park, Hyde Street Pier, Haslett Warehouse, and common streetscape areas would be a distinct, 19th century San Francisco design.	Same as proposed action.	The basic layout of the theme elements for Victorian Park and Hyde Street Pier would be maintained.
		Theme-design elements and compatible paving treatments (e.g., lighting, banners, signs, street furniture, pier planking, basalt blocks) would create a visual and physical connection between Hyde Street Pier, Victorian Park, Haslett Warehouse, and Aquatic Park.	Same as proposed action.	A visual and physical connection would be created between the Hyde Street Pier, Aquatic Park Bathhouse, and Victorian Park through theme streetscape design elements (e.g., lighting, banners, signs, street furniture).
Access/Circulation		Mass transit would continue in its current configuration and access to Hyde Street. Visitors would be encouraged to use mass transit to the park.	Same as proposed action.	Same as proposed action.
		During weekends and the peak-use season the Park Service would work with the city to adjust through-traffic to exit on Leavenworth Street at the Cannery instead of at Hyde Street. Through-traffic would be deflected, and parking would be eliminated from Jefferson Street between Fish Alley and the west end and from Hyde Street between Jefferson and Beach Streets during peak visitation hours (10:00 a.m. – 4:00 p.m.). These street areas would function as pedestrian access only at the entrance to Hyde Street Pier, Victorian Park, and the Haslett Warehouse.	The Park Service would recommend that the city close Hyde and Jefferson Streets to through-traffic (except transit).	Vehicle traffic and parking would continue to be allowed to access to Hyde and Jefferson Streets.

TOPICS	ALTERNATIVE A (PROPOSED ACTION)	ALTERNATIVE B	ALTERNATIVE C – NO ACTION/ MINIMUM REQUIREMENTS
Access/Circulation (cont'd)	Public parking within the park boundary would be maintained on Van Ness Avenue to its full extent (using 4-hour time duration/approximately 105 spaces). Limited public parking spaces would continue to be provided at the west end of Beach Street adjacent to the Aquatic Park Bathhouse (approximately 35 spaces).	Same as proposed action.	Public parking would be maintained along the west end of Jefferson Street (both sides), Hyde Street (east side/west side-limited), and on Van Ness Avenue.
Interpretation/Education	Visitor experience objectives would be based on the identified vision, mission, purpose, themes, and significant resources.	Same as proposed action.	Same as proposed action.
	The interpretive program would be expanded to reflect this focus. The number and variety of interpretive programs would be enhanced, and the volunteer and docent program would be expanded.	Same as proposed action.	The interpretive program would continue to operate at existing levels.
	Travel and tour information to other Bay Area sites would be provided to expand visitor appreciation of the region (e.g., Fort Mason, Presidio, Ferry Building, Cable Car Museum, GGNRA, USS Pampanito, and SS Jeremiah O'Brien.).	Same as proposed action.	Interpretive activities would continue to operate at existing levels.
	Expansion of space for the library and historic documents would further support the interpretive program.	Same as proposed action.	Library and historic documents would continue to support the interpretive program.
	Shipworks and maintenance activities would be interpreted where appropriate, including if feasible, at any offsite dry dock facility.	Same as proposed action.	Same as proposed action.
	Education and training in maritime skills and technology would be supported by the park. In cooperation with the San Francisco Sea Scouts, the park would explore options to provide sail training at the Sea Scout base.	Same as proposed action.	Existing training in maritime skills and technology would continue.
Hyde Street Pier DCP	The intersection at Hyde and Jefferson Streets would be a focal point for drawing visitors to the park; traffic would be deflected, and the area would be redesigned to enhance pedestrian access. The Hyde Street Pier would continue to serve as the primary interpretive display location for the historic ships. Where possible, views would be opened to the Hyde Street Pier by removing nonessential structures and/or visual intrusions or by placing new functions out of the primary view corridor.	Same as proposed action, except that the intersection at Hyde and Jefferson Streets would be an expanded/permanent plaza.	Minimal improvements would be provided to the pier area to increase appeal, visibility, and ships' functional support. The current arrangement for historic ships' berthing would remain.
	A strong visual and physical connection would be developed from the cable car turnaround to the focal point intersection and Haslett Warehouse (future museum).	Same as proposed action.	Develop a strong visual and physical connection from the cable car turnaround to the focal point intersection and the Aquatic Park Bathhouse (maritime museum).
	The forepier area would be redesigned to create an attractive entry to the Hyde Street Pier that would include creation of a maritime theme visual element that would be compatible with the focal design elements of the intersection and Haslett Warehouse. The pier would be cleared for visual and physical access to the vessels (e.g., the maritime bookstore would be relocated to Victorian Park and some large artifacts would be relocated so as not to obstruct views or placed in storage until they could be exhibited in the new museum in Haslett Warehouse).	Same as the proposed action. In cooperation with the National Maritime Museum Association, the Park Service would enter into negotiations for acquisition and use of the Maskell Marine building for functional space needs (e.g., maritime bookstore and volunteers office space). The existing bookstore building would be relocated to Victorian Park as a visitor contact/information center.	Current functions on the pier would remain. The multipurpose building and maritime bookstore would remain at their current locations on the pier.
	The swimming and rowing clubs would be retained at their current location adjacent to the pier, and the clubs would be encouraged to modify their buildings to a Victorian design theme reflected in Victorian Park and the pier. A cooperative agreement would be established with the clubs to interpret their activities and small craft.	The views would be further opened up to the Bay and ships by encouraging and assisting the swimming and rowing clubs to relocate their facilities to the west side of the Aquatic Park at the foot of Van Ness Avenue. The park would negotiate with the city to obtain the land formerly occupied by the clubs.	The swimming and rowing clubs would remain at their current location adjacent to the forepier.
	The multipurpose building would be retained at Hyde Street Pier to support maintenance activities, shipwright, ships' manager, and interpretive ranger functions and to provide opportunities for public interpretation of the maintenance activities. The Tubbs building would be retained in its approximate location on the pier and used for the Environmental Living Program.	Same as proposed action. The Tubbs building would be relocated adjacent to the restroom building and used for the Environmental Living Program.	Same as proposed action. Same as proposed action.

TOPICS	ALTERNATIVE A (PROPOSED ACTION)	ALTERNATIVE B	ALTERNATIVE C – NO ACTION/ MINIMUM REQUIREMENTS
Hyde Street Pier DCP (cont'd)	The existing small craft shop would be replaced with an expanded structure and designed to avoid obstructing views of the ships. The new structure would be designed to complement the pier theme.	The small craft shop functions on the pier would be relocated to the west side of Aquatic Park at the location of the Sea Scout base. The existing building on the pier would be removed to improve views.	The small craft shop would be replaced with a more appropriate similar-size structure designed to complement the pier theme.
Haslett Warehouse DCP	<p>Under a partnership agreement, the Haslett Warehouse would be leased to a private developer for the purpose of rehabilitating for adaptive use as the future maritime museum, park headquarters/administration and visitor contact, and commercial use. This would include the following:</p> <ul style="list-style-type: none"> ♦ The Park Service would initially use adequate building space for interpretive/ museum exhibits, visitor contact, and some storage. ♦ Remaining building space would be developed for commercial leasing with lease revenue to provide for preservation of the historic ships and other park cultural resources. ♦ When fiscally possible, the Park Service would obtain additional space at the Haslett Warehouse for relocation of park headquarters and administrative offices and would continue to obtain additional space to phase in expansion of future museum exhibits, exhibit preparation and storage, and associated functions. 	<p>Under a partnership agreement, the Haslett Warehouse would be leased to a private developer for the purpose of rehabilitating for adaptive use as the future maritime museum, park headquarters/administration and commercial use. This would include the following:</p> <ul style="list-style-type: none"> ♦ The Park Service would initially use adequate building space for park headquarters/administration and some storage. (Visitor contact would be provided at the relocated bookstore building in Victorian Park.) ♦ Remaining building space would be developed for commercial leasing with lease revenue to provide for preservation of the historic ships and other park cultural resources. ♦ When fiscally possible, the Park Service would obtain additional space at the Haslett Warehouse to phase in expansion of future museum exhibits, exhibit preparation and storage, and associated functions. 	The Haslett Warehouse would remain under the jurisdiction of Golden Gate National Recreation Area. The park would discontinue use of the warehouse. The small watercraft and marine equipment currently stored at the warehouse would be relocated to storage space at East Fort Baker or the Presidio.
Aquatic Park DCP	<p>The Aquatic Park Bathhouse (maritime museum) would be rehabilitated for continued use as the primary exhibition facility until space in the Haslett Warehouse was acquired. The building would be upgraded with minimal environmental controls to properly house the collection.</p> <p>The San Francisco Senior Center would be maintained in the basement and east wing of the Aquatic Park Bathhouse building. Access to the building would be provided in accordance with the Americans with Disabilities Act guidelines.</p> <p>Following relocation of the museum functions to the Haslett Warehouse, the Aquatic Park Bathhouse building would be adaptively used in a manner that would recognize and preserve its art and architecture. The building would be made available to the public by allowing the main floor, veranda, west wing, and second floor to be used for conferences, meetings, receptions, and viewing by the general public. This space would be managed by the nonprofit National Maritime Museum Association with rental space revenues used for preservation of the building and other park cultural resources and public interpretive programs.</p> <p>The speaker towers and restroom buildings associated with the historic district would be preserved. The bleachers, underneath storage rooms, and workspace adjacent to the building would be rehabilitated as necessary.</p> <p>The possibility of using the West Roundhouse snack stand for some appropriate visitor commercial or concession use would be explored. The East and West Roundhouse restrooms would remain open.</p> <p>The two bocce ball courts would be maintained, and a nautical-theme play area for children would be provided in the area adjacent to the courts.</p> <p>The existing development, openness, and public use of Victorian Park would be preserved and maintained. The maritime bookstore would be relocated to the southwest corner of Hyde and Jefferson Streets in Victorian Park as part of a small public plaza intended to integrate Victorian Park with Hyde Street Pier and the Haslett Warehouse.</p>	<p>Same as proposed action.</p> <p>Same as proposed action.</p> <p>Same as proposed action.</p> <p>Same as proposed action.</p> <p>Same as proposed action.</p> <p>Same as proposed action.</p> <p>Same as proposed action, except the Maritime Bookstore function would be relocated to the Maskell Marine building, and the bookstore building would be used as a visitor contact center.</p>	<p>The Aquatic Park Bathhouse (maritime museum) would be rehabilitated for permanent use as the primary exhibition facility. The building would be upgraded with appropriate environmental controls and equipment to properly house the collection.</p> <p>Same as proposed action.</p> <p>The Aquatic Park Bathhouse would remain as the primary museum facility.</p> <p>Same as proposed action.</p> <p>The West and East Roundhouse restrooms would remain open.</p> <p>The two bocce ball courts would be maintained.</p> <p>The existing development, openness, and public use of Victorian Park would be preserved and maintained, as would recreational space and pedestrian access along the beach, waterfront promenade, and bleachers.</p>

TOPICS	ALTERNATIVE A (PROPOSED ACTION)	ALTERNATIVE B	ALTERNATIVE C – NO ACTION/ MINIMUM REQUIREMENTS
Aquatic Park DCP (cont'd)	The Sea Scout base would be rehabilitated for use by the San Francisco Sea Scouts (see the "Parkwide Interpretation and Education" section).	The Sea Scout base would be rehabilitated for use by the San Francisco Sea Scouts. The park's small craft shop would be located here (see the "Parkwide Interpretation and Education" section.)	Same as proposed action.
PARK OPERATIONS/DEVELOPMENT			
Staffing	Approximately 111 full-time employees would be provided.	Approximately 118 full-time employees would be provided.	Approximately 75 full-time employees would be provided.
Access/Parking	NPS employees would continue to use parking provided at the lower Fort Mason/building E location.	Same as proposed action.	Same as proposed action.
	Employees would be encouraged to use mass transit access to lower Ft. Mason/ building E, Aquatic Park Bathhouse, and Hyde Street Pier.	Same as proposed action.	Same as proposed action.
	All staff vehicles (government and private) would be prohibited from parking in front of the basement access to the Aquatic Park Bathhouse along the public promenade. If possible, private parking space would be arranged with Ghirardelli Square, the Williams-Sonoma building, or other private sources. Public parking on lower Van Ness Avenue could be used to provide parking for government vehicles and staff assigned to the Haslett Warehouse or other central park locations.	Same as proposed action.	All staff vehicles (government and private) would be prohibited from parking in front of the basement access to the Aquatic Park Bathhouse along the public promenade. Public parking on lower Van Ness Avenue could be used as parking for government vehicles and staff assigned to central park locations.
	Government vehicle parking would be discontinued on Jefferson Street at the entrance to Hyde Street Pier.	Same as proposed action.	Government vehicle parking would be maintained in the existing marked spaces on Jefferson Street at the entrance to Hyde Street Pier.
Park Operating Costs	\$6,939,000 per year	\$7,204,000 per year	\$5,019,000 per year
BOUNDARY ADJUSTMENTS/PROPERTY ACQUISITION			
Boundary Adjustments for Haslett Warehouse	The Park Service would recommend that the secretary of the interior adjust the park boundary to include the Haslett Warehouse.	Same as proposed action.	There would be no recommendation for park boundary adjustments.
Acquisition/Hyde Street Pier	A long-term lease would be made with the Port of San Francisco for use of the Hyde Street Pier or if possible, acquisition of the pier would be sought from the Port.	Same as proposed action. If the Maskell building is acquired, the park would recommend a boundary adjustment to include this building.	Same as proposed action.
DEVELOPMENT COSTS	\$43,447,000	\$49,131,000	\$28,150,000

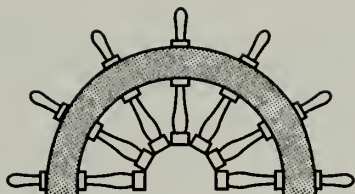
TABLE 9: SUMMARY OF ENVIRONMENTAL CONSEQUENCES

IMPACT TOPIC	ALTERNATIVE A (PROPOSED ACTION)	ALTERNATIVE B	ALTERNATIVE C (NO ACTION/MINIMUM REQUIREMENTS)
Historic Properties	Historic properties would generally benefit from a consistent maintenance and preservation approach aimed at perpetuating their historic integrity. <i>Wapama</i> would be adversely affected when she was eventually dismantled. Rehabilitation of the Aquatic Park Bathhouse would help ensure its future use. Rehabilitation of Haslett Warehouse would help ensure the future preservation of one of San Francisco's last remaining early 20th century buildings.	Historic properties would generally benefit from a consistent maintenance and preservation approach aimed at perpetuating their historic integrity. <i>Wapama</i> would be adversely affected when she was dismantled. The <i>Eppleton Hall</i> would be stabilized but not fully restored pending her eventual deaccessioning to another museum. The Aquatic Park Bathhouse would be rehabilitated, and the Haslett Warehouse would be rehabilitated for adaptive use.	Historic properties would generally benefit from a consistent maintenance and preservation approach aimed at perpetuating their historic integrity. <i>Wapama</i> would be adversely affected when she was dismantled. The Aquatic Park Bathhouse would be rehabilitated. The Lewis Ark would be retained as a dry berth exhibit on Hyde Street Pier.
Maritime Library	The library would receive the space, equipment, and staffing it needs to protect, preserve, and make full use of its holdings.	Same as proposed action.	The library's current and future space needs would not be met, resulting in inadequate storage conditions especially for fragile items and rare books.
Museum Collection	The park's museum collection would receive the space, equipment, and staffing needed to protect, preserve, and use them appropriately.	Same as proposed action.	The park's museum collection in building E and at some offsite facilities would continue to deteriorate because of inadequate storage and environmental conditions.
Aquatic Lagoon/Shoreline Environment	There would be minor disturbance to the shoreline (less than 1/4 acre) and limited, short-term impacts on water quality.	Same as proposed action.	There would be minor disturbance to the shoreline (less than 1 acre) and limited, short-term impacts on water quality.
Visitor Experience and Interpretation	Visitors could clearly identify and establish connections between the primary park facilities. Interpretive facilities would be enhanced and expanded to adequately cover the primary park themes. The redesigned Hyde and Jefferson Streets area would improve access, visibility of the historic ships, and interpretive opportunities.	Same as proposed action. Greater accommodation and interpretive opportunities would be provided at permanent Hyde and Jefferson Streets pedestrian plaza.	Visitors would continue to have difficulty identifying and making connections between primary park facilities. There would still be inadequate interpretation of all of the park's primary themes and limited public use and appreciation of much of the park's collection.
Traffic/Parking	There would be a relatively minor increase in traffic and parking demand. Change in traffic patterns during peak use would increase traffic/ turns on Leavenworth and reduce traffic/ pedestrian conflicts near Hyde and Jefferson Streets.	There would be a relatively minor increase in traffic and parking demand. Permanent change in traffic patterns would increase traffic/turns on Leavenworth and reduce traffic/pedestrian conflicts near Hyde and Jefferson Streets.	Traffic and parking would not change.
Land Use – Coastal Zone Management	Visitor experience and access to the shoreline would be maintained and enhanced. Any fill/ excavation activities would be minimal. This alternative would be consistent with the Coastal Zone Management Program for San Francisco Bay.	Same as proposed action.	Same as proposed action.
Regional Economy	Positive benefits would occur from increased employment, associated earnings, and construction expenditures.	Same as proposed action.	Positive benefits would occur from construction and continued park operations expenditures.



The Sailing Schooner
C.A. Thayer

Affected Environment



CULTURAL RESOURCES

Much of the affected environment for cultural resources is based on information contained in Nancy Olmstead's "At the End of Our Streets are Spars: San Francisco's Maritime Heritage Becomes a National Park."

PREHISTORY OF THE AQUATIC PARK AREA AND BLACK POINT

Native Americans known as Costanoans lived on the San Francisco peninsula for thousands of years before the first Europeans arrived. Twenty-six archeological sites have been found on the peninsula containing evidence of their settlements and culture. Additional archeological sites probably lie buried since the rising sea level that formed San Francisco Bay between 8,000 and 11,000 years ago inundated land presumably used by indigenous peoples. One site has been found 75 feet below ground level.

Data suggests that at the time of European contact, the Costanoan people lived a semisedentary village life based on hunting and gathering. Development of the Spanish missions in California overturned this way of life; the Spanish used the native population as slave labor and many died of disease. Experts believe that about 80% of the Costanoans died during this period. Today, the descendants of Costanoan people from the Bay Area are known as the Muwekma tribe or Ohlone.

Black Point is the area adjacent to Aquatic Park on the west side. Most of Black Point is outside the park boundary (see the Land Use map on page 145). Four prehistoric archeological sites have been found in the Black Point and Aquatic Park area; deeply buried sites could also lie below the surface. The first known site, found in the 1850s eroding out of the bluff facing Hyde and Beach Streets, contained human remains and a shell mound. Although the extension of Hyde Street and the construction for the cable car line probably destroyed this site, it is possible that subsurface archeological deposits remain.

Three sites were discovered at Fort Mason in the late 1970s. Limited test excavations indicate that food sources included numerous species of shellfish, fish, birds, and mammals. Radiocarbon dating of two of the sites yielded dates of between 1,400 and 1,700 years before the present. Analysis of obsidian tool fragments shows that the majority of obsidian came from Napa and Sonoma Counties. The obsidian may have been traded unworked or as finished tools.

HISTORY OF THE AQUATIC PARK AREA AND BLACK POINT

The Spanish had little impact on Black Point or the cove, even though they had established the Presidio nearby in 1776. In 1797 they built a wood and adobe parapet and mounted five, 8-pound cannons on Black Point. By 1822, only a single cannon remained and by 1846, when United States troops took control, no evidence of the site could be found.

The United States also believed the area had military significance and established it as a military reservation in 1850. Since the army did not immediately occupy the site, squatters moved into the area and built elaborate homes with fabulous Bay views. The Pioneer Woolen Mills, the San Francisco Water Company, and the Selby Smelting and Lead Company also took advantage of the military by squatting along the cove. Eventually, these businesses gained legal control of their holdings by an act of Congress.

The Pioneer Woolen Mills operated from 1858 until 1889 when it could no longer compete with goods manufactured on the East Coast. The mills complex occupied nine structures by 1868 in the area bordered by Van Ness Avenue, Polk Street, Beach Street, and Bay Street. In 1893 Ghirardelli bought the vacant buildings for its chocolate factory. One brick building survives as the "Woolen Mill" in today's Ghirardelli Square complex.

The San Francisco Water Company began work on a water supply system in 1857 by building a dam across Lobos Creek. Over the years, the company made improvements to the system, including tunnels through Fort Point Hill and Black Point. A pumping station for the system at the site of the park's bocce ball courts was in operation until the 1930s and was torn down between 1940 and 1950.

Thomas H. Selby, a San Francisco businessman and future mayor, began making lead shot in 1865; two years later he moved his business to Black Point Cove where he built a large smelter. In 1885 the business relocated from the Black Point Cove site; it needed railroad access and a deep-water frontage that it found at Vallejo Junction, Contra Costa County. Any buildings still on the site in 1906 were demolished in the earthquake. The following year the California Fruit

Canners Association began construction on this site of the brick storage building now known as the Haslett Warehouse.

In spite of the cove's industrial occupants, swimmers enjoyed the sandy beach and invigorating water as early as the 1860s. A small bathhouse started about this time; by 1871 the "Sea Baths," later known as the "Neptune Baths," offered a place to change and get a towel. Several bathhouses operated here at different times until 1894.

Even though these bathhouses closed, people continued to swim in the cove, particularly the members of several rowing and swimming clubs that relocated their facilities here. Around the turn of the century, two clubs — the Ariel Club and the South End Swimming and Rowing Club — had their



Aquatic Park. Courtesy of San Francisco Chamber of Commerce.

buildings barged to the foot of Van Ness Avenue from other San Francisco locations. The Dolphin Club built a new structure there designed to be easily moved in the future if needed. To allow for the extension of Van Ness Avenue, the club buildings were moved to three different locations between 1926 and 1939, when they were moved to their current location at the corner of Hyde and Jefferson Streets. The San Francisco Rowing Club building (formerly the Ariel Rowing Club) was demolished after a fire in 1980. The clubs rent the land and boathouses from the city.

Following the 1906 earthquake, city officials chose Black Point Cove as a place to dump rubble, ruining the sandy beach. The rowing clubs, concerned about the welfare of the cove, soon formed the Aquatic Park Improvement Association. Additional changes to the cove heightened concerns; in 1913–1914 the Panama Pacific International Exposition Company built an elevated railroad trestle across the cove and a tunnel through Black Point to provide access to the exposition. Excavated material from the tunnel was used as fill in the cove. After the exposition, the rail line became part of the State Belt Railroad of California to move cargo along the waterfront. The tracks were later relocated about 1925 on land across Aquatic Park, and the trestle was dismantled.

Frederick Law Olmsted first proposed the idea of a recreational park in Black Point Cove in 1866. Each time the cove lost more of its character, the idea gained increasing support, until in 1917, the city, persuaded by diligent lobbying, acquired land in the cove for an aquatic park. After numerous planning efforts failed to be funded, in 1928 the city approved \$100,000 for construction of a recreation pier, in the hope that it would spur approval of a \$950,000 bond issue. Although the bond issue did not pass, the city constructed the pier in 1931. As the Great Depression worsened, supporters realized that money was not available to complete the proposed park. Paradoxically, the Works Progress Administration, a Depression-era work program, finally provided funding to develop the cove into an aquatic recreation area (see the section on the Aquatic Park Historic District).

In 1962, the development of Victorian Park adjacent to the bathhouse provided an area where the public could relax, picnic, or wait for the Hyde Street cable car. Built by the state of California as the San Francisco Maritime State Historical Monument, the former vacant dirt lot became known simply as

Victorian Park for its furnishings in the Victorian style — park benches, tree guards and gratings, gas lamps (later changed to electric), and a waiting area for cable cars.

PARK RESOURCES

The park's cultural resources include six large vessels that are national historic landmarks, a houseboat listed on the National Register of Historic Places, the Aquatic Park Historic District (also a national historic landmark), the Tubbs building (listed on the national register), a historic English vessel, museum collection, and maritime library. Small craft are listed as one category under museum collection in the following descriptions. Descriptions of the *SS Jeremiah O'Brien* (a national historic landmark) and the Haslett Warehouse (listed on the national register) are also included because there are important differences among the alternatives for these properties.

Properties listed on the national register include those buildings, structures, objects, sites, and districts significant in American history which have met special standards and which retain historic integrity of those features necessary to convey the property's significance. (See table 10 for a listing of those sites that are national historic landmarks and those that are on the national register)

The designation "national historic landmark" is given to only a few national register properties that "possess exceptional value or quality in illustrating or interpreting the heritage of the United States." These outstanding properties embody the most important aspects of the nation's history.

Preservation of most of the park's significant resources began in the 1950s. The San Francisco Maritime Museum Association, established as a private nonprofit organization, opened a maritime museum in the city-owned Aquatic Park Bathhouse in 1951. Three years later, the museum association acquired *Balclutha*. In 1957, the state of California established a state park unit to display historic vessels at the Hyde Street Pier. The *C.A. Thayer*, *Wapama*, *Eureka*, and *Alma* were acquired for the San Francisco Maritime State Historical Park. *Hercules* became part of the state's collection in 1975.

**TABLE 10:
NATIONAL REGISTER OF HISTORIC PLACES — STATUS OF RESOURCES**

Resource	Listed on National Register	National Historic Landmark	Significance
<i>Alma</i> – scow schooner	Yes	Yes	Nationally significant: Only American sailing vessel of this type left afloat. Built and operated on San Francisco Bay.
<i>Balclutha</i> – full- rigged ship	Yes	Yes	Nationally significant in areas of commerce, transportation, and maritime technology: Played an active part in the grain trade between California and England. One of two 19th century merchant vessels left afloat on the West Coast.
<i>C.A. Thayer</i> – three-masted schooner	Yes	Yes	Nationally significant in areas of commerce and maritime technology: One of two surviving examples of the sailing schooners designed specifically for the 19th century Pacific Coast lumber trade.
<i>Eppleton Hall</i> – river tug	No – determined ineligible		Historic English vessel important in areas of commerce and steam technology.
<i>Eureka</i> – ferry	Yes	Yes	Nationally significant in areas of transportation and steam technology: Built and operated on San Francisco Bay.
<i>Hercules</i> – ocean towboat	Yes	Yes	Nationally significant for role in building Panama Canal locks, Pacific Coast service, and operation in San Francisco Bay: Built for San Francisco firm.
<i>Jeremiah O'Brien</i> – Liberty Ship	Yes	Yes	Nationally significant in areas of naval history, naval engineering, maritime commerce, and wartime transportation: Only unmodified Liberty ship in existence.
<i>Wapama</i> – steam schooner	Yes	Yes	Nationally significant in areas of technology, business, and transportation: The last survivor of over 200 steam schooners built for the Pacific Coast lumber trade and coastal service.
<i>Lewis Ark</i> – houseboat	Yes	No	Important as an intact example of a locally popular recreational maritime residence.
Aquatic Park Historic District	Yes	Yes	Nationally significant as an excellent example of streamline moderne architectural style, for outstanding artwork sponsored by the Works Progress Administration, for use as the Anti-Aircraft Defense headquarters for the Pacific Coast during World War II, and as the location of the oldest, formally organized senior center in the United States.
Tubbs Building	Yes	No	Locally significant in rope manufacturing industry and as an example of Victorian industrial/ commercial architecture.
Haslett Warehouse	Yes	No	Locally and regionally significant in areas of commerce and industry related to fruit canning, locally significant for its ornamented, functional architecture.
Hyde Street Pier	No – determined ineligible		Association with San Francisco ferries: Lacks integrity.

The state-owned vessels became part of the Golden Gate National Recreation Area in 1977. The museum association transferred ownership of its vessels, *Balclutha* and *Eppeleton Hall*, to the national recreation area in 1978-1979. In 1988, the San Francisco Maritime National Historical Park became a separate administrative unit of the national park system. See the chronological list of events associated with development of the park in the “Purpose and Need for the Plan” section under “Brief Description and Legislative History of the Park” for more information.

The Scow Schooner *Alma* (National Historic Landmark)

Description. *Alma* is a wooden-hulled scow schooner built in 1891 to carry bulk cargo. The flat-bottomed hull with a retractable centerboard was designed to navigate the shallow waters of the Sacramento/San Joaquin Delta and to rest securely on the bottom at low tide. Because there were few bridges and connecting roads, scow schooners delivered goods all over the Bay and Delta much as trucks do today. By 1880, there were 250 sailing scows on San Francisco Bay.

A German immigrant, Fred Siemer, built *Alma* near Hunters Point on San Francisco Bay for his son-in-law James Peterson. The *Alma*, built of Douglas fir, has a cross-planked bottom that was cheaper to build and stronger than planks laid lengthwise. The squared-off bow and stern also made the hull easier to build and increased the cargo space. *Alma*’s length of 59 feet was about average — scows ranged from under 40 feet to nearly 90 feet. Her beam measured 22.6 feet, and the depth of hold was only 4 feet.

Scows were often built upside down until the planking was completed, then turned right side up to complete the hull. The scow’s simple design allowed them to be built without formal plans. Sailing scows similar to the *Alma* were common in the coastal areas and inland waters of the United States, modified somewhat to suit each locale’s special needs. The scow hull design came to the United States from Europe.

Sailing scows were also cheap to operate. Two or three men could sail the boat and if necessary, the boat could be towed by a crewman rowing a dinghy, pulled or winched from the bank, or even poled along in shallow water. *Alma* carried loads of hay, lumber, firewood, bricks, produce, and other bulky cargo. With a deck piled high with hay, the crew would reef the sails to raise the booms above the hay bales and raise the wheel so the helmsman could see to steer.

Until 1918 *Alma* operated under sail. Then Peterson converted her into a barge by removing her masts and bowsprit and used her to transport sacks of Alviso salt. In 1926 a new owner installed a 40-horsepower gasoline engine, a shell pump, and a washing belt for *Alma* to begin a new career as an oyster-shell dredge. Oyster shells, a source of calcium used in chicken feed, were abundant in the Bay. After she was sold in 1944, her new owner continued to dredge oyster shells with her and eventually replaced her gas engine with a diesel and made other modifications. When she was laid up in 1957, she was the last operating San Francisco scow schooner. In 1959, the state of California purchased *Alma* for use as a museum vessel. Her dredging machinery and deckhouse were removed, and the boat served initially as a floating



Alma. NPS photo.

work platform for other museum vessels. From 1964 to 1968, *Alma* was restored to her original configuration as an operating scow schooner. In 1977, the state transferred the schooner to the Golden Gate National Recreation Area. In the mid-1980s, marine surveys showed rot in several areas. In 1987, the entire stern was rebuilt and other structural repairs were completed. A "Draft Historic Structure Report" was completed for the vessel.

In 1975, *Alma* was listed on the National Register of Historic Places, and in 1988 she received additional recognition as a national historic landmark. *Alma*, an excellent example of this once numerous type of craft, is nationally significant as the only sailing scow schooner left afloat in the United States.

Current Condition. *Alma* is in a solid structural condition due to a major rebuilding in 1991–1992. Major work to *Alma* included all new side framing, new bow framing, new bow and side planking, new deck beams and deck planking, new centerboard trunk, new bulwarks, and some new bottom stringers. A second diesel engine was installed for a twin screw arrangement. A new bowsprit, new sails, and modifications to the rigging were made to more closely follow her original appearance. *Alma* requires only yearly cyclic dry docking estimated at \$30,000 (1996 dollars).

Overall Length 80'	Registered Length 59'
Beam 22.5"	Depth 4'
Gross Tonnage 41.76	Height of Foremast 67'

The Square-rigged Ship *Balclutha* (National Historic Landmark)

Description. *Balclutha* is a three-masted, steel-hulled, square-rigged ship, built to carry a variety of cargo all over the world. Launched in 1886 by the Charles Connell and Company shipyard near Glasgow, Scotland, the ship carried goods around Cape Horn 17 times before she began her career in the Alaskan salmon trade in 1902. In 1897, she was one of over 1,450 British steel and iron merchant ships. Today, only one other American-owned square rigger remains afloat on the West Coast, the *Star of India*, and she was built for a different purpose, the emigrant passenger trade.

Great Britain's depletion of suitable timber for large ships encouraged the use of alternative materials. At first iron was used, but it soon gave way to steel because of its strength and lighter weight. *Balclutha's* riveted-steel plates are a very early example of the use of this material. Her frames are made of iron.

The ship's overall length is 301 feet and her waterline length is 256.5 feet. With a beam of 38.6 feet, and depth of hold of 22.7 feet, she could carry as much as 2,660 tons of cargo or 1.5 million board feet of lumber. It took a crew of about 26 men to handle the ship at sea with her complex rigging and 25 sails. On her first voyage, *Balclutha* carried a shipload of coal to San Francisco; on the return she carried wheat to Fleetwood, England. She carried California grain to English markets four more times along with hundreds of other ships engaged in the thriving California grain trade from 1870 to 1900. This trade played a significant role in California's economic development because it encouraged large-scale cultivation of previously untilled land, contributed to construction of railroads, and helped foster a complex marketing system to deal with exports and imports.

As the grain trade declined, *Balclutha's* Scottish owner decided to sell the ship. Sold in 1899 to J.J. Moore and Company, a San Francisco lumber business, *Balclutha* carried lumber from the Pacific Northwest to Australia, returning to San Francisco with coal from Newcastle. Through some complex legal maneuvering and a special act of Congress, *Balclutha* was admitted to United States Registry via the Hawaiian Islands in 1901.

Two years later, the Alaska Packers Association chartered the ship to deliver fishermen and cannery workers to Karluk, Alaska, and to return them with the season's production of canned salmon to San Francisco. In 1904 the Alaska Packers chartered the ship again but *Balclutha* ran aground just 75 miles short of her destination. The Alaska Packers offered \$500 to buy the badly damaged ship and her owners accepted. Although she was repaired enough to be refloated, bad weather prevented her departure that fall. That winter she dragged her anchor and found herself aground again. Finally, in August 1905 she returned to San Francisco to receive permanent repairs.

Balclutha's new owners renamed her *Star of Alaska* and she began a routine that lasted through 1930. To accommodate this new service, the Alaska Packers

added over 200 additional bunks to house fishermen and cannery workers. Each spring she sailed 2,400 miles to Chignik Bay, Alaska, averaging 22 days sailing north and then back to San Francisco in the fall, averaging 15 days on the return trip; once she made the return trip in a record 10 ½ days.

In the mid-1920s, the Alaska Packers began replacing its fleet of sailing vessels with steamships. *Star of Alaska* sailed under her own power to the Alaska cannery for the last time in 1929; a steamship towed her there and back in 1930 for her final trip. After a three-year layup, *Star of Alaska*, renamed *Pacific Queen* by a new owner, was displayed as a “pirate” ship in San Diego, San Francisco, and Long Beach and she also appeared in Hollywood movies such as *Mutiny on the Bounty*. During World War II, she barely escaped conversion to a barge.

In 1954 the newly formed San Francisco Maritime Museum Association purchased *Pacific Queen* as a museum ship for \$25,000. Using mostly donated materials and labor, *Balclutha* inspired the community to work together to complete her careful restoration. She was opened to the public in 1955 at Pier 43; in 1988 she was moved to the Hyde Street Pier. In 1978, *Balclutha*’s ownership was transferred to the Golden Gate National Recreation Area.

Balclutha was placed on the National Register of Historic Places on November 7, 1976. She received additional recognition in 1985 as a national historic landmark for her significance in the areas of technology, business, and transportation. Today *Balclutha* appears almost the same as she did over 100 years ago. She has more original material and fittings than any other historic merchant square-rigger in the United States. Many of the bunks added for the fishermen and cannery workers were removed during restoration. A hand-carved replica of the figurehead replaced the original figurehead, which was placed in museum storage in 1986.

Current Condition. *Balclutha* is listed in *Damaged and Threatened National Historic Landmarks, 1994 Report*, a document prepared by the National Park Service for Congress. The report classifies the ship in the priority 1 category; its integrity “has been found to be seriously damaged, or serious damage is imminent.” Severe physical deterioration threatens to irreversibly damage or destroy the qualities for which the ship was initially designated as a national historic landmark.

Balclutha currently needs extensive preservation work, including renewal of stringers, waterways, bulwark and forecastle plating, and the main deck. The preservation work is estimated at \$2,080,000 (1996 dollars).

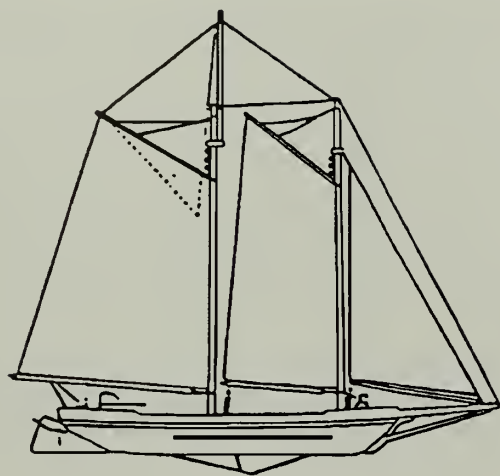
A historic structure report has not been prepared for *Balclutha* but the “Draft Cultural Resources Management Plan for the Fleet of Historic Ships of the Golden Gate National Recreation Area” prepared for the park in 1988 contains recommended actions for her preservation.

Balclutha was documented by the Historic American Engineering Record in 1987–1988.

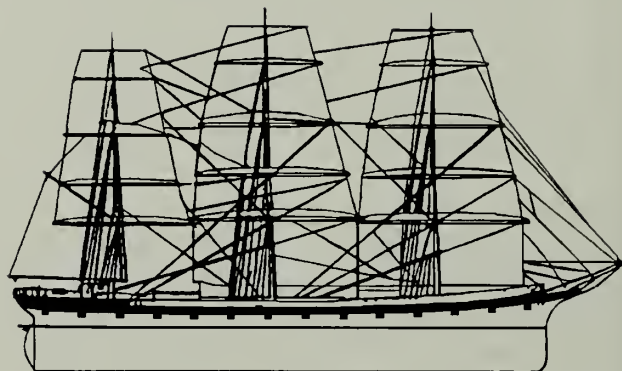
Overall Length	Length of Deck 256'
Beam 38'6"	Depth of Hold 22'5"
Gross Tonnage 1,716	Height of Mainmast 145'



Balclutha with *C.A. Thayer* docked behind, by Karl Kortum. NPS photo.



The Scow Schooner *Alma*



The Square-Rigged *Balclutha*

The Schooner *C.A. Thayer* (National Historic Landmark)

Description. The *C.A. Thayer* is a wooden-hulled, three-masted schooner, designed for carrying lumber. Built by Hans D. Bendixsen's shipyard at Fairhaven, California, the *Thayer* still exhibits the signs of precision workmanship and first-rate materials used in her construction 100 years ago. For example, the hull consists of dense, old-growth Douglas fir carefully chosen for shipbuilding. Several pieces exceed 90 feet in length. The *Thayer* was one of about 15 similar hulls built by Bendixsen's shipyard. Of the 122 sailing schooners designed for the West Coast lumber trade, only the *Thayer* and a near sister-ship, *Wawona*, remain afloat.

Lumber schooners like the *Thayer* were small, agile, easy to sail, yet capable of carrying bulky cargo. The *Thayer's* waterline length of 156 feet provided enough space on deck and in the hold to carry over 500,000 board feet of lumber. The small crew — usually four seamen, two mates, a cook, and the captain — could easily handle the “bald-headed” (no topmasts) schooner rig.

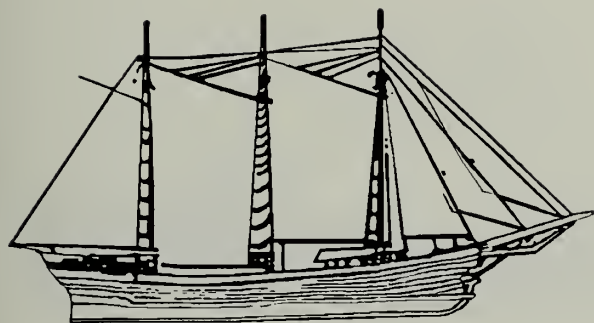
Launched on July 9, 1895, for the E.K. Wood Lumber Company, the *Thayer* made frequent trips to San Francisco and Los Angeles from the company's mill at Hoquiam, Washington. The *Thayer* also made extended trips to Hawaii and the Fiji Islands. When the *Thayer* nearly sank in 1912 after encountering heavy weather, her career as a full-time lumber carrier ended. The lumber company could not justify paying

the \$9,000 salvage claim and repairing the leaky hull when newer steam schooners could keep a regular schedule and carry twice the cargo. The company sold the *Thayer* for use in the fishing business.

From 1912 through 1924, the *Thayer* provided economical transportation for men and supplies going to the salmon salteries at Bristol Bay, Alaska. The *Thayer* also made four trips to Australia during the off-season carrying loads of lumber. A new owner used the ship as a Bering Sea codfisher from 1925 to 1931. Even the ship's record catch in 1931, however, could not justify another fishing season during the Depression, and the ship was laid up.

The *Thayer* might have ended her days as a rotting hulk in Lake Union in Seattle, except for the desperate need for cargo ships in 1941. The U.S. Army bought the *Thayer* and converted her into a barge. Although the army removed the masts, they repaired the rotting hull. When the army sold the ship back to her former owner in 1945, “new” masts and a bowsprit from another ship equipped her for another five trips to the Bering Sea. When the *Thayer* ended her fishing career in 1950, she was the last commercial sailing vessel on the West Coast. The ship was again laid up at Lake Union for a few years where she continued to deteriorate in the moist climate. From 1954 to 1957, a new owner exhibited her as a “pirate” ship, beached on a gravel bar on the Hood Canal near Seattle.

In 1957, the state of California purchased the *Thayer* for use as a museum vessel. After several months of



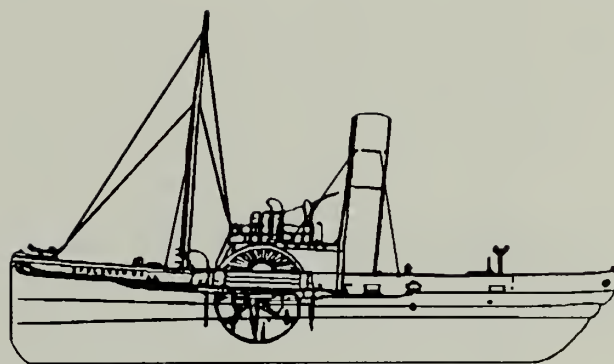
The Three-Masted Schooner *C.A. Thayer*

preparation and repairs, *Thayer* sailed from Seattle to San Francisco. She opened to the public at the Hyde Street Pier after a period of restoration. In 1977, she became the property of the Golden Gate National Recreation Area. In 1988, the maritime collection of Golden Gate, including the *Thayer*, became part of the San Francisco Maritime National Historical Park.

On November 13, 1966, the *Thayer* received recognition as a national historic landmark for her significance in the areas of technology and business. Lumber carriers like the *Thayer* were vital to the overall development of the West Coast. In addition to being open to the public, an overnight Environmental Living Program helps 8,000 to 9,000 children per year understand her importance.

Current Condition. *C.A. Thayer* is listed in *Damaged and Threatened National Historic Landmarks, 1994 Report*. The report classifies the ship in the priority 1 category; its integrity “has been found to be seriously damaged, or serious damage is imminent.” Severe physical deterioration threatens to irreversibly damage or destroy the qualities for which the ship was initially designated as a national historic landmark.

The ship is in an advanced state of structural deterioration from dry rot, corrosion, and marine borers. Wooden vessels have always been subject to rot; the *Thayer*, made of the softwood Douglas fir, is especially prone to rot. The interior timbers, encased by planking, receive no ventilation and provide an ideal environment for the dry rot fungus. The wooden



The Steel Tug *Eppleton Hall*

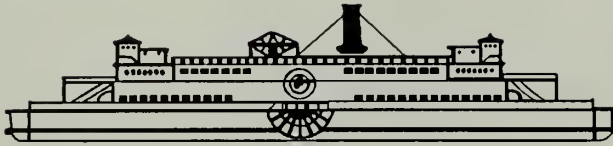
deck, which is not watertight, allows rainwater to seep below, adding to the problem.

The damp wood also contributes to another serious problem, nail sickness, by promoting corrosion of the metal fastenings which hold the vessel together. Over a period of many years, the corrosion causes decay of the adjacent wood, reducing the strength of the fastener and the wood.

Another severe problem called “hogging,” or the upward bending of the middle of the vessel, affects the *Thayer*. The bow and stern sag in relation to the center section, causing the keel to arch upward. This distortion accelerates when rot and nail sickness have weakened the entire structure. This problem, first noted in 1941 by the army, has steadily worsened and is now measured at more than 14 inches vertical deflection.

The 1991 “Draft Historic Structure Report” prepared for the ship details the hull’s advanced state of decay. The report also finds that, “In her present deteriorated state, she cannot be effectively maintained in an exposed environment.” The report predicts that without major repairs, the ship can remain afloat about 10 more years. The park has focused its efforts on stabilizing the *Thayer* pending the availability of funding to begin restoration. In late 1995, the vessel was dry-docked to repair a leak in the hull.

The “Draft Cultural Resources Management Plan for the Fleet of Historic Ships of the Golden Gate



The Steam-Powered Paddle Wheel Auto & Passenger Ferry *Eureka/Ukiah*

National Recreation Area” prepared for the park in 1988, states that “the key question is whether enough of her original fabric, particularly major structural members, can be retained to warrant a rebuild of the hull.” Such structural members would include the keel, keelsons, and majority of the ceiling. Although these elements are deteriorated, marine experts believe they can be retained with the use of modern preservation technology. This preservation work is estimated at \$7,305,000 (1996 dollars).

Overall Length 168'6"	Registered Length 156'
Beam 36'4"	Depth of Hold 11'8"
Gross Tonnage 452	Height of Foremast 106'

The Tug *Eppleton Hall*

Description. The *Eppleton Hall* is a steel tug built in 1914 by the English shipyard of William Hepple & Sons for towing colliers on the River Wear. The tug is particularly significant because she was the last side-lever paddle wheeler launched by the Tyne yards and also was the last one in operation. She is the only intact tug of her kind in the world.

The *Eppleton Hall*'s steam engines are descended from a type first developed in England in 1828. The two large side lever engines, often referred to as grasshopper engines, operate the paddle wheels independently, making the tug especially maneuverable in tight spots. Another unusual feature of the *Eppleton Hall* are its hand-forged boilers designed to use seawater. Every six weeks the



The Steam-Powered Tug *Hercules*

accumulated salt had to be chipped out of the boilers and rinsed away; the advantage was that large freshwater tanks were unnecessary. Although the current boilers date from 1946, they are believed to be almost identical to the original ones. They were modified in 1969 to burn diesel fuel instead of coal.

The tug also features a riveted steel hull using “joggle-plate” construction; the hull plates are bent to lap over each other. Although this construction method was rare in the United States, it was common in the British and European shipbuilding industry. She measures 100 feet 6 inches long and her beam across the paddle wheel boxes is 37.5 feet.

The Lambton & Hetton Collieries, Ltd., of Newcastle owned and operated the tug from 1914 to 1945 when she made about 20 trips per week towing coal barges along the river. A large hook for the tow rope mounted with huge springs was behind the stack. The normal working crew consisted of a skipper, mate, engineer, fireman, and an apprentice.

In 1945, the Lambton Company sold *Eppleton Hall* to France, Fenwick, Tyne & Wear Company, Ltd., and the tug continued to ferry coal barges on the same river. Later they sold her to the Seaham Harbor Dock Company where she finished her working days. In 1968, *Eppleton Hall*'s owners sold her for scrap. The scrapyards had partly disassembled her, burned out her woodwork, and left her to rust.



The Wood Steam Schooner *Wapama*

In this condition, the tug was purchased with private funds by supporters of the San Francisco Maritime Museum who paid the Tyneside shipyard of R.B. Harrison & Son, Ltd. to make her seaworthy enough for the voyage to San Francisco. Many modifications were made including conversion of the coal-fired burners to diesel (including the addition of numerous fuel tanks), installation of a “new” salvaged pilothouse from another vessel, structural strengthening, and numerous others. Although the engines and boilers were overhauled, they retain most of their integrity. All the woodwork was replaced and the decks were rebuilt with Douglas fir. Sails were also rigged for the long ocean voyage that began in September 1969 and ended in March 1970 in San Francisco. The first part of this voyage signified the last paddle wheel steam crossing of the Atlantic, 150 years after the first such crossing, and is documented in the book *The Eppleton Hall* by Scott Newhall.

In 1979 the National Park Service decided to accept *Eppleton Hall* as part of the Golden Gate National Recreation Area maritime collection. This decision reflected the belief that the vessel had very high interpretive value because of its similar nature to early paddle wheel vessels used on San Francisco Bay and its operational condition. The vessel had been U.S. Coast Guard certified to carry 48

people on the Bay and its tributaries during daylight hours. At the time the Park Service accepted the vessel, the cost to have her recertified by the Coast Guard was estimated to be about \$3,000. Although the question of the ship’s eligibility to the National Register of Historic Places was undetermined, the Park Service decided eligibility would not affect acceptance.

Eppleton Hall was rejected for inclusion in the National Register of Historic Places because of her lack of association with the United States. The tug potentially has national significance to England in the areas of commerce and early marine steam technology.

After her arrival on San Francisco Bay, the *Eppleton Hall* occasionally steamed with a crew of volunteers, but this ended abruptly in 1979 due to safety concerns. The paddle wheels were sandblasted and painted and the paddle boards renewed in 1983 when the vessel was dry-docked; however, the boilers were considered condemned. In 1987, another survey showed some areas of the hull to be of marginal thickness and a potential threat to watertight integrity.

Current Condition. As a result of work done in dry dock during 1994 and 1995, *Eppleton Hall* is in stable condition. Workers reinforced areas of thin hull plating with inserts and doubler plates, painted the hull inside and out, renewed the paddle boxes, replaced the steel portion of the main deck, removed all of the nonhistoric fuel oil tanks, removed the



Eppleton Hall. Courtesy of *San Francisco Chronicle*.

wooden decking and bulwarks (to be replaced later by National Park Service crews), removed the nonhistoric wheelhouse, and examined the boilers. The boilers would require major work to be operational, probably requiring that they be removed from the tug for repairs. The vessel is not currently open to the public. The preservation work is estimated at \$850,000 (1996 dollars).

Overall Length 100'6"	Depth 10'9"
Breadth 21'2"	Gross Tonnage 166

Engines two-side lever grasshopper
(30" dia. x 51" stroke)

The Ferry *Eureka* (National Historic Landmark)

Description. *Eureka* is a steam-powered, paddle wheel auto and passenger ferry rebuilt between 1920 and 1922 from the former rail car and passenger ferry *Ukiah*. *Ukiah*, first launched in 1890, featured a 2,200-horsepower walking beam engine manufactured by the Fulton Iron Works of San Francisco. The same engine, retained for use in *Eureka*, remains intact today.

Built for the San Francisco and North Pacific Coast Railway at Tiburon, California, the wooden-hulled *Ukiah* could carry 10 to 16 railroad freight cars and 500 passengers, although her passenger deck was not enclosed. Two sets of standard gauge tracks lined the length of the main deck; her length overall was 271 feet. Two paddle wheels, one on either side of the vessel, each measuring 27 feet in diameter, propelled the ferry through the water.

Until 1907, *Ukiah* provided service between Tiburon and San Francisco. After that she ferried commuters between Sausalito and San Francisco during the day and rail cars at night. She was also a popular excursion vessel on the weekends, taking picnickers to Marin County destinations. During World War I, *Ukiah* transported rail cars across the Bay for the U.S. Railroad Administration.

Extreme wartime use caused damage to the hull that the federal government paid to repair. Practically the entire ferry was rebuilt at the Southern Pacific yards in Oakland. The ferry was lengthened to 291 feet to accommodate 120 autos and the passenger deck was expanded to hold 2,300 passengers. The depth of the hold is 14 feet 2 inches and the beam at the waterline is 42.0 feet.

Eureka's double-ended design, including two wheelhouses, meant the huge ferry did not have to turn around. One of the wheelhouses has been converted into an office but the other one has been restored. Although not luxurious, *Eureka* featured carved wood, wooden columns, and etched glass windows. A magazine/smoke stand and a restaurant provided for passengers' needs.

Eureka provided ferry service between San Francisco's Ferry Building and Sausalito for nearly 20 years. Ironically, the ferries created a large enough commuting public to support building bridges that eventually made the ferries obsolete. After ending service to Sausalito in 1941, *Eureka* continued to operate between the Ferry Building and the Oakland Mole where she connected with arriving rail passengers. As rail traffic declined because of the increasing popularity of airlines and automobiles, the ferries became less important. When *Eureka's* crankpin broke in 1957, her long career as a working ferry was over. The following year, the railroad discontinued all ferry service across the Bay.



Eureka. NPS photo.

In recognition of her historic importance, the Southern Pacific Railroad donated the ferry to the San Francisco Maritime Museum Association for use as a museum vessel. In 1958, the museum association transferred title to the state of California. After three years of restoration, the ferry opened to the public in 1963 at the Hyde Street Pier. As part of the transfer of the state-owned fleet of historic vessels, *Eureka* became part of the Golden Gate National Recreation Area in 1977 and the San Francisco Maritime National Historical Park in 1988.

Eureka holds national significance as the last floating wooden-hulled, side-wheel paddle steamer. The paddle steamer played a critical role in providing reliable transportation in America's inland waterways from the beginning of the industrial era. Likewise, her huge walking beam engine of a type first used in 1820 is nationally significant in the areas of industry, technology, and engineering. For her role in transportation — carrying rail cars, automobiles, and foot passengers who connected with interurban trains — *Eureka* also holds national significance. In 1973 *Eureka ex-Ukiah* was added to the National Register of Historic Places and in 1985 she received additional recognition as a national historic landmark.

Current Condition. In recent years, *Eureka's* worsening condition caused concern about her continued survival. In 1994, however, skilled workers recaulked her seams, refastened her bottom planking with 12,000 spikes, replaced the ferry's deteriorating copper sheathing, and performed other necessary repairs at a cost of \$2.7 million. As a result of this work, *Eureka* was removed from the Priority 1 list of threatened landmarks and changed to Priority 3, not threatened status, in the report *Damaged and Threatened National Historic Landmarks, 1994 Report*. Park staff are continuing preservation work on the ferry at the Hyde Street Pier. The remaining preservation work is estimated at \$1,885,000 (1996 dollars).

Rig. Side-wheel Steamer

Eureka: Rebuilt 1922 in Oakland, California

Gross Tonnage 2,420 – Length 299'6 – Depth 15'7"

Ukiah: Built 1890 in Tiburon, California

Gross Tonnage 2,018.77 – Length 271'0" – Depth 15'0"

The Tug *Hercules* (National Historic Landmark)

Description. *Hercules* is a steam-powered tug built for ocean towing. The 151-foot ship of riveted-steel construction has undergone relatively few changes and still contains her original triple-expansion steam engine. The finest product available from a premier shipyard in 1907, *Hercules* immediately set a record by towing her sister ship nonstop from Camden, New Jersey, around South America to San Francisco.

The Shipowners' and Merchants' Towboat Company of San Francisco selected the shipyard of John H. Dialogue & Son in New Jersey to build *Hercules* and *Goliah* for its "Redstack" fleet. The tugs featured a narrow, deep hull with a single screw powered by a 500-horsepower engine, and a deckhouse that allowed movement from one end of the ship to the other without stepping outside. A low pilothouse reduced



Hercules, ca. 1910. NPS photo.

the possibility of damage from ocean waves and the steep seas found at the entrances to many western harbors. Each tug originally had two wooden masts outfitted with sails; the sails may have been used to take advantage of helpful winds or to steady the ship's rolling motion. Large oil tanks gave the tugs an 8,000-mile cruising range.

During her deep-water career from 1908 to 1924, *Hercules* towed sailing ships, disabled vessels, barges, log rafts, a caisson for the first dry dock at Pearl Harbor, a caisson to Panama to help build the Miraflores Locks in 1914 and a dredge to Florida through the Panama Canal. For ocean work, the tug normally carried a crew of three firemen, three oilmen, a chief and two assistant engineers, three deckhands, a cook, two mates, and a captain. The crew usually worked three shifts; 4 hours on-duty and 8 hours off-duty.

From 1918 to 1924, *Hercules* changed hands three times, once selling for the astonishing price of \$350,000 to James Rolph. Rolph, mayor of San Francisco and later governor of California, owned Rolph Navigation and Coal Company, but fell on hard times in the post-war depression and disbanded his fleet. *Hercules* continued in her role as an ocean tug, setting another long-distance record towing a disabled ship from Tahiti to Vancouver, B.C.

Hercules began a new career when the Western Pacific Railroad bought her to tow barges loaded with rail cars between Alameda, Oakland, and the north San Francisco waterfront. Several modifications improved the tug for use in the Bay; a raised pilothouse provided better visibility and an enlarged rudder made her more maneuverable. Other changes included removing the foremast, adding welded reinforcing on the starboard side, enlarging the bow hawse holes, and removing the small donkey boiler used to power auxiliary equipment.

The decline of railroad traffic through the 1950s required less frequent use of *Hercules*. In the early 1960s, with her boiler condemned, the ship faced conversion to diesel power by a new owner. Another change in ownership rejected that plan and ended the tug's active career lasting over half a century.

In 1972 her owner "loaned" the ship to the San Francisco Maritime State Historic Park. Three years later, efforts to purchase her as a permanent addition to the park succeeded. Along with the rest of the

state-owned vessels, *Hercules* became part of the Golden Gate National Recreation Area in 1977. In 1988 the San Francisco Maritime National Historical Park became a separate administrative unit of the National Park Service.

Also in 1975, the ship was listed on the National Register of Historic Places, and in 1986 *Hercules* received additional recognition as a national historic landmark. The tug is significant nationally for her involvement in building the Panama Canal, regionally for her years of service along the Pacific Coast, and locally for her career towing rail car barges in the Bay.

Current Condition. The tug remains essentially intact: nearly all of her steam-driven propulsion machinery is original. Surveys in 1987 and 1989 assessed her overall condition as good to marginal. A crew of hard-working volunteers was instrumental in restoring *Hercules* to operating condition in 1991. These dedicated volunteers continue to help maintain her today. Preparations are underway to allow the public to board *Hercules* at the Hyde Street Pier. The preservation work is estimated at \$370,000 (1996 dollars).

Overall Length 150'
Beam 27'
Gross Tonnage 414

Registered Length 59"
Depth of Hold 17'

The Liberty Ship SS *Jeremiah O'Brien* (National Historic Landmark)

Description. The SS *Jeremiah O'Brien* is a large steam-powered cargo vessel built for service during World War II. Known as Liberty Ships, over 2,700 of them were built in American shipyards — the largest single class of ships ever built worldwide. Their service during the war contributed greatly to the Allied victory.

Eighteen shipyards built Liberty ships as fast as they could turn them out. The New England Shipbuilding Corporation (formerly Todd-Bath Iron Works) built the SS *Jeremiah O'Brien* as MCE Hull 806 at its shipyard at South Portland, Maine. Using mass production techniques, workers laid the first keel plate on May 6, 1943, and launched the ship just six weeks later on June 19, 1943.

Liberty ships were of a standardized design derived from the British tramp ship, an 1879 design. The New York naval architecture firm of Gibbs and Cox and the U.S. Maritime Commission drew up the final plans for the Liberty ships. Like all the others in her class, the *SS Jeremiah O'Brien* was 441 feet 6 inches in length and measured 56 feet 10 3/4 inches at the beam. Her draft when fully loaded was 27 feet 8 7/8 inches. Although designed to carry 9,146 tons of cargo with a full load of fuel, these ships often carried 10,000 tons in five cargo holds and on the deck. The *SS Jeremiah O'Brien* used a 2500 horsepower, triple expansion steam reciprocating engine made by the General Machinery Corporation to power a single screw.

A standard crew of 44 operated the ship; however, many Liberty ships carried a naval gun crew of up to 30 men creating cramped conditions. Defensive capabilities were often needed; more than 200 Liberty ships were sunk by enemy torpedoes or bombs. Although the War Shipping Administration owned the *SS Jeremiah O'Brien*, like most Liberty ships, she was operated by a private steamship company, the Grace Line, Inc. Some were also operated by the U.S. Navy.

The *SS Jeremiah O'Brien* typically sailed with a convoy of other ships delivering food, steel, trucks, metal ore, and munitions wherever they were needed for the war effort. During the D-Day invasion, the *SS Jeremiah O'Brien* made 11 trips carrying troops, vehicles, dynamite, and other cargo. Her final voyage in 1945 was from San Francisco to Australia; on to India; then to China; on to the Philippines; then back to Australia and finally returning to San Francisco.

In the postwar era, the government sold many Liberties to shipping lines while others, like the *SS Jeremiah O'Brien*, were mothballed. Some returned to service during the Korean War in 1950 and to meet demands resulting from the closure of the Suez Canal in 1956. Most Liberty ships were modified for continued use or scrapped — eventually only the *SS Jeremiah O'Brien* remained as the last unaltered Liberty ship, virtually untouched since her lay-up in 1946. The only other surviving Liberty ship, the *John W. Brown*, has been modified over the years. She is undergoing restoration in Baltimore.

Beginning in 1962, a growing recognition of the importance of saving the *SS Jeremiah O'Brien* as a representative of the historic Liberty ships eventually led to her rescue from the U.S. Maritime Administration's National Defense Reserve Fleet. In 1979, after three decades of neglect, the *SS Jeremiah O'Brien* left the Reserve Fleet's graveyard at Suisan Bay, California under her own power. In the years since, volunteers have restored the *SS Jeremiah O'Brien* to her original condition and have operated her on a regular basis.

As the last remaining unmodified Liberty ship and for her national importance in the areas of naval history, naval engineering, maritime commerce and wartime transportation, the *SS Jeremiah O'Brien* was placed on the National Register of Historic Places in 1978. In 1986, she received additional recognition as a national historic landmark.

In 1994, the *SS Jeremiah O'Brien* participated in another historic occasion: the D-Day Commemorative Services in Normandy marking the 50th anniversary of the Allied invasion of Europe. Sailing from San Francisco under her own power to Portsmouth, England, was a remarkable triumph for this once derelict ship. San Franciscans celebrated her return in grand style with the mayor of the city proclaiming September 24, 1994, as *SS Jeremiah O'Brien* Day.

Current Condition. Always owned by the federal government, the *SS Jeremiah O'Brien* is currently under the jurisdiction of the Maritime Administration, Department of Transportation. Under the enabling



SS Jeremiah O'Brien, ca. 1994, by Karl Kortum. NPS photo.

legislation for the San Francisco Maritime National Historic Park, the secretary of transportation may transfer the SS *Jeremiah O'Brien* to the secretary of the interior for inclusion in the historic fleet of the park. Under an interagency agreement signed in 1979, the Maritime Administration transferred custody and control of the SS *Jeremiah O'Brien* to the Park Service for the purpose of protecting, preserving, maintaining, and operating the SS *Jeremiah O'Brien* as an educational and recreation facility for the inspiration and benefit of park visitors. The original agreement was later extended for an additional 10 years, until October 1999. A private nonprofit group, the National Liberty Ship Memorial, Inc. was formed especially to care for the SS *Jeremiah O'Brien*. The memorial is responsible for providing services and programs for the preservation, maintenance, protection, and public display of the SS *Jeremiah O'Brien* as provided for under a 1991 cooperative agreement with the Park Service. This agreement extends to September 1996. She is currently maintained in seaworthy condition and on public display at pier 32, San Francisco.

The Steam Schooner *Wapama* (National Historic Landmark)

Description. *Wapama* is a steam schooner, built almost entirely of Douglas fir, and one of only a handful of large wooden ships left in the world: only six are larger (the park's ferry *Eureka* is one). The last survivor of 225 steam schooners, *Wapama* represents an important class of ship that provided passenger service and delivered lumber for the growing cities along the West Coast from the 1880s through the 1930s.

Built by the St. Helens Shipbuilding Company in the timber-rich area of St. Helens, Oregon, *Wapama*, like most steam schooners, lacks the diagonal iron strapping normally used on large wooden vessels to improve longitudinal strength. This departure from the American Bureau of Shipping standards of the day was due to the scarcity of iron on the West Coast, making it an expensive imported product. Instead, extra large timbers and modifications to the spacing of the frames provided the necessary strength. Some of the vessel's timbers measure 20 inches by 20 inches by 80 feet long.

Although an impressive 216 feet, 11 inches in length, *Wapama's* relatively shallow depth of 19 feet allowed her access to the small lumber ports of the Pacific

Northwest. Her wide beam of 42 feet, 4 inches helped provide capacity for 1,100,000 board feet of lumber. In addition to cargo, *Wapama* could accommodate 44 first-class passengers and between 12 and 22 steerage passengers. A crew of 27 normally operated the ship.

Launched in 1915 and towed to San Francisco with a full load of lumber, *Wapama* received her engine, boilers, tanks, propeller, and other equipment at Oakland's Moore & Scott Shipyard. Steam winches powered the cargo handling equipment consisting of two masts, each with two booms, all located forward of the stack. Unlike most other cargo ships, the largely Scandinavian crews of the steam schooners usually worked the cargo themselves instead of shore labor. Steam schooners like *Wapama* were also among the first vessels to be oil-fired due to the lack of coal on the West Coast.

The Charles R. McCormick Lumber Company operated *Wapama* in the coastwide passenger and lumber trade mainly between Portland and San Diego from 1915 until 1930. *Wapama* and the other steam schooners provided a vital link between the isolated communities of the Pacific Northwest and the coast's urban centers. McCormick's business interests eventually grew to include one of the nation's largest steamship lines.

The lumber business declined rapidly during the Depression and McCormick sold *Wapama*. For the next 17 years she served three successive companies as a passenger and general cargo ship. Her final commercial service was for the Alaska Transportation Company which renamed her *Tongass*. She was laid up in Lake Union, Seattle, in 1947, after hitting a rock on an Alaska trip which damaged her hull. Two years later, she was sold for scrap and a fire in the engine room caused additional damage.

In 1957, the state of California purchased the ship for use as a museum vessel. Even then, her structural deterioration made restoration difficult, as noted in the "Draft Historic Structure Report":

The average working life for commercial wooden vessels was seldom over 30 years. When the *Wapama* was laid up in 1947 she was an old vessel that was probably already suffering from advanced rot. She would have required extensive rebuilding to remain in service. In the decade that followed she received no maintenance and decay advanced

very rapidly, leading to the need for major restoration work when she became a museum ship.

Unfortunately, the scope of work done in the initial restoration was determined by the funds available rather than the extent of the ship's needs. The complete restoration of a wooden vessel of *Wapama*'s size was beyond the resources of the California Maritime State Historic Park, nor was it undertaken by the National Park Service in its turn. For the entire time that the *Wapama* was a museum ship, her custodians lacked the resources to maintain, let alone rebuild, the ship. After deterioration has advanced far enough a ship becomes unmaintainable and ordinary cyclical maintenance and routine shipkeeping procedures have little effect on slowing the cycle of decay.

The state recognized in a 1960 report that much deteriorated structure would have to remain in the restored vessel: "The salient fact in the restoration of the *Wapama* is that there is not enough money available to do an entirely complete job." After partial restoration, *Wapama* opened to the public at the Hyde Street Pier in 1963, where she remained until 1980. The vessel became part of the Golden Gate National Recreation Area in 1977, when the state of California transferred its collection to the National Park Service.

A survey of the ships condition in 1977 indicated severe structural deterioration which eventually led to her removal from the water in 1980. Like the *C.A. Thayer*, the *Wapama* suffers from "hogging" — the bow and stern sag in relation to the center section which is more buoyant, causing the keel to arch upward. Over 30 inches of vertical deflection caused by hogging strain threatened to break the ship in two unless she was removed from the water. This distortion accelerates when rot has weakened the entire structure. Since the ship could not be safely refloated, she was placed on a barge. *Wapama* spent the next six years at Pacific Drydock Company at Alameda, then, in 1986, the barge and *Wapama* were relocated to the ship's current location at the Bay Model site in Sausalito.

Wapama's advanced state of deterioration is the result of dry rot affecting over 80% of the ship's structure. Poor ventilation inside the hull combined with fresh water saturation — much of the wood is saturated to above 25% moisture content — make it difficult to

halt further decay. The ship cannot be refloated without a complete rebuilding.

Several actions have helped slow the deterioration of *Wapama*. Between 1980 and 1982, workers removed the masts, booms, forward winches, and windlass to relieve the structure of these weights that were increasing local distortions. In 1985, a fabric and frame cover was built over the main deck and forecandle head to limit the intrusion of rainwater in these areas. Internal and external structural supports have been added to lessen the strains of the sagging hull.

To arrest the dry rot affecting *Wapama* without using toxic materials, chemists recommended an experimental treatment using an aqueous solution of sodium borate. From 1988 to 1991, a complex piping system sprayed the solution inside the hull several times a day. Scientists believe the treatment was effective where used, but the massive construction of *Wapama* and inaccessibility of many parts of the hull prevented the treatment of the entire structure.

The ship was listed on the National Register of Historic Places in 1973 and designated as a national historic landmark in 1984 for her significance in the areas of technology, business, and transportation. As the last of her kind, *Wapama* represents the more than 200 steam schooners built for the Pacific Coast lumber trade and coastal service.

Current Condition. *Wapama* is visible to the public at the Bay Model site in Sausalito and visitors may board the vessel during weekly tours. These tours are extremely limited since most of the vessel is unsafe for public access.

Wapama is listed in *Damaged and Threatened National Historic Landmarks, 1994 Report*. The report classifies the ship in the priority 1 category; its integrity "has been found to be seriously damaged, or serious damage is imminent." Severe physical deterioration threatens to irreversibly damage or destroy the qualities for which the ship was initially designated as a national historic landmark.

The underlying deterioration caused by dry rot, which required *Wapama* to be removed from the water, has not been halted. She is severely distorted in both her proper vertical and mid-body planes partly due to the lack of diagonal iron strapping in her original

construction. These distortions have significantly weakened her structural integrity. Without further stabilization measures, she will continue to deteriorate, and is at risk of becoming a complete loss.

The estimated costs of dismantling *Wapama* and disposing of oil-soaked and preservative-saturated wood could be \$1.0–1.5 million. The estimated cost for stabilization is 2.5–3.0 million (1996 dollars).

Since *Wapama* rests on a barge, the condition of the barge is critical to her safety. The barge was hauled out for maintenance in 1992 and is currently in good condition. For additional information on the barge, see the “Park Support Facilities” section.

Overall Length 216'11"	Gross Tonnage 945
Beam 40'4"	Deck Load 16' height
Passengers 55	Single Screw Propulsion
cabin & steerage	Two Oil-filled Water Tubes

The Lewis Ark Houseboat

Description. The Lewis Ark (the Ark) is a 19th century houseboat, typical of many used on San Francisco Bay. By the late 1880s such houseboats, known as arks, became popular summertime residences for prosperous families. An especially favored mooring spot was Belvedere Cove in Marin County where clusters of arks gathered — some even had running water piped in from shore.

Life aboard the arks included many parties and celebrations. Residents received deliveries of foodstuffs by boat, and a steam launch picked up commuters and carried them to the ferries operating to San Francisco. During the 1920s, several arks were moved ashore as permanent homes, often for Italian stonemasons and gardeners. When the drawbridge across Belvedere Cove was replaced by a permanent, fixed bridge, over 30 arks became trapped inside the lagoon.

The early history of the Ark, including its builder and original name, is unknown. It may be visible in an 1892 photograph; however, its first conclusive appearance is in a 1905 photograph in Belvedere Cove. The Ark was brought ashore in 1923 at the Reed Dairy Ranch. Used as a private residence by a succession of owners and renters, the Ark's last occupants were Admiral and Mrs. Robert P. Lewis from 1959 to 1968 for whom the Ark takes her name. Winifred B. Allen, owner of the Ark, donated it to the maritime museum when several arks were moved for construction of an apartment complex.

Currently the Ark sits on the Hyde Street Pier. The front room, two bedrooms and the hall have been refurnished and are used for interpretive purposes. The kitchen and galley are used as offices. The Ark was listed on the National Register of Historic Places in 1979 for its significance as an intact example of a locally popular style of recreational maritime residence.

Current Condition. Although a formal survey to assess the Ark's current condition has not been done, her condition seems stable. Rotten areas of the deck overhang were repaired in 1994. Since the Ark has not been in the water for some time, additional repairs would be needed to refloat her. At a minimum, this would include some new planking and caulking throughout.



Lewis Ark, ca. 1905. NPS photo.

Aquatic Park Historic District (National Historic Landmark)

The recreational area known as Aquatic Park was a development considered by San Franciscans for decades and made possible by the Works Progress Administration (WPA) in the 1930s. The Aquatic Park Bathhouse and associated structures have received recognition as a historic district on the National Register of Historic Places in 1984 and designation as a national historic landmark three years later.

The Aquatic Park Historic District includes the Aquatic Park Bathhouse and bleachers, concession stand, restroom, speaker stands, lagoon, seawall, the Sea Scouts building, the landscaped portion of Aquatic Park, and Victorian Park. The Municipal Pier is also included in the district but is not within the boundaries of the San Francisco Maritime National Historical Park. Features that do not contribute to the district include the bocce ball courts and the cable car turnaround. The San Francisco cable cars are a designated national historic landmark but the turnaround in Victorian Park has been redesigned and is not historic.

Completed in 1939, the Aquatic Park Bathhouse is a nationally significant example of the streamline moderne style designed by San Francisco architect William A. Mooser III. Fashioned to resemble a stylized ship, the building features decks, portholes, and railings — even the vents are in the shape of ship's funnels. Originally the bathhouse was intended to serve as a recreational facility catering to swimmers. Lockers, dressing areas, and showers for hundreds of men, women, and children were on the lower level. The concrete bleachers would provide seating for the crowds of spectators expected to watch swimming events held in the Aquatic Park lagoon. The concession stand, restroom, and two speaker stands were also designed in the streamline moderne style by Mooser as part of the WPA Aquatic Park project.

The WPA also paid for artists to create murals, tile work, sculpture, and other artworks for the bathhouse. Hilaire Hiler, an artist well known for his use of color, supervised the team of artists working on the bathhouse. Hiler's murals in the bathhouse are his best known work and add to an understanding of his developing art style. Unlike most WPA sponsored art, which was drawn in a realistic style, the art in the bathhouse is abstract and surrealistic. The artwork in

the bathhouse is nationally significant as outstanding WPA art.

Problems between the WPA and the city of San Francisco led the WPA to withdraw from the project before it was completed. The city eventually finished the construction, although some planned facilities were never built. Even before the bathhouse was complete, the city leased it to a private concessioner that operated it as a restaurant and bar known as the "Aquatic Park Casino." From its dedication on January 22, 1939, until late in 1940, the concessioner's exclusive use of all but the showers and locker rooms caused a public outcry; the public resented the private use of the publicly funded building.

The city regained possession of the bathhouse and was considering various proposals for its use when World War II intervened. During the war, Aquatic Park served as the headquarters for the Anti-Aircraft Defense of the Pacific Coast states and was off-limits to the public. The army left little lasting impact because most of the changes it made to the bathhouse were easily reversed when the city of San Francisco reclaimed the building. The main tangible evidence remaining of the army's use of Aquatic Park is the landing pier at the west end of the lagoon built in December 1943; this structure was later remodeled for its current function as a Sea Scout base. This structure is currently in poor condition and does not meet life/safety codes.

With the army gone, there was no clear overall purpose for the bathhouse. The Park Commission opened the building's dressing room facilities to sunbathers and scheduled some of the rooms for meetings, social gatherings, and an adult recreation program. A newly formed group of senior citizens, looking for a meeting place, found one at the bathhouse. The former concessioner's restaurant became a community recreation and dining hall to serve the senior community. The senior center operates under a special use permit from the park that extends to September 1999.

To provide improved access to the facility, an elevator designed to blend in with the surrounding artistic designs was installed. Workers also widened the exterior doorway leading from the sidewalk to the recreation/dining hall. The Aquatic Park Bathhouse is nationally significant as the location of the oldest, formally organized senior center in the United States.

In May 1951, the bathhouse opened with a new public use as the San Francisco Maritime Museum. In addition to ship models and paintings, the bathhouse provided shelter for parts of actual vessels — a concept new to American maritime museums which proved popular with visitors. To adapt the building for use as a museum, many changes were made to the interior. Some of these changes have damaged or covered up the original art and decorative finishes.

Current Condition. The Aquatic Park Historic District is listed in *Damaged and Threatened National Historic Landmarks, 1994 Report*. The report classifies the property in the priority 1 category; its integrity “has been found to be seriously damaged, or serious damage is imminent.” Severe physical deterioration threatens to irreversibly damage or destroy the qualities for which the district was initially designated as a national historic landmark.

Recent studies of the bathhouse show the structure needs extensive and costly repairs to correct problems with the skylight roof over the lower level and the bathhouse’s large windows. These problems include water leaks, cracked glass, and distortion of the window frames. Water leaks have caused damage to the building’s concrete structure and interior features and finishes, including original artwork. Since the roof and windows were custom designed especially for the bathhouse to fit the streamline moderne style, they are difficult and expensive to rehabilitate.

Tubbs Building

Description. The Tubbs building is a small frame structure built in the Victorian style with shiplap siding and a low hip roof. Constructed about 1860 as the company office for the Tubbs Cordage Company, the building was relocated in 1963 from its original location at 611–613 Front Street in San Francisco to the Hyde Street Pier.

The Tubbs building is a single story, rectangular building measuring 21 feet by 26 feet. There are two entrances on the west and south walls, each with molded trim and a hood with brackets. The doors themselves are modern replacements. The four windows also have molded trim and hoods supported by decorative brackets. The building retains its historic color scheme of a dark reddish-brown with white trim. Originally one room, a small closet with a toilet and

sink were added later. Other nonhistoric modifications include the changes to the floor and the addition of interior counters.

The Tubbs Cordage Company has its roots in the gold rush era; in 1849 Alfred Tubbs and a partner established a ship chandlery. A few years later, Tubbs and his brother Hiram bought out the partner and pursued the idea of making rope. In 1856 they began manufacturing the first commercially produced rope on the West Coast. Their business grew and although the Tubbs brothers died in the late 1890s, the company continued to prosper. By 1963 the company had outgrown its San Francisco factory and relocated. The company donated its former office building for use by the maritime park and it was moved to the Hyde Street Pier.

The Tubbs building was listed on the National Register of Historic Places in 1979 for its importance in the local industry of rope manufacturing and as a locally significant example of Victorian industrial/commercial architecture.

Current Condition. The Tubbs building is in good condition but requires replacement of the roof sheathing, wood shingles, and new interior/exterior paint. The building is being used as office space for park staff.

Haslett Warehouse

Description. The Haslett Warehouse, built between 1907 and 1909 by the California Fruit Cannery Association, was originally a storage building for the canned fruits and vegetables produced in the association’s adjacent cannery building. The warehouse’s ideal location along the San Francisco waterfront and next to the State Belt Railroad allowed the association to receive fresh produce by boat and to distribute canned goods by rail.

In 1906, the association made plans to build a cannery and warehouse facility between Beach and Jefferson Streets along Hyde Street. In 1907, the association commissioned William A. Mooser II to design buildings to withstand the kind of catastrophe experienced in the 1906 earthquake and fire. For the warehouse, Mooser II designed a large, solid brick structure with heavy timber interior framing. Due to the sloping site, four stories are above grade along



Haslett Warehouse. Courtesy of The Cannery, Inc.

Jefferson Street and only two stories are above grade on Beach Street. The unreinforced walls range in thickness from 26 inches at the base to 17 inches for the top floor; two interior fire walls divide the building into three equal sections. The walls are of red brick set into lime mortar in a running bond pattern with sixth course headers. Decorative brickwork, mainly on the three upper stories, consists of pilasters, belt courses, and cornices on the north, west, and south facades. The windows have plain surrounds with arched brick cornices with keystones set in a header-stretcher pattern.

The interior floors are supported by a system of heavy timber columns. Tie rods anchoring the floors to the brick walls are exposed on the exterior of the building and have decorative circular plates with the initials of the California Fruit Canners Association set between the points of a star. The overall dimensions of the building are 180 feet by 275 feet by 52 feet high, providing 198,000 square feet of floor space. The cost of the building was \$262,497.

From 1909 through 1936, the warehouse received canned asparagus, tomatoes, pork and beans, peaches, pears, cherries, apricots, and plums. By 1915, the association claimed to be “the largest packers of canned fruits and vegetables in the world” with 22 California locations. In 1916, the Association merged with several other canning operations to form the California Packing Corporation, a huge enterprise with 61 plants in six states. Goods canned and packed at the San Francisco cannery facility and stored in the warehouse were distributed under the California Packers’ *Del Monte* brand label.

By the mid-1930s labor problems and transportation difficulties were hurting the San Francisco cannery, and the California Packers began moving their operations to the east Bay Area. In 1948 the company sold the warehouse to the Warehouse Investment Company; two years later they leased it to their Haslett Company subsidiary. Until 1964 the company used the building to store a wide range of items, including Chinese imports, cars, and tires.

In 1963 the state of California purchased the building for use as a proposed state railroad museum. The high cost of renovation thwarted the plan, however, and instead the upper two floors were leased to Abbott Western who developed 107 office spaces in the building, which they designated "Wharfside." In 1978 ownership of the building was transferred to the United States for inclusion in the Golden Gate National Recreation Area. The upper floors continued as leased office space until 1986 when the Department of the Interior's inspector general's office ordered the building closed due to life/safety and seismic code deficiencies. Currently, the small craft collection, engines, and other large artifacts are stored on half of the lower floor of the Haslett Warehouse.

This structure is one of San Francisco's last relatively unaltered early 20th century red brick warehouses. Important locally as the earliest known structure built specifically to store canned fruits and vegetables, the Haslett also has regional significance in the areas of commerce and industry for its association with the California fruit canning industry and the Del Monte Corporation. The building's ornamented functional design also makes it significant locally in the field of architecture. For these reasons, the warehouse was listed on the National Register of Historic Places in 1975. The city of San Francisco has also recognized the importance of the Haslett Warehouse by naming it a historic landmark.

The exterior of the building retains a high degree of integrity although some changes have occurred. The majority of windows have been replaced with aluminum-framed ones and in some cases the arched window openings themselves have been enlarged to a rectangular format. Some of the ground-level door openings have also been widened and roll-up doors installed. Seven balconies were added on the second level of the east elevation at an unknown date. Numerous skylights and HVAC units were added to the roof when office space was developed on the upper floors. Inside, the first and second floors still exhibit the post and beam construction with few changes. The open space on the upper floors was developed into office space beginning

in 1953 and continuing in the 1960s. The upper floors have relatively low ceilings compared with the lower floors. Even though many infill walls were added, no significant removal of historic fabric on the upper floors has occurred.

Current Condition. Overall the building's condition is fair; however, a lack of maintenance has resulted in deterioration of the roof and brick walls. The existing spray-applied urethane roofing is deteriorating around the skylights, HVAC units, and parapets; water damage to the fourth floor interior may be from leaks at these spots or from a blocked rainwater drainage system. Deteriorated mortar joints in the brick walls also make them vulnerable to water infiltration. Unless these conditions are corrected, this decay could have an impact on the long-term stability of the structure. The building does not meet current life/ safety/seismic codes; any adaptive use of the building would require extensive rehabilitation at substantial expense to meet these codes.

J. Porter Shaw Library

The library acquires and preserves books, oral histories, sound recordings, ephemera, and periodicals, and provides reference service for these materials as well as for historic documents. Many of these materials, preserved on paper, microfilm, and magnetic tape, require careful handling and special storage conditions. As one of the finest collections of



J. Porter Shaw Library, ca. 1992. NPS photo.

maritime books related to the Pacific Coast, researchers look here for information to interpret, preserve, and understand maritime history.

Although the museum acquired a few books starting in 1951, acquisition of J. Porter Shaw's 1,600 volumes in 1959 launched the library as a valuable research tool to maritime enthusiasts and scholars. Today, the library, named in Shaw's honor, contains an estimated 32,000 volumes. Originally housed in cramped quarters in the Aquatic Park Bathhouse, the library moved in 1983 to its present space in building E.

The library includes three major collections: the John Lyman collection of materials dating from 1790 through the mid-1970s purchased by the library for \$100,000 in 1978; the Barbara Johnson Whaling Collection, acquired by the Library Associates in 1992 through a combination purchase and donation, and then donated by the Library Associates to the National Park Service; and Mawdsley's Naval History of World War II collection of 4,000 volumes donated with funds for cataloging, to the Library Associates, who then donated the collection to the park and administered the funds. The Library Associates group is instrumental in obtaining and processing accessions; over the last 10 years, the group has raised over \$600,000 in cash and goods for the library.

Most of the library's rare books, about 156 lineal feet, are stored in a special vault with environmental controls to help preserve them. Another 69 lineal feet of rare books are stored together outside the vault on moveable shelving. About 220 additional rare volumes are shelved with other books in the closed stack area. Rare books include works produced in numbers under 1,000 copies, one-of-a-kind books, books published before 1900, books that are works of art, and esoteric publications. Besides books, the library maintains 467 oral history interviews dating from 1952. To be useful, these oral histories must be transcribed, edited, indexed and cataloged — a process requiring about 10 hours of effort for every 1 hour of tape. The library also features recordings of about 1,200 sea shanties. As expressions of working-class crews, the shanties are

significant since few other accounts of their lives remain.

The library also contains many periodicals related to maritime activity. To trace a vessel's working life, a researcher would find practical information in *Lloyds' Register of Ships*, 1764 through 1987–88, *Merchant Vessels of the United States*, 1868 through 1989, and *Record of American and Foreign Shipping*, 1878 through 1982. Other useful sources include the library's pamphlet files which contain numerous newspaper clippings, photocopied articles, brochures, research correspondence, and bibliographies.

Museum Collection

Artifact Collection. The museum acquires, documents, and preserves culturally or historically significant maritime artifacts to support the park's mission of preservation and interpretation of Pacific Coast maritime history. The collection includes artifacts, small water craft, historic documents, and photographs, all discussed separately. About 30,000 items make up the artifact collection, which contributes to a better understanding of maritime activities, especially from the 1880s into the 1940s. The objects provide vital research information and objects for interpretive exhibits at the Aquatic Park Bathhouse, Hyde Street Pier, and library.



Museum Collection. NPS photo.

The museum established a policy from the outset to collect more than ship models and oil paintings: museum staff actively sought rigging, parts of hulls, and associated nautical gear. Before historic ships disappeared altogether, museum staff worked to salvage significant parts and equipment. The resulting collection, acquired by gift, purchase, exchange, transfer, field collection, and loan, occupies about 12,000 square feet of the ground floor of building E at Fort Mason. Larger, more industrial artifacts are stored in the Haslett Warehouse, at San Bruno, at Fort Baker, and at the Presidio due to a lack of space in building E. These additional storage areas are generally warehouses, which do not provide a temperature or humidity controlled environment. Artifacts from the collection of the Golden Gate National Recreation Area continue to be stored together with those of San Francisco Maritime at building E, further crowding the storage area.

The artifacts in the collection divide into a broad range of categories: vessel fittings, communications equipment, aids to navigation, personal gear, tools, maritime industrial and trade, engine-related, fine arts/decorative arts, models, furniture and furnishings, land transportation equipment, weapons, small water craft fittings and accessories, and archeological materials. Particular strengths include material related to sailing vessels from about 1875 to the early 20th century, navigation instruments such as compasses and sextants, tools for wooden shipbuilding, ropemaking machinery, over 300 ship and engine models (some among the best of their type in the world), and the cross-sections of the hulls from the clipper ship *Snow Squall* and gold rush storeship *Niantic*.

Although many artifacts have substantial monetary value as artwork or collectors' items, their value to the museum rests with their historical associations or their ability to reveal information about maritime pursuits. Many artifacts are especially important for their interpretive possibilities or for their research potential.

In 1995 the park prepared an extensive "self-evaluation" report and application for museum accreditation from the American Association of Museums. Early in 1996, a visiting evaluation committee of museum professionals will conduct an onsite survey of the facilities and the collection.

Historic Documents. The historic documents department acquires records that document the

maritime heritage of the Pacific Coast, preserves these records, and makes them available for use by park staff, scholars, students, and the general public. The collections are estimated to comprise approximately 200,000 photographs, 150,000 feet of motion picture film, 120,000 vessel plans and marine architectural drawings, and 1,500 linear feet of textual records that include park archives, maritime business and industry archives, and personal papers of seafaring Americans. These provide unparalleled intellectual resources for the study of all phases of Pacific Coast maritime activities, and rich artifactual connections to the past.

Historic documents, or archives, are collections of records created or received in the course of daily activities by organizations or individuals. Since these records are created in the course of purposeful activities, they provide both evidence of activities that brought them into being and information about associated people, organizations, events, and places, both for their creators and for future researchers. As tools for communicating through time and space, records are created using a wide variety of recording technologies and may be in any media: paper, film, microfilm, audiotape, videotape, or magnetic tape.

Textual records date from the gold rush to the recent past and range in size from a single document, such as a personal letter or diary, to modern organizational archives filling hundreds of feet of shelving. For example, the records of the Alaska Packers Association date from 1876 to 1924, and fill over 70 boxes. As the operator of many square-rigged vessels engaged in the Alaska fishing industry, these records provide evidence of the operation of this important commercial activity and information about the *Balclutha*, known as the *Star of Alaska* while she was owned by the Alaska Packers Association.

Other organizational archives include the American Institute of Merchants Shipping, the Marine Exchange of San Francisco, and American President Lines. The park's own organizational records date back to the 1950s and provide information of continuing usefulness in managing park resources. For example, park staff consult the nearly 20 feet of records created by Harry Dring, ships' manager, dating from 1954 to 1988, for evidence of past restoration work on the fleet of historic ships.

Personal papers give voice to the lives of sailors, captains, passengers, builders, and others engaged in

maritime life. The sea journal of Henry Augustus Butters, for example, is complete with sketches and photographs documenting his voyage on a Hind-Rolph vessel during the early part of this century. Captain Dan Thomas documented the epic maiden voyage of the *Hercules* from New Jersey to San Francisco via the Straights of Magellan in 1908.

Marine architectural drawings are a particularly useful type of record created by naval architects and shipbuilders, and the park's extensive collection illustrates the development of maritime design and construction. They are used to maintain ships still in operation or to re-create details that have long since rotted or rusted away. Drawings donated by noted naval architect David W. Dickie, active in San Francisco from 1907 until the mid-1950s, show the features of tugboats, ferries, fishing vessels, lumber schooners, and small craft.

The voluminous records of the Union Iron Works/Bethlehem Shipbuilding Corporation, the Moore Shipbuilding Company, and Pillsbury & Martignoni Company are not yet fully accessible because of the lack of space to process and store them and insufficient staff to preserve and catalog them. Because of the importance of these companies in Bay Area shipbuilding, these records are a significant resource not yet fully explored.

The park's outstanding photographs of ships, crews, shipyards, and other maritime activities help bring a vanished world to life. Both professional photographers and maritime enthusiasts captured images illustrating many aspects of maritime life. Notable collections include the Wilhelm Hester Collection, 1803-1905, documenting commercial sailing in Puget Sound; the Bethlehem Shipbuilding Corporation collection with more than 14,000 images documenting the details of shipbuilding; and the John W. Proctor collection illustrating the San Francisco waterfront and Bay Area shipping from 1900-1937. The Alfred T. Palmer Collection, 1931-1979, consists of over 144,000 feet of motion picture film documenting West Coast shipping and passenger lines.

The estimated 78,600 negatives owned by the park include glass plates, nitrate negatives, and safety negatives. Over 20,000 unstable nitrate negatives have been copied onto safety film, and the original negatives have been stored in refrigerators in the Aquatic Park Bathhouse basement to slow their deterioration.

Thousands of additional nitrate negatives belonging to other national parks are also stored there.

Park staff use these records for interpretation, publications, exhibits, and other public communications. But in the reading room they take on another life as well. They are used by scholars, students, and the general public from around the world for a wide variety of public and private purposes. Archives are used in producing exhibits, books, magazine articles, genealogies, ship's models, films, and videos. Thus, the park's archives have a multiplier effect, bringing a deeper understanding of maritime history to many people beyond the park, helping to nurture and understand our maritime inheritance and our connection to the sea.

Small Watercraft Collection. The small watercraft collection consists of 90 boats under 40 feet in length representing strictly functional, workaday boats to beautiful pleasure craft. Because of the strong winds and choppy waters found on the Bay, most of the small boats are heavily built and carry less sail than their East Coast counterparts. Some of the boats in the collection were home-built and others were professionally built at one of the Bay Area's many boat shops.

Stored on the ground floor of the Haslett Warehouse, the collection includes lifeboats, Whitehall boats, fishing boats, a whaleboat, duck boats, sailboats, rowboats, and yawl boats. Many of the boats still show the signs of expert craftsmanship used in their construction by skilled boatbuilders of a bygone era. Many boatbuilders constructed these small water craft without formal plans.

Beginning in the 1880s, San Francisco boatbuilders began testing engines in their small boat designs. By 1909, the era of Whitehall boats, which were rowed out to meet large incoming ships, had ended due to the growing use of power launches. Bay Area engine manufacturers excelled in this new technology, especially in the development of gasoline engines. Over half a dozen companies built engines whose reliability and power were major advantages over sail and oar even though their size was immense by today's standards: an 8-horsepower engine weighed about 1,200 pounds.

The small boat collection includes the 28-foot "Wetton" Monterey fishing boat powered by a classic unaltered, one-cylinder Hicks gasoline engine capable

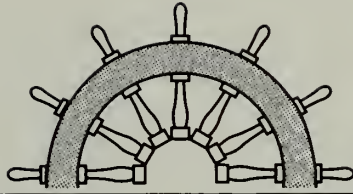
of eight knots. Built in 1923 by Dominic LaBruzzi, and owned by father and son Ed and Bud Wetton for over 50 years, this fishing boat is one of only a few still containing the original engine. The Wettons fished for bass, salmon, and shrimp in the Bay until the dwindling catch made fishing unprofitable. Although the small boats lack the proportions of the historic ships, their care requires just as much attention to detail.

After carefully measuring the Wetton Monterey fishing boat and documenting her deteriorated condition, park staff began her restoration. They replaced 60% of her wooden frames, repaired the rest of the hull, replaced the electrical system, and applied fresh paint. Because the staff could not devote full time to the restoration, the painstaking job took over three years.

Each small boat in the collection is a historic artifact that adds to our understanding of the maritime heritage of the West Coast. Individually, a boat can tell us much about its use and the importance placed on it by its builder and owner(s). As a collection, the boats show the rich diversity of this heritage. The collection also shows the evolution of small boat designs, many of which came from Europe, but were tailored to meet the precise needs and conditions of the New World.



Small watercraft. NPS photo.



NATURAL RESOURCES

CLIMATE AND AIR QUALITY

The park has a temperate maritime climate characterized by cool, wet winters and foggy summers. Extreme temperatures are rare due to the maritime influence. In spring and summer the area can experience strong prevailing winds out of the west and northwest.

The Clean Air Act (42 USC 7401 et seq.) and the California Clean Air Act mandate the establishment of national and state ambient air quality standards. These acts establish maximum allowable increments beyond baseline concentrations of sulfur dioxide, nitrogen dioxide, and particulate matter. Areas in which the standards are not met are known as nonattainment areas. The county of San Francisco has been designated a federal nonattainment area for ozone and carbon monoxide and a state nonattainment area for ozone, carbon monoxide, and suspended particulate matter.

The park is designated a class II area as defined by the Clean Air Act and amendments. Class II designation allows for small amounts of degradation of existing air quality within limits based on the standards. Incoming offshore winds generally result in high-quality air movement into the area.

SEISMIC AND COASTAL HIGH HAZARD ZONE

The park is in a seismically active zone. The San Andreas Fault extends northwest from near Fort Funston and runs through Bolinas Lagoon and Tomales Bay. The San Andreas Fault is the major fault in the area, however, many smaller faults exist. The land of this unit is largely bay-fill, much of which was debris of the 1906 earthquake. This artificial fill area could experience intense shaking, subsidence, differential settling, and liquefaction.

The location of the park on the eastern edge of the Pacific Ocean places it at risk from tsunami (tidal waves) created by earthquakes along the coast. Tsunamis can reach much farther inland than normal high waves. Nineteen tsunamis were reported at the Golden Gate between 1868 and 1968. The maximum tsunami was reported to be 7.4 feet. Municipal Pier, which is outside the boundaries of the historical park but that rims the Aquatic Park lagoon on the west, is subject to tsunami inundation.

AQUATIC LAGOON/ SHORELINE ENVIRONMENT

The park lies along the San Francisco Bay shoreline, which has been altered by development of structures, piers, and breakwaters. A narrow strip of beach rims the shoreline within the lagoon area formed by the Municipal and Hyde Street Piers. Many fish species inhabit the Bay waters, although no formal surveys specific to nearby waters have been done. Intertidal and subtidal areas along the Bay shoreline generally provide spawning habitat for fish. The Dungeness Crab (*Cancer magister*) migrates along the bottom near piers and is likely in the Aquatic Park area. There are no stream or creek outlets along the shoreline within the park.

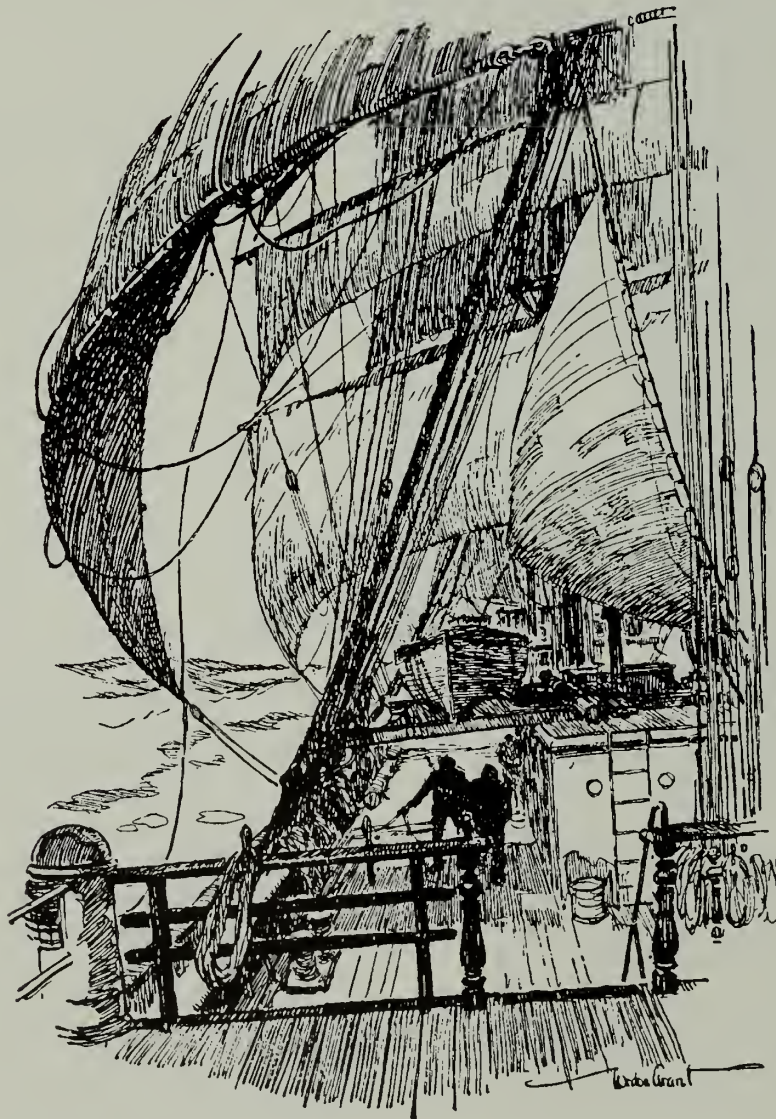
The Aquatic Park lagoon is used by swimming and rowing clubs and other members of the public. The city of San Francisco, Bureau of Water Pollution Control, routinely monitors for coliform at the lagoon. Periodically coliform counts have exceeded acceptable levels and the city has posted water use warnings on the beach. Possible sources of pollution include broken sewer pipes and overflow of the city sewer system during heavy rainfall. There were no warnings posted last year. The park relies on the city of San Francisco's water and wastewater systems. The Park Service has recently completed improvement of the utilities on Hyde Street Pier, including the water and wastewater lines that connect into the city's systems.

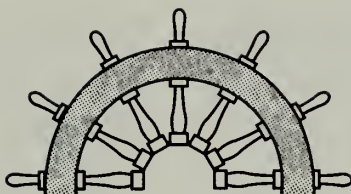
THREATENED AND ENDANGERED SPECIES

The lands at the park are primarily developed or landscaped environments. Known populations or native habitat for any federal or state threatened, endangered, or sensitive wildlife or plant species do not occur within any of the terrestrial areas that could be affected under any alternative. The federal and state listed endangered peregrine falcon (*Falco peregrinus*), brown pelican (*Pelecanus occidentalis*), and California least tern (*Sterna antillarum browni*) are transient in this general area of the Bay. There are no nesting colonies in the areas. Brown pelicans have been observed roosting on Hyde Street Pier and apparently would not be affected by continued high day use levels on the pier.

A multitude of fish species occur offshore in San Francisco Bay. The federal and state endangered winter-run chinook salmon (*Oncorhynchus tshawytscha*) and federal candidate green sturgeon (*Acipenser medirostris*) are transient in the Bay.

The federally endangered tidewater goby (*Eucyclogobius newberryi*) historically has occurred in the Bay, however, it is unlikely that they would occur near Aquatic Park because the salinity levels are likely to be high. The federally endangered California freshwater shrimp (*Syncaris pacifica*) would also not be in the area of the park because of the high salinity levels. There are no spawning areas for any of these species near Aquatic Park.





VISITOR USE AND DEVELOPMENT

The visitor experience at the park is currently confined mainly to the museum building in the Aquatic Park Bathhouse and the Hyde Street Pier. Aquatic Park, Victorian Park, and the library and historic documents in building E also represent aspects of the visitor experience, as do the surrounding commercial and transportation developments. The experiences in these areas are described below.

VISITATION AND VISITOR USE DATA

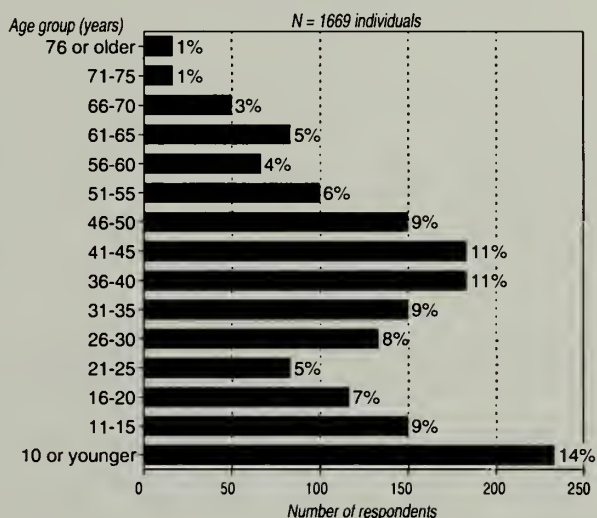
The park is situated in the Fisherman's Wharf area of San Francisco. The area — known internationally for its restaurants, shops, and views of the Bay — is a primary destination for many tourists to the city. Visitation figures show that the park currently is not part of that destination.

In the Annual Statement for Interpretation the park records monthly visitation figures for Hyde Street Pier and the museum building. Table 11 shows visitation comparisons for calendar year 1987 (CY87) through CY95. The statement also shows various estimates regarding different user groups to the park.

These figures clearly show a marked decrease in visitation to Hyde Street Pier. In fact, visitation to the pier has dropped below that for the museum building. This drop began in CY88, the year the park began charging admission to the pier. The museum showed an increase in visitation between CY90 and CY94. Free admission to this facility may account for visitation exceeding that for the pier. While the fee system is likely a factor in declining visitation at Hyde Street Pier, the unwelcoming entrance might also be a contributing factor.

The composition of the various user groups to the park are based on the San Francisco Maritime National Historical Park visitor survey conducted August 19–26, 1995.

VISITOR BREAKDOWN BY AGE



Proportion of Visitors from Each Foreign Country

Country	Number of Individuals	Percent
Germany	71	25
United Kingdom	51	18
France	40	14
Canada	34	12
Australia	17	6
Italy	8	3
Switzerland	7	3
China	6	2
Hong Kong	6	2
Ireland	6	2
Holland	5	2
Czechoslovakia	4	1
Taiwan	4	1
Turkey	4	1
Denmark	2	1
Israel	2	1
Japan	2	1
Luxembourg	2	1
Malaysia	2	1
Other countries	6	2
TOTAL	279	

**TABLE 11: VISITATION COMPARISONS —
HYDE STREET PIER AND MUSEUM BUILDING**

YEAR	HYDE STREET PIER	MUSEUM BUILDING
CY87	579,620	245,791
CY88	397,453	196,451
CY89	265,878	177,097
CY90	238,187	140,391
CY91	154,874	240,245
CY92	169,710	363,015
CY93	157,058	433,133
CY94	143,066	466,692
CY95	165,335	350,359

EXISTING FACILITIES AND PROGRAMS

Aquatic Park Bathhouse – Maritime Museum

Since 1951 the Aquatic Park Bathhouse has served as the primary maritime museum facility. Over the years reports and statements from the staff have commented on problems in using this structure for the museum. A major problem is that the building serves a function it was not designed to perform. The art-deco style of the structure, the murals, and flooring have been compromised by the exhibits (and vice versa). In addition, the space is not large enough to house the exhibits required to present adequately the many topics related to the park's purpose and primary interpretive themes. The approximate amount of space for the exhibit area in the museum is 7,100 square feet. The remaining space is used for storage, exhibits, and exhibit offices. Compounding this problem is the fact that the San Francisco Senior Center occupies about half of the 48,000-square-foot structure.

Another issue is that the entrance to the building on Beach Street does not lie on a major pedestrian thoroughfare, and there is no clear visual or pedestrian linkage between the museum and the ships. In 1994 visitation figures show that the museum received about 16% of the visitors to Aquatic Park. While this represents an increase over previous years, it comprises only a small percentage of the visitors in the area.

Visitors who enter the museum find an information desk where they can get brochures and other information about the park. Interpreters at the desk are not able to contact every visitor, although many visitors do get some of the brochures. This literature and personal contact at the desk represent the primary linkage between the museum building and Hyde Street Pier.

The exhibits show an evolution and a mixture of design styles. This can be a barrier to helping visitors sense a cohesiveness and interrelatedness among the displays. Also, visitor-flow patterns must conform to the building layout, and the second-floor exhibits are not accessible to people with disabilities.

One of the building's strengths is the views it provides of the water. From the windows on the second floor and the terrace on the first floor, visitors get a magnificent view of Aquatic Park, the Bay, and the ships at Hyde Street Pier.

Hyde Street Pier

The Hyde Street Pier was constructed in 1922 as a ferry pier for service from Marin County to Hyde Street. The pier is within the authorized boundary of the park but is owned by the Port of San Francisco and leased to the Park Service. Most of the original timber structure has been demolished over time due to its dilapidated condition. Repair of the pier, including utility improvements, were completed during the 1990s.

Hyde Street Pier sits in an ideal location to attract visitors to the historic ships. Situated along Fisherman's Wharf one block from the terminus of the cable car, four to six million people pass by the area annually. Despite its location, however, in CY87 about 580,000 visitors passed through the entrance gate. In CY94 this visitation was about 143,000, representing about a 75% decrease. It also should be noted that beginning in CY91, visitation to the museum building exceeded that for the pier — a distinct reversal from the earlier figures.

Several factors may contribute to the low visitation on the pier. The entrance is a narrow opening between commercial shops and the rather stark facades of the two swimming and rowing club buildings. The park has experimented with several design modifications by

relocating the bookstore and several large artifacts, however, the entrance still appears cluttered and unwelcoming. Of equal concern is the fact that visitors cannot see the ships from the entrance. The pier currently serves as a walkway to get visitors from ship to ship. Wayside exhibits provide interpretation of each ship.

The Vessels. The historic vessels are the focal point of the pier and the museum. Visitors currently are permitted to board *Alma*, *Balclutha*, *C.A. Thayer*, and *Eureka*. Modifications are underway to the pier to allow the public to board *Hercules*. *Eppleton Hall* is not open to the public, and *Wapama* is on a barge in Sausalito. The following is a brief description of the current interpretive experiences on each of the ships that visitors might board:

***Alma*.** The scow schooner *Alma* has been restored to operating condition and frequently sails to ports around the Bay, serving as the park's traveling ambassador. The public may board her as part of regular ranger-led tours, and she often hosts tours for special groups. Visitors learn how the scow's boxy shape was especially suited to her purpose of carrying bulky cargoes of hay and other goods.

***Balclutha*.** The size and appearance of *Balclutha* make her the ultimate destination for most visitors to Hyde Street Pier. Once on board visitors have opportunities to explore areas above and below deck. Several spaces (i.e., the saloon, master's suite, steward's pantry, and cabins) have been treated with historic furnishings and are effective in relating aspects of life aboard ship. Ranger programs on *Balclutha* include guided tours, living history, slide presentations, music programs, cooking demonstrations, Sail Raise, Aloft, and Dead Horse Ceremony demonstrations.

***C.A. Thayer*.** On board *C.A. Thayer* visitors can explore on deck and below. Some of the cabins have been furnished, and interpretive panels discuss her history and construction. *C.A. Thayer* also is used for the park's Environmental Living Program where students spend the night on board. Evening sea chantey programs have been held monthly for the last 15 years.

***Eureka*.** *Eureka* is the only vessel that has a direct historic association with Hyde Street Pier. The approach is designed as an auto gangway and offers a feeling of boarding a ferryboat. The historic vehicles parked on the lower deck, the appointments of the passenger cabin, and the concession stand convey images of crossing the Bay by ferry in an earlier age. One of *Eureka's* unique interpretive features is its walking beam engine. Views of this engine, plus the working model showing its operation, allow visitors to understand what could be a complex topic for many.

***Hercules*.** Through extensive volunteer efforts, *Hercules* was restored to operating condition in 1991. *Hercules* will continue making trips on the Bay, offering all who see her a rare view of a working steam tug. Accessibility improvements will allow visitors to board *Hercules* at the Hyde Street Pier for the first time on a regular basis.

***SS Jeremiah O'Brien*.** The World War II Liberty Ship, *SS Jeremiah O'Brien* is preserved, maintained, and operated by the National Liberty Ship Memorial. All work, including the interpretation of the ship for the visiting public, is handled mainly by this nonprofit organization. The ship is currently docked at Pier 32 where she has attracted many more visitors than when she was berthed at Pier 3 in lower Fort Mason.

***Wapama*.** Across the Bay, the steam schooner *Wapama* rests on a barge behind the Army Corps of Engineers Bay Model Visitor Center in Sausalito. Because of its remote location, few visitors get to see *Wapama*. Visitors view *Wapama* from the pier, with wayside exhibits giving a brief account of her history. Guided tours of a limited part of *Wapama* are offered on a weekly basis.

Victorian Park

Victorian Park serves as an open-space linkage between the museum and Hyde Street Pier with views open to the Bay. Walkways and plantings, along with Victorian-style lighting and benches, constitute the primary developments. Besides connecting the two park facilities, the park receives uses common to many urban green spaces. The cable car turnaround occupies the southeast corner of the park. Street vendors frequently line the Beach Street boundary, and musicians often perform for donations.

Aquatic Park

Bordered by Hyde Street Pier, Municipal Pier, and the bathhouse museum building, Aquatic Park serves as a recreational center on San Francisco Bay. Two swimming and rowing clubs make extensive use of the park. The San Francisco Sea Scouts also maintain a base here. Many people walk or wade along the southern shore.

Two bocce ball courts near Van Ness Avenue are available for public use. Bleachers built as a component of the Aquatic Park Bathhouse provide opportunities for people to relax and watch activities in the lagoon and on the Bay.

In addition to its primary recreational focus, Aquatic Park offers those who stroll along the promenade beautiful views of the Bay and the historic ships at Hyde Street Pier. Aquatic Park also represents the only protected area suitable for swimming left along the city's waterfront. Today's use of the cove for swimming and other recreational activities continues a tradition begun over 100 years ago.

Library, Historic Documents, and Artifacts

The J. Porter Shaw Library and the park's historical document collection are in building E at lower Fort Mason. This structure also currently houses park headquarters, the main artifact curation and storage facility, and the offices of several non-NPS organizations. The library and historic documents are open to the public on a limited but regular schedule. The object collection is available to researchers by appointment. Many researchers never visit in person but make use of the facility through reference services. The staff estimates that about 10,300 patron contacts are made per year, about 75 % of whom are remote users via mail, telephone, fax, e-mail, and interlibrary loan. The park's photo lab makes numerous photographic copies for public researchers. Most users have more than a casual interest in maritime history. The information and evidence from these holdings are used to produce exhibits, books, magazine articles, genealogies, ship's models, films, videos and a wide variety of products such as calendars and postcards. Thus, researchers, both onsite and remote, disseminate information from the park to uncounted numbers of people beyond the reading room.

More people might use these materials, but access is limited because hours are restricted, the location is difficult to find, and access to the collection is not provided via computer online access. The park does not currently have the network infrastructure to support broad Internet access to information about the park's resources. Some limitations on access could be mediated by the implementation of online access.

In addition to the overall interpretive program, the library sponsors a number of lectures and workshops throughout the year. The Library Associates coordinates these activities and further assists the library through research projects, publications, and acquisitions.

Maritime Bookstore

The maritime bookstore, which is operated by the Golden Gate National Park Association, sits at the entrance to Hyde Street Pier. This is a popular location but has not contributed to opening up views of the historic ships. It offers a wide selection of maritime-related publications and interpretive items, and the store exhibits an architecturally compatible and roomy interior.

Because many people arrive at the pier without having visited the museum, the bookstore also serves as an information/orientation facility. The building was not designed to perform this additional function, and overcrowding is often the result.

Interpretive Programs

Throughout the year visitors have the opportunity to experience a wide variety of interpretive programs at the park. Activities such as guided tours on the historic vessels, narrated audiovisual programs, demonstrations of maritime skills and art, living history presentations, and musical programs are offered. Park staff conduct many visitor participatory activities such as the sail raise program, the aloft demonstration, the Dead Horse ceremony, and navigation and cooking demonstrations. While most programs are geared for general audiences, others are designed for specific age or interest groups, such as the junior ranger program.

A variety of special events (some presented on an annual basis) include lectures, workshops, seminars,

and traditional maritime musical programs. Each year a sea music concert series and a Christmas at Sea program are scheduled. The annual Festival of the Sea and Fourth of July Waterfront Festival also include a large amount of interpretive programming. The park also conducts special emphasis interpretive programming on topics such as Women's History Month, Asian/ Pacific Islander Month, and Black History Month. Events are sponsored by the park, the National Maritime Museum Association, the Golden Gate National Park Association, the Library Associates, and the National Liberty Ship Memorial.

Many area schools participate in the Environmental Living Program. To conduct this popular activity the park contracted with the Orange County Maritime Institute; however, in 1995 the National Maritime Museum Association assumed the management and operation of this program. Participating students spend the night aboard *C.A. Thayer* or *Balclutha* where they explore the world of the 19th century sailor through a variety of activities.

In addition to the Environmental Living Program, many area schools also participate in organized interpretive programs conducted by the park's staff of interpretive rangers. These programs have a high percentage of participation from inner-city schools.

At the small craft shop on Hyde Street Pier instructors conduct workshops and classes in boatbuilding. Classes are cosponsored by the park and the National Maritime Museum Association. The small craft shop is a working, interpreted, boatbuilding facility for constructing and restoring historic wooden boats. Twelve classes per year are taught with over 600 graduating students. Participants gain the most from these classes, but the public also can watch work in progress and gain an appreciation of the skills and techniques required to build small watercraft.

The small craft department also sponsors two unique outreach/ambassador programs: the small craft regatta, an excursion of traditional small craft to Angel Island; and a class called "gunkholing," a week-long excursion up the Sacramento River.

Area residents volunteer their time and skills in many activities at the park. These volunteers demonstrate a commitment to the preservation of the park's resources — the ultimate goal of any interpretive program. In 1995, 969 volunteers contributed almost

70,000 hours. Interpretation staff is supplemented by the park's docent program. Currently, docents provide site interpretation, highlight tours, demonstrations of maritime music, arts, and skills, living history programs, and staffing of the museum information desk. Volunteers also contribute regularly to the other departments of the park including the library, collections management, historic documents, exhibits, administrative offices, and small boat shop

Volunteers contributed approximately 15,000 hours work on the ships at Hyde Street Pier. The *Alma* and *Hercules* are maintained and operated by almost entirely volunteer crews. Volunteers at Hyde Street are trained by staff members and more experienced volunteers in the skills needed to maintain the historic fleet. Volunteers work at all skill levels and perform a wide array of jobs, from sanding and painting to complicated woodwork and rigging. Another successful program brings youth groups to the pier to work and then spend the night aboard one of the ships. Last year, for the *C.A. Thayer's* 100th anniversary, the park sponsored a work party which was attended by 125 people who contributed around 600 hours of work on the *C.A. Thayer*. The park supplies the volunteers with uniforms, tools, safety equipment, and training.

While the park provides an extensive variety of interpretive programs, the lack of adequate funds and staff severely limits the number of programs. Many times facilities remain unstaffed, leaving visitors on their own to try and understand the significance of the park's resources.

PARK SUPPORT FACILITIES

ADFL-38 Floating Dry Dock

The ADFL-38 is a World War II vintage floating dry dock owned by the park. The dock was designed to carry a 2,800-ton ship with a free board of about 12 feet. Overall dimensions are 389 feet long, 84 feet wide, and 40 feet high. The dock is used periodically by the park as a ship repair berth and is capable of berthing all of the historic vessels, except for the *Eureka*, *Wapama* on barge 214, and SS *Jeremiah O'Brien*, which are too large. The dock is also leased to private contractors to maximize its use and to generate revenue to minimize its maintenance cost.

Barge 214

The *Wapama* is drydocked on barge 214, which is berthed on the north side of the U.S. Army Corps of Engineers pier in Sausalito. Barge 214 was built in 1970 for oceangoing service. In 1977 she was damaged while in service in Alaskan waters. Though the damage to the vessel was partially repaired, the barge was no longer considered suitable for ocean-going service. In 1980 the *Wapama* was placed on the deck of barge 214, which is owned by the Park Service.

Wheat Barge

The Wheat barge is a former fuel lighter acquired by the Park Service in the late 1970s. The barge is 46 feet long by 18 feet wide by about 3 feet in molded depth. Named for Jack Wheat, former assistant general superintendent of Golden Gate National Recreation Area, the barge is currently used as a landing float.

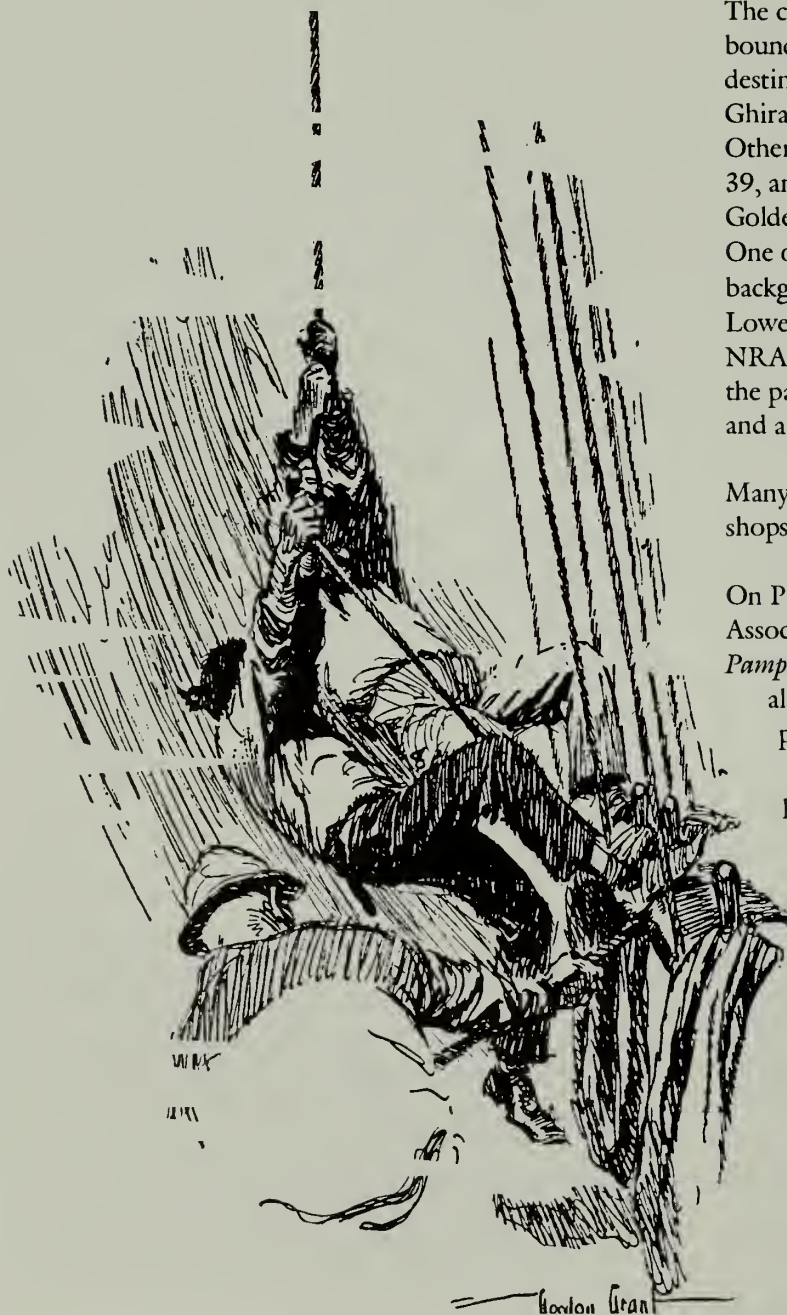
SURROUNDING AREA AND ATTRACTIONS

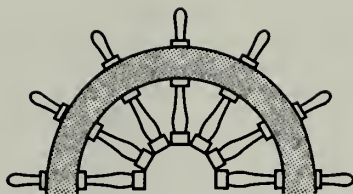
The commercial districts surrounding the park boundary include some of the most popular visitor destinations in the city. Fisherman's Wharf and Ghirardelli Square are known throughout the nation. Other popular attractions include The Cannery, Pier 39, and a myriad of restaurants and shops. Units of the Golden Gate National Recreation Area are nearby. One of these units, Alcatraz Island, lies in the background of almost every view of the historic ships. Lower Fort Mason, another unit of Golden Gate NRA, also abuts the park. Building E, which houses the park's headquarters, library, historic documents, and artifacts is located in Lower Fort Mason.

Many of the other buildings have been leased for shops, galleries, offices, and restaurants.

On Pier 45 the National Maritime Museum Association operates the World War II submarine USS *Pampanito* as a tourist attraction. This organization also serves as a cooperating association for the park. Some of the profits from the submarine are being used for interpretive and educational programs in the park. The museum association personnel also assist the park with such things as archival curation and exhibit planning.

These commercial facilities and attractions draw millions of people to the area, but they also compete for the visitor's attention and time.





SOCIOECONOMIC ENVIRONMENT

ACCESS AND TRANSPORTATION SYSTEMS

The park is on the northern waterfront of San Francisco in the Fisherman's Wharf area. It is within a half-hour walk of downtown and is served by various modes of public transportation. One of the historic cable car lines connecting downtown San Francisco with the northern waterfront runs down Hyde Street and terminates at Victorian Park across from Hyde Street Pier. The San Francisco Municipal Railway (MUNI) bus lines provide access along the adjacent Jefferson, Hyde, and Beach Streets and lower Fort Mason. Extension of the F-line is underway and when completed will provide a direct streetcar link between Fisherman's Wharf and the city's main hotel, shopping, financial, and government districts along Market Street.

Van Ness Avenue is a major access route that terminates at Municipal Pier. Limited onstreet parking is available on lower Van Ness Avenue and Hyde Street and the western terminus of Beach and Jefferson Streets. Parking lots/garages in the vicinity are near Jones, Hyde, and Jefferson Streets and lower Fort Mason (see Access/Circulation and Viewsheds map).

SURROUNDING LAND USE

The park is on the eastern edge of a nearly continuous band of waterfront open space that wraps around the northern bayfront and continues south along the ocean. Extending west from the park along the Bay are Fort Mason, Marina Green, Crissy Field, and the Presidio, and extending south along the ocean are Baker Beach, Land's End, Ocean Beach, and Fort Funston. This open space is a major tourist attraction and recreational resource in the Bay Area.

The Fisherman's Wharf area is a combination of maritime and fishing related uses as well as retail, restaurant, and entertainment services. Commercial

maritime and fishing activities remain the principal uses in the area of Fish Alley and Pier 45. Fish Alley is north of Jefferson Street on the waterside between the Hyde Street Pier and Pier 45. It contains fish landing and handling services, storage areas for gear, two fuel-storage tanks, fuel dock, some retail and art gallery use, limited parking, and restaurants. Other primary land uses in the surrounding area include hotels, North Point shopping center, Ghirardelli Square, Cannery and Anchorage specialty retail/restaurant complexes, residential apartments, and public housing units, parking facilities, and ferry facilities (see Land Use map).

The Port of San Francisco (the Port) has prepared a *Draft Waterfront Land Use Plan* for all property under its jurisdiction, from Fisherman's Wharf to India Basin. The draft plan's objectives for the Fisherman's Wharf waterfront (extending from the swimming club docks at the east end of Aquatic Park to the east end of Pier 39) include restoring and expanding the fishing industry, attracting revenue-generating new uses to help support and subsidize the fishing industry, and encouraging other maritime uses in the area. The objectives also include maintaining a diverse array of uses, enhancing public access and open space programs, and providing efficiently planned parking and loading facilities.

The Port is considering improvement projects in the Fisherman's Wharf area and is proposing to expand the number of berths and improve its existing facilities for the commercial fishing industry adjacent to San Francisco Maritime. The Seafood Center Project would have three major components — new uses such as a proposed Fisheries Institute and ancillary uses and services that may include some retail, parking, office, and public service space on Pier 45; establishment of a new 88-berth Hyde Street Harbor to the west of Pier 45 on an expanded east side of the Hyde Street Pier; and harbor services facilities partially on new fill that would include a harbormaster's building, hoist, small ship repair working area, and a parking area for about

40 vehicles. Seismic repair and upgrade of Pier 45 is currently underway. Other proposed projects for the near future include reconstruction of Pier 47 for pedestrian use and pedestrian improvements (sidewalks, railings, lighting, and benches) along Jefferson Street.

LOCAL ECONOMY/COMMERCIAL SPACE

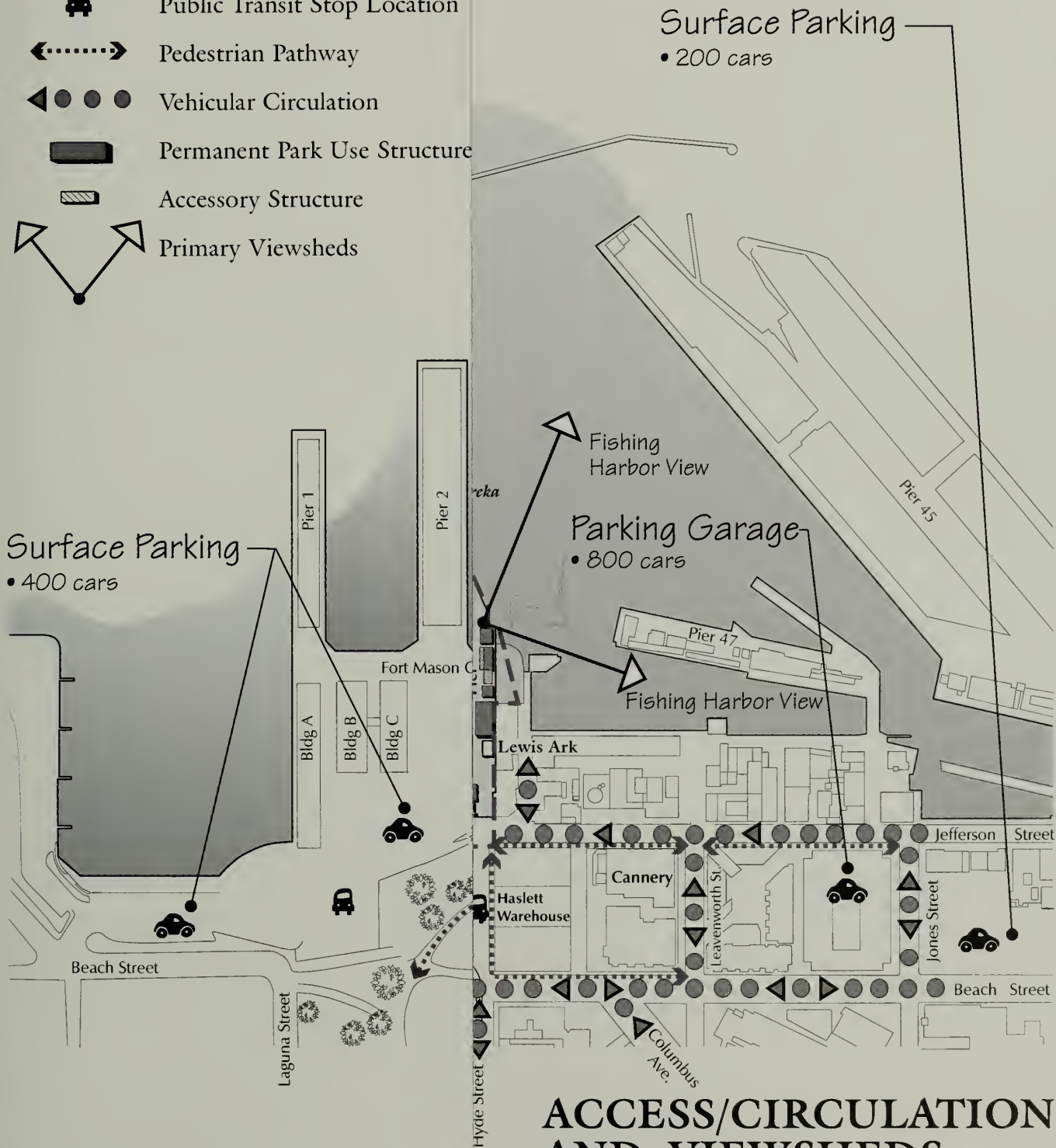
San Francisco is an office, retail, and service center. The major employment center, the Financial District, is about 2 miles south of the park in the downtown area. The visitor industry contributes substantially to the city's economy. Fisherman's Wharf is one of San Francisco's top tourist attractions, with approximately 87% of visitors to the city stopping there. Many jobs are directly related to tourism and visitor spending. It is estimated that over 66,000 jobs with a payroll in excess of \$1 billion are directly supported by visitor spending in the city.

An overview of commercial development in the Fisherman's Wharf area was prepared for the Park Service as part of an evaluation of the real estate options for potential adaptive uses for the Haslett Warehouse (ARG 1994). The San Francisco Waterfront/North Beach market area has approximately 2.7 million square feet of office space. There is currently a limited supply of office space and minimal leasing activity in the Fisherman's Wharf area. Office space along the wharf provides an alternative for tenants who do not have the need nor the desire to be in the Financial District. The Fisherman's Wharf area has an over supply of retail shopping space that is more than the market can currently support. Retail rents have been on a downward trend recently, and the market is expected to remain soft over the next several years. A number of eating establishments already exist in the area, and the restaurant market in the wharf area is highly competitive.



LEGEND

-  San Francisco Maritime National Historical Park Boundary
-  Public Parking Location
-  Public Transit Stop Location
-  Pedestrian Pathway
-  Vehicular Circulation
-  Permanent Park Use Structure
-  Accessory Structure
-  Primary Viewsheds



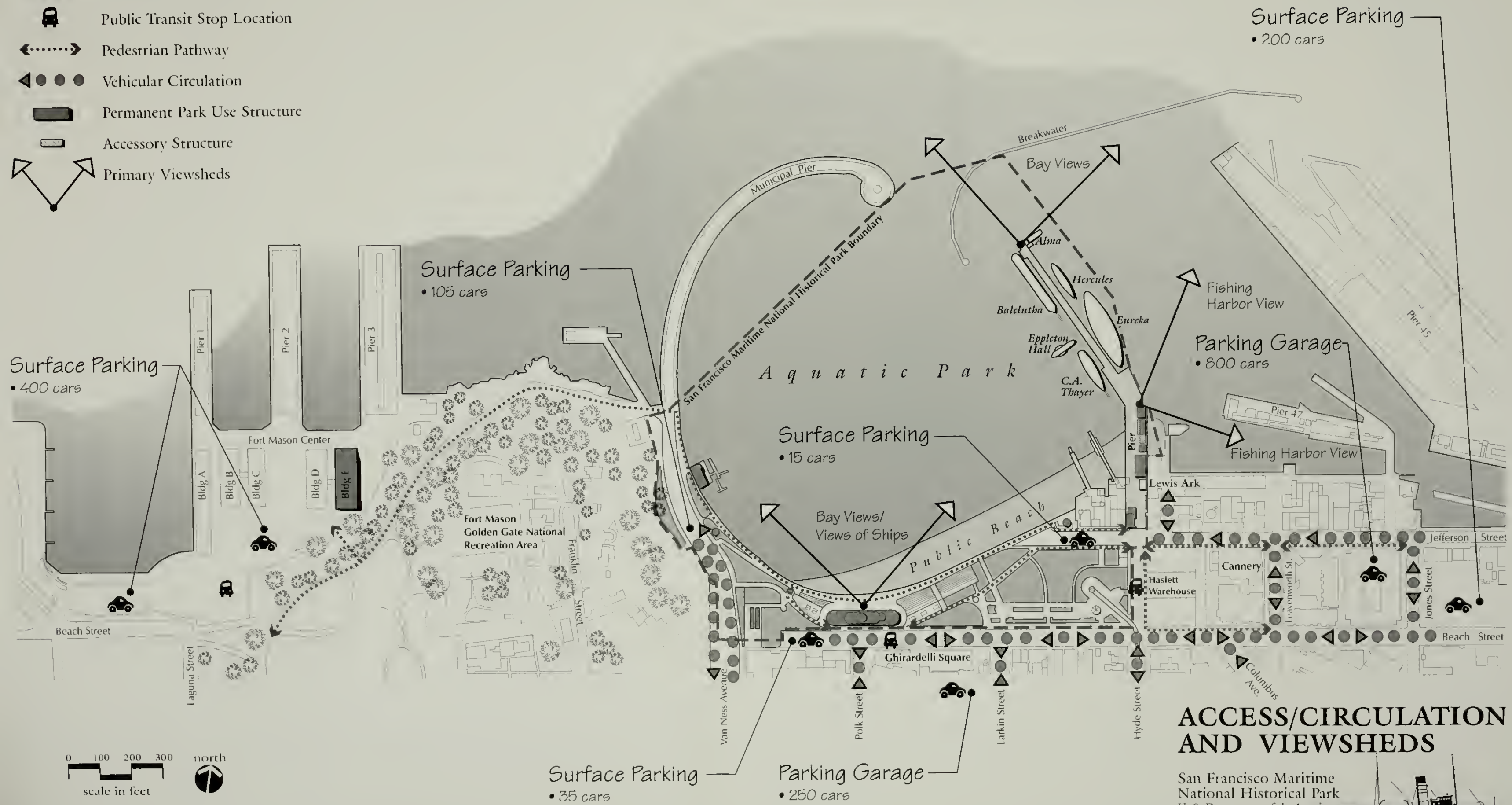
ACCESS/CIRCULATION AND VIEWSHEDS

San Francisco Maritime
National Historical Park
U. S. Department of the Interior
National Park Service
DSC/March '96/350/20,020



LEGEND

- San Francisco Maritime National Historical Park Boundary
- Public Parking Location
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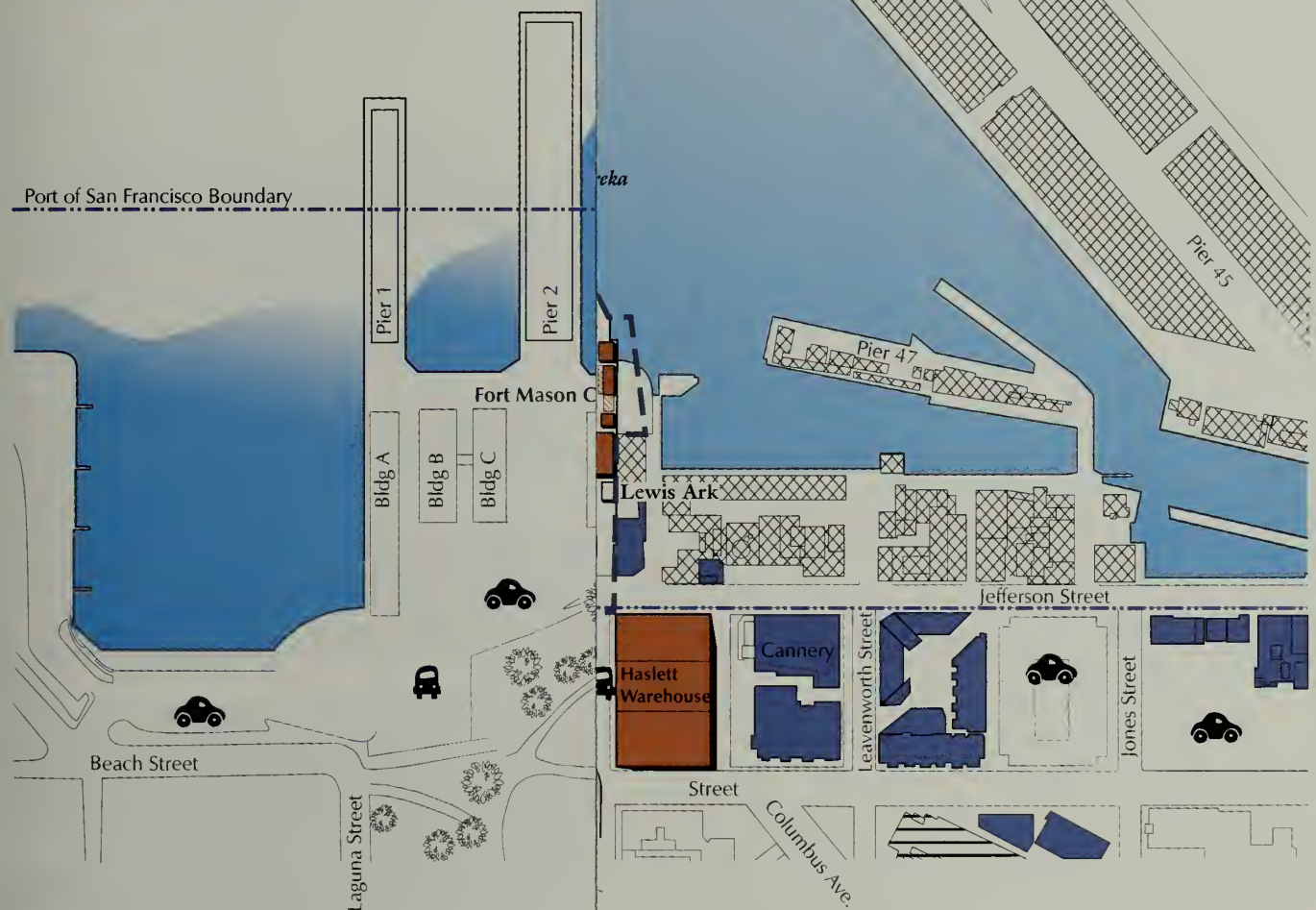
ACCESS/CIRCULATION AND VIEWSHEDS

San Francisco Maritime National Historical Park
U. S. Department of the Interior
National Park Service
DSC/March '96/350/20,020



LEGEND

-  San Francisco Maritime National Historical Park Boundary
-  Public Parking Location
-  Public Transit Stop Location
-  Commercial/Industrial Use
-  Retail Use
-  Lodging Use
-  Office Use
-  City of San Francisco
-  San Francisco Maritime National Historical Park Use



0 100 200 300
scale in feet



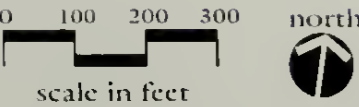
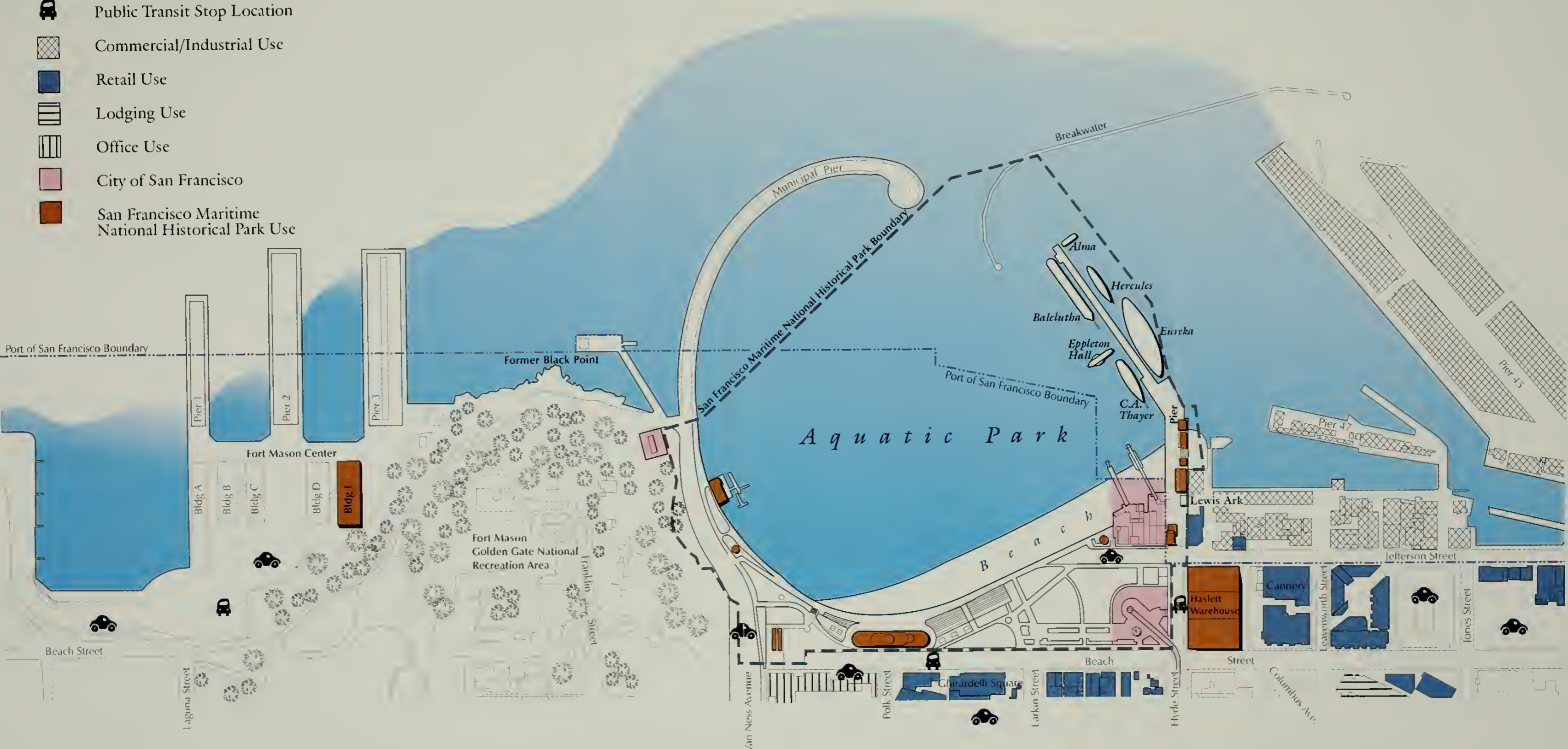
LAND USE

San Francisco Maritime
National Historical Park
U. S. Department of the Interior
National Park Service
DSC/March '96/350/20,021



LEGEND

-  San Francisco Maritime National Historical Park Boundary
-  Public Parking Location
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-  Lodging Use
-  Office Use
-  City of San Francisco
-  San Francisco Maritime National Historical Park Use



LAND USE

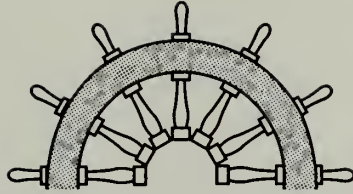
San Francisco Maritime
National Historical Park
U. S. Department of the Interior
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DSC/March '96/350/20,021





The Ferry
Eureka

Environmental Consequences



DERIVATION OF IMPACT TOPICS

To focus the evaluation of potential consequences of the alternatives, specific impact topics were identified based on legislative requirements, resource knowledge and information, and concerns expressed by the public and other agencies during scoping (see the "Consultation and Coordination" section). The rationale for selecting major impact topics is discussed below, followed by impact topics dismissed for further analysis and the environmental consequences for each alternative. The summary of rules and regulations and methodologies presented under the proposed action alternative also apply to the other two alternatives and are not repeated for those alternatives.

CULTURAL RESOURCES

The National Historic Preservation Act, the National Environmental Policy Act, NPS *Management Policies*, NPS-2 (*Planning Process Guidelines*), and NPS-28 (*Cultural Resource Management Guideline*) call for the consideration of historic and archeological resources in planning proposals. Impact topics addressed include the historic vessels, Aquatic Park Historic District, Tubbs building, Haslett Warehouse, maritime library, and museum collection (artifacts, historic documents, and small watercraft).

AQUATIC LAGOON/ SHORELINE ENVIRONMENT

The National Environmental Policy Act calls for an examination of the impacts on components of the affected ecosystem. This impact topic addresses potential impacts within the lagoon, sources of water pollution, and use of the water for recreational activities.

VISITOR EXPERIENCE / INTERPRETATION

The alternatives would affect the overall visitor experience in the park, including information, orientation, interpretation, and education.

TRAFFIC/PARKING

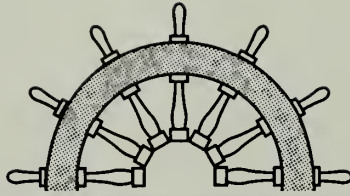
The alternatives would affect traffic patterns and parking in the immediate vicinity of the park. Transportation issues include congestion and traffic safety.

LAND USE/COASTAL ZONE MANAGEMENT

All alternatives would maintain and enhance the maritime character of the area. Proposed uses in the park would be similar to existing tourist-oriented development or commercial office and retail uses in the general area. There would be no effect on types or character of land use. However, a determination of consistency with the Coastal Zone Management Act is included.

REGIONAL ECONOMY

The National Environmental Policy Act requires an examination of socioeconomic impacts caused by management alternatives. Additional employment, construction expenditures, and benefits to retail trade could affect the regional economy.



IMPACT TOPICS DISMISSED FROM FURTHER ANALYSIS

EARTHQUAKES

New buildings and existing substandard buildings would be constructed or upgraded over time to meet applicable seismic codes, laws, and NPS policies.

FLOODPLAINS

There are no stream or creek outlets along the shoreline within the park which would pose a flooding danger. Municipal Pier rims the lagoon on the west and provides some protection from high waves and surf.

THREATENED OR ENDANGERED SPECIES

No federal or state listed, proposed, or candidate species are known to frequent or reside in the park; therefore no impact to such species is expected. There is no critical habitat designated in the park.

AIR QUALITY

No significant effects on existing air quality within the regional airshed are expected. According to the Bay Area Air Quality Management District guidelines, further emission calculations and modeling are not necessary if emissions of total suspended particulate (TSP), nitrogen oxides (NO_x), and volatile organic compound (VOC) emissions are less than 150 pounds per day each, and if carbon monoxide (CO) emissions are less than 550 pounds per day. The Environmental Protection Agency's MOBILE 5 model was used to estimate emissions from commuter vehicles that would be generated under the proposal. The model estimated the following emissions: 28 pounds per day in pounds per day NO_x, 49 pounds per day VOC, and 274 pounds per day (CO). The TSP emissions from gas-powered vehicles are negligible relative to the other pollutants and would be well below the guidelines.

Highly conservative or worst-case assumptions were used in the model. Therefore it is likely that emissions would actually be lower than the estimates, particularly given the mass transit options available to this site.

TERRESTRIAL ENVIRONMENT

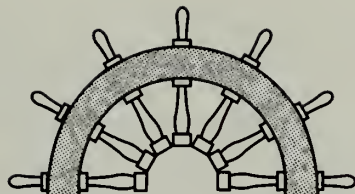
The land within the park is composed of urban development and landscaping. Because these are highly developed environments, no significant impacts on native vegetation, soils, or wildlife are expected.

ARCHEOLOGICAL RESOURCES

There would be no impact to any known archeological sites.

MINORITY AND LOW-INCOME COMMUNITIES

The Department of the Interior's policy on environmental justice (Executive Order 12898) requires the National Park Service to evaluate the impacts on these communities. Based on the analysis of potential impacts under each alternative, none of the alternatives would result in disproportionately high and adverse environmental effects, including human health, economic, and social effects, on minority and low-income communities. There is not expected to be any air or water pollution impacts that would adversely affect human health. Economic impacts from employment, associated earnings, and construction are expected to be small, but positive. There would be no effect on types or character of land use in the surrounding area that could affect minority or low-income communities. Opportunities for community input are provided during this planning process (see the "Consultation and Coordination" section).



CULTURAL RESOURCE IMPACTS COMMON TO ALL ALTERNATIVES

IMPACTS ON HISTORIC PROPERTIES

Summary of Regulations, Policies, and Guidelines

The National Park Service complies with the National Historic Preservation Act of 1966, as amended (NHPA), and regulations issued by the Advisory Council on Historic Preservation, 36 CFR 800, "Protection of Historic Properties." Under section 110 of the NHPA, all federal agencies must carry out their programs according to national historic preservation policy. Section 106 of the NHPA requires federal agencies to consider the effects of their actions on historic properties and seek comments from the Advisory Council on Historic Preservation. The purpose of section 106 is to avoid unnecessary harm to historic properties. Properties listed on or eligible for listing on the national register are entitled to this protection under the NHPA.

National historic landmarks must receive additional protection under section 110 (f) which requires agencies "to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm" to any national historic landmark that may be directly and adversely affected by an undertaking.

National Park Service *Management Policies* (1988) recognize the unique problems faced in ship preservation: "To remain watertight and weather resistant, historic ships may require more extensive and frequent replacement of historic fabric than other structures. Their historic character will nevertheless be retained through the use of appropriate materials and fabrication methods."

National Park Service NPS-28: *Cultural Resource Management Guideline* (1994) recommends continuing preservation maintenance, including the use of the Inventory and Condition Assessment

Program as "the stewardship key to protecting the integrity of cultural resources and the investments made to bring them to maintenance condition. Further, continuing preservation maintenance is the surest way to avoid large future outlays of project money." This is especially true of vessels since a lack of basic maintenance can quickly lead to severe deterioration of historic fabric that is very costly and sometimes impossible to repair.

There are no regulations or policies that specifically relate to the impacts that actions might have on a property such as the tug *Eppleton Hall*, which has been rejected for inclusion on the national register yet merits protection as a cultural resource of importance to another nation. For the purpose of analyzing impacts, the *Eppleton Hall* is addressed along with the other ships; however, it should be recognized that she is not legally entitled to protection under the NHPA.

Methodology

The methodology for assessing impacts on historic properties involved these steps: (1) identifying the extent and type of impact of the action under each alternative on the national register listed or eligible properties and (2) assessing those effects according to procedures established in 36 CFR 800, Protection of Historic Properties.

A proposed undertaking is considered to have an effect on a historic property if it may in any way change the characteristics that qualify that property for inclusion on the National Register of Historic Places. If the undertaking would diminish the integrity of the property, it is considered to have an adverse effect. Historic properties for the purpose of the regulations are those prehistoric or historic districts, sites, buildings, structures, or objects included in or determined eligible for the National Register of

Historic Places. Ships are classified as structures for national register purposes.

Generally, if undertakings related to historic properties follow the *Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings* or the *Standards for Historic Vessel Preservation Projects with Guidelines for Applying the Standards*, as appropriate, the effect of the undertaking would not be considered adverse.

Unlike most other historic property types, vessels are not entirely dependent on the retention of historic fabric to maintain their integrity. For a vessel, integrity is defined in the *Standards for Historic Vessel Preservation Projects with Guidelines for Applying the Standards* as "the authenticity of a vessel's historic identity, as evidenced by the survival of characteristics such as plan, hull form, rigging, use of materials and/or craftsmanship, which existed during the vessel's historic period." The standards explain further that for vessels afloat or exposed to the elements "preservation of all the historic fabric incorporated in a vessel is patently impossible. Historic fabric will, of necessity, be replaced in the course of maintaining a sound, weather-resistant, watertight structure. The integrity of materials of a vessel, however can be retained if historic fabric is replaced by new material of the same size, composition, texture, color, and appearance as that which is replaced and if the methods of replacement are historically appropriate to the vessel." This does not mean that historic fabric should be replaced in a carefree manner. Every reasonable effort should be made to retain original historic fabric and slow down its eventual loss.

Analysis

Ships. All of the alternatives call for a strategy to preserve and maintain the *Alma*, *Balclutha*, *C.A. Thayer*, *Eureka*, and *Hercules* according to the general recommendations in the "Draft Cultural Resources Management Plan for the Fleet of Historic Ships of the Golden Gate National Recreation Area" prepared for the park in 1988 and the 1992 *Condition of Ships Report to the Interior Subcommittee* and each vessel's historic structure report (if one has been completed). Plans for the other vessels differ under the three alternatives; see the impacts section for each alternative for information on the impacts to the other vessels.

The Inventory and Condition Assessment Program (ICAP) would be used in combination with the *Secretary of the Interior's Standards and Guidelines*, NPS-28, and *Historic Structures Preservation Guides* as the approach to ship preservation. This approach would benefit the vessels because it would employ a consistent maintenance strategy designed to preserve existing historic fabric and replace deteriorated fabric only when necessary. Maintaining the vessels in this manner would also reduce the possibility of adverse effects resulting from not implementing a long-term plan to address maintenance needs. Because the vessels would be drydocked for regular cyclic maintenance according to the historic vessel preservation plan, new problems could be addressed before serious complications develop. Before the ICAP could be fully utilized, a marine module would need to be developed to integrate historic vessel resource data.

In addition, an emphasis on improved daily topside maintenance would help prevent small problems from developing into major repair projects. Regular painting, caulking, and other minor maintenance tasks that would keep the vessels' decks watertight would prevent moisture from penetrating below where it could cause rot and corrosion that is difficult to repair and eventually could lead to loss of the vessel.

Also, because daily topside maintenance would continue to be performed by the park's Ships Preservation Division at the Hyde Street Pier, new problems would be detected sooner while still small and more easily managed. Retaining the maintenance shop (multipurpose building) at the Hyde Street Pier would continue to provide the most efficient operation for topside maintenance.

Improved procedures for documentation of vessel restorations would help park staff know what materials are original fabric and what has been replaced. This knowledge would be crucial to prevent inadvertent removal of historic fabric before considering whether repairs might be more appropriate.

Improving accessibility to the ships according to the Americans with Disabilities Act might affect some character-defining features. Every effort would be made to minimize such effects by following the *Standards for Historic Vessel Preservation Projects with Guidelines for Applying the Standards*. Changes that would destroy a property's significance would not be permitted.

Aquatic Park Historic District. Preparation of a cultural landscape report for Aquatic Park would provide information that would help park staff make better decisions concerning the area's contributing features. The report would help the park know which features are important to preserve so that resources are not harmed inadvertently.

Preserving the speaker towers and restroom buildings would have a positive effect on these structures which contribute to the historic district. Rehabilitating the bleachers would have an effect, but it would not be adverse because work would follow *The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*.

IMPACTS ON MUSEUM COLLECTION

Summary of Regulations, Policies, and Guidelines

There are five laws that address collection management by the National Park Service: Act for the Preservation of American Antiquities, 1906 (16 USC 431–433); Organic Act of 1916 (16 USC 1 et seq.); Historic Sites Act of 1935 (16 USC 461– 467); Museum Properties Management Act of 1955 (16 USC, Sect. 18 [f]); and Archeological Resources Protection Act of 1979 (16 USC 470aa-mm). The National Park Service complies with these laws and their implementing regulations.

National Park Service *Management Policies* (1988) states that “The National Park Service will collect, protect, preserve, and use objects, documents, and specimens in the disciplines of archeology, ethnography, history (includes archives), biology, geology, and paleontology to aid understanding among park visitors and to advance knowledge in the humanities and sciences.” The *Management Policies* classify archival and manuscript collections as museum property. Acquisition, disposition, management, inventory, preservation, restoration, and reproduction of museum objects are also addressed in the *Management Policies*. Protective measures such as environmental monitoring and control and pest management are also considered.

National Park Service *NPS-28: Cultural Resource Management Guideline* (1994) calls for consideration of museum collections during the planning process. In

addition, the guideline directs the preparation of an acquisition plan, collection management plan, collection storage plan, collection condition survey, and exhibit design plan.

NPS-28 also recognizes that there may be management conflicts when museum objects are housed in a historic structure. The guideline directs that “Planning must consider the nature, condition, and preservation needs of both the museum objects and the structure and the effects of the proposed use on each. Alternatives to maintaining the objects in the historic structure should be considered.”

Methodology

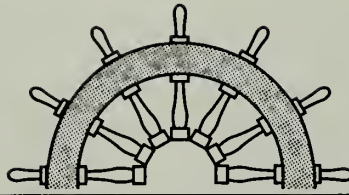
Impacts on the museum collection were assessed based on information provided by park staff.

Analysis

General. All of the alternatives call for preparation of the following plans related to collection management according to NPS-28: resources management plan, acquisition plan, collection management plan, collection storage plan, collection condition survey, exhibit plan, and a disaster plan. The collection as a whole would benefit from the increased level of care resulting from these plans and be less likely to suffer a catastrophic loss in the event of an emergency.

Small Watercraft. Small watercraft, relocated from the Haslett Warehouse to an appropriate Presidio facility or other offsite location, would benefit because they would no longer be stored in an unreinforced brick building that could collapse in an earthquake, causing significant damage or loss to the building's contents.

Negative Storage. Relocating historic nitrate and acetate photographic negatives from numerous refrigerators in the basement of the Aquatic Park Bathhouse to an environmentally controlled Bally vault at the Presidio would help preserve the negatives. The existing system of refrigerators is old and subject to failure, causing damaging condensation on the negatives when temperatures fluctuate. In addition, removal of the nitrate negatives would reduce the risk of fire in the bathhouse because they are extremely flammable materials.



IMPACTS OF ALTERNATIVE A (PROPOSED ACTION)

IMPACTS ON HISTORIC PROPERTIES

Analysis

Ships. In addition to the impacts common to all alternatives described above, the proposed action calls for a management approach to shipwork requiring shipyard services or dry docks that would help ensure that repair facilities are available for all of the ships in the Bay Area. In an emergency situation such as a ship rapidly taking on water, nearby facilities for hauling out the vessel could be critical to the vessel's survival. In addition, facilities for long-term restoration projects, such as the *C.A. Thayer*, would be difficult to obtain at a commercial shipyard; a facility obtained through a cooperative agreement could help make the project feasible. A program of training in maritime skills directed at staff, volunteers, and the public would help ensure that the skills needed to maintain the historic vessels would be perpetuated.

Unlike the ships to be berthed at the Hyde Street Pier (*Alma*, *Balclutha*, *C.A. Thayer*, *Eppleton Hall*, *Eureka*, and *Hercules*), *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 her deterioration would be implemented but the vessel's underlying structural decay would not be addressed.

Chapter 5 of the National Park Service *Management Policies* permits the planning process to make this decision: "Achievement of other park purposes may sometimes conflict with and outweigh the value of cultural resource preservation. The planning process will be the vehicle for weighing conflicting objectives and deciding that a cultural resource should not be preserved. Following such a decision, significant resource data and materials will be retrieved. The resource will then be permitted to deteriorate

naturally, unless its destruction or direct removal is necessary for public safety or to eliminate an unacceptable intrusion."

Eventual dismantling of *Wapama* would be an adverse effect on a national historic landmark. The National Park Service would consult with the Advisory Council on Historic Preservation and the California State Historic Preservation Officer according to section 110(f) of the National Historic Preservation Act and 36 CFR 800, "Special agency requirements for National Historic Landmarks," on ways to minimize this loss. A memorandum of agreement would be developed specifying appropriate mitigating measures. Besides recording the vessel to Historic American Buildings Survey/ Historic American Engineering Record standards, measures would include salvaging parts of the vessel for interpretive and research purposes. Because the vessel is a national historic landmark, the memorandum of agreement would be reported by the advisory council to the president, the Congress, the secretary of the interior, and the director of the National Park Service.

The *Eppleton Hall* would benefit from the same management strategy as the other ships at the Hyde Street Pier. There would be no effect under section 106 of the National Historic Preservation Act, as amended, on the *SS Jeremiah O'Brien* by recommending that the vessel be removed from the list of the park's significant resources because she would remain in federal ownership (Maritime Administration Bureau, U.S. Department of Transportation) and remain under the management of the National Liberty Ship Memorial, Inc.

Lewis Ark Houseboat. Preserving the Lewis Ark Houseboat (the Ark) according to the *Standards for Historic Vessel Preservation Projects with Guidelines for Applying the Standards* would have a positive effect on this vessel. The Ark, placed adjacent to the Hyde

Street Pier, but supported above the water, would appear more in keeping with her original purpose as a houseboat than with her current location resting on top of the pier.

Aquatic Park Historic District. Under the proposal, the Aquatic Park Bathhouse would be affected by measures to rehabilitate it; however, these effects would not be adverse because all work would follow *The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*. These measures would improve the weather-resistance of the building needed to prevent further deterioration.

Environmental controls added to the bathhouse for the benefit of the collection would also have an effect on the building itself; however, the effect would not be adverse because the work would follow *The Secretary of the Interior's Standards*. The minimal controls installed under this alternative would also help preserve the murals and other art that are an integral part of the bathhouse.

Eventual removal of the museum function from the bathhouse would have a positive effect on the building by uncovering some of the artwork hidden by displays and other museum equipment. The new use as a conference events center would benefit the building by respecting its art and architecture. Environmental controls and the heating and ventilation system would be operated to maximize preservation of the building, its historic artwork, and finishes. Continued use by the San Francisco Senior Center would have no effect on the building. Modifications to the building to meet current accessibility standards would have an effect but the effect would not be adverse since the work would follow *The Secretary of the Interior's Standards*.

The proposal to adaptively use the West Roundhouse snack stand could have an effect depending on what rehabilitation measures would be required for the new use. The anticipated effect would not be adverse since any work would follow *The Secretary of the Interior's Standards*. An appropriate use for the building would have a positive effect by helping restore Aquatic Park's recreational ambience.

The Sea Scout base is in poor condition and does not meet life/safety codes. An assessment of its condition and a structural evaluation would be made to determine the facility's rehabilitation needs. The National Park Service would consult with the

California State Historic Preservation Officer and the Advisory Council on Historic Preservation on potential effects to the structure from any proposed rehabilitation. The anticipated effect would not be adverse since any work would follow *The Secretary of the Interior's Standards*. If adverse effects are unavoidable, a memorandum of agreement would be developed among the Park Service, the preservation officer, and the advisory council specifying appropriate mitigating measures.

Defining the area of the cable car turnaround and area immediately north to Jefferson Street as part of the Development Zone would not have an effect on the Aquatic Park Historic District. The cable car area was identified as a noncontributing element. Proposed relocation of the maritime bookstore and development of the grand stairway and pedestrian plaza would occur within a previously disturbed area and existing land contours would shield the bookstore from view of the primary contributing elements of the historic district.

Tubbs Building. Use of the Tubbs building for the Environmental Living Program on the Hyde Street Pier would have no effect on the building.

Haslett Warehouse. Rehabilitation of the Haslett Warehouse for commercial leasing, the park's headquarters, administrative offices, visitor contact center, and eventually the maritime museum would require major alterations of the building. Many changes would be required to make the building comply with current life/safety codes, including seismic strengthening. Copies of *Haslett Warehouse: Evaluation of Adaptive Use Alternatives* (1994) were submitted to the California State Historic Preservation Officer and the Advisory Council on Historic Preservation for their information. As specific designs are developed, the National Park Service would continue to consult with the historic preservation officer and advisory council to assess potential effects and ways to minimize them. If adverse effects are unavoidable, a memorandum of agreement would be developed among the National Park Service, historic preservation officer, and advisory council specifying appropriate mitigating measures.

Conclusion

Historic properties, with the exception of *Wapama*, would generally benefit from a consistent maintenance and preservation approach aimed at perpetuating their historic integrity. *Wapama* would suffer an adverse effect when she is eventually dismantled. The Aquatic Park Bathhouse and the Haslett Warehouse would be rehabilitated.

Cumulative Impacts

Ongoing regular maintenance and preservation work would slow down the loss of historic fabric, replace deteriorated elements when appropriate, and maintain the *Alma*, *Balclutha*, *C.A. Thayer*, *Eppleton Hall*, *Eureka*, *Hercules*, and Lewis Ark for the future. *Wapama* is the last surviving steam schooner; her eventual loss would significantly diminish the understanding of Pacific Coast maritime history. Rehabilitation of the bathhouse would help ensure its future use. Rehabilitation of the Haslett Warehouse would help ensure the future preservation of one of San Francisco's early 20th century brick warehouse buildings, which has been unoccupied since 1986.

IMPACTS ON THE J. PORTER SHAW LIBRARY

Summary of Regulations, Policies, and Guidelines

Chapter 5 of the National Park Service *Management Policies* authorizes the collection and preservation of library materials "to aid understanding among park visitors and to advance knowledge in the humanities and sciences." These library materials "will be properly housed and maintained, and adequate space for users will be provided."

In general, *NPS-28: Cultural Resource Guideline* does not consider library materials as cultural resources; however, because the park library is so interrelated to the historic properties owned by the park, it is, in effect, a valuable cultural resource to both park staff and the public. *NPS-84: Library Management Guideline* and Special Directive 94-1, "National Park Service Library Program," also provide guidance on managing library materials.

Methodology

Impacts on the library were assessed based on information provided by park staff.

Analysis

The library would benefit in several ways from having substantially more space in building E made available by relocation of the artifact collection. The amount of additional space available in the short term would depend on whether the park headquarters and administrative offices are moved out of building E to an interim location before eventual relocation to the Haslett Warehouse. All the rare books would be housed in a secure, environmentally controlled area to help preserve them. Collection development — essential to any library's viability — could continue as appropriate. Dedicated space would be available to ensure that incoming materials are pest-free. Increased staffing in new space would ensure that existing resources are fully used; library materials have value as cultural resources only in usage. Space for the Library Associates would consolidate the accessioning function for the library.

Conclusion

The library would receive the space, equipment, and staffing it needs to protect, develop, preserve, and make full use of its holdings.

Cumulative Impacts

Library materials would be preserved under the proper conditions for public and park use.

IMPACTS ON MUSEUM COLLECTION

Analysis

Artifact Collection. Under the proposed action, in addition to the benefits listed under "Impacts Common to All Alternatives," the artifact collection currently housed in building E would benefit by being consolidated in a building at the Presidio or other offsite location. Relocation of the collections management function to such a facility would provide

park staff with the space they need to properly execute their responsibilities. The space these functions currently occupy in building E would then be available for expansion of the library and historic documents. Additional collection storage space provided at the Presidio in an environmentally controlled building would help prevent overcrowding of the storage facility in building E. Additional space would also allow the park to continue collecting maritime artifacts.

Artifacts on exhibit at the Aquatic Park Bathhouse would benefit in the short term from slightly improved environmental controls and in the long term from relocation to the Haslett Warehouse in space especially developed for museum use.

Some large artifacts currently located on the Hyde Street Pier (such as the *George Shima* and *Sea Fox* wheelhouses and *Petaluma* paddle wheel), if placed into storage, might benefit from improved storage conditions depending on where they are located. There would be a small amount of risk while moving them.

Historic Documents. Additional space in building E would allow for expansion of historic documents so that materials could be properly cataloged, preserved, and stored for accessibility. The amount of additional space available in the short term would depend on whether the park headquarters and administrative offices were moved out of building E to an interim location before eventual relocation to the Haslett Warehouse. Overflow space at an offsite storage facility would be available if needed to prevent future overcrowding of building E. Relocating the photo lab from the Aquatic Park Bathhouse to building E would consolidate the historic documents department and reduce the possibility of damage to materials being photographed because they would not have to be moved from one building to another.

Installation of better environmental controls in building E would create a safe environment for the long-term preservation of fragile, easily stolen, or abused materials. Improved pest management, especially for silverfish (which eat paper), would lessen the risk of loss or damage to documents.

Small Watercraft. Impacts on small watercraft would be the same as described under “Cultural Resources Impacts Common to All Alternatives.”

Conclusion

The park’s museum collection would receive the space, equipment, and staffing needed to protect, preserve, and use it appropriately.

Cumulative Impacts

The park’s museum collection would be preserved under the proper conditions for public and park use.

IMPACTS ON AQUATIC LAGOON/ SHORELINE ENVIRONMENT

Summary of Regulations and Policies

While NPS *Management Policies* do not discuss a specific marine resources management policy, they do state that “The National Park Service will manage the natural resources of the national park system to maintain, rehabilitate, and perpetuate their inherent integrity” (NPS 1988). The *Management Policies* also state that “The National Park Service will seek to restore, maintain, or enhance the quality of all surface and ground waters within the parks consistent with the Clean Water Act and other applicable federal, state, and local laws and regulations” (NPS 1988).

The primary goal of the Clean Water Act (33 USC section 1251 et seq.) is to restore and maintain the chemical, physical, and biological integrity of the nation’s water. Section 404 authorizes the U.S. Army Corps of Engineers to regulate the discharge of dredge or fill material into waters of the United States. Section 401 provisions ensure that the federally permitted activities that may result in discharge to state waters comply with the federal Clean Water Act, state water quality laws, and any other appropriate state laws. The San Francisco Bay Regional Water Quality Control Board oversees section 401 requirements.

Methodology

The focus of the impact assessment is on disturbance to shoreline and water quality components. Impacts related to fill or dredge construction activities would be assessed further as part of the development of a specific design that would be prepared for the 404 permit process.

Analysis

Rehabilitation of the Sea Scout base would entail pier reconstruction/replacement or expansion that could involve dredging, fill placement, and/or pile driving that would alter the intertidal habitat, and temporarily increase turbidity and suspended solid levels. To minimize impacts to water quality, mitigation measures such as booms, curtains, or absorbent pads would be installed around the construction area to contain floatable materials. Any storm runoff during construction would be captured and filtered before entering the Bay. A relatively small area (probably less than 0.25 acre) of the intertidal zone would be affected, a portion of which would be altered from sand and rock beach to pier habitat.

Construction activities below the high waterline would comply with the requirements of sections 404 and 401 of the Clean Water Act, and a permit from the U.S. Army Corps of Engineers and 401 certificate (if necessary) from the Regional Water Quality Control Board would be obtained prior to construction. Specific mitigation measures would be developed with these agencies during the project design stage.

Golden Gate National Recreation Area would continue to maintain the beach and obtain any necessary permits.

Potential sources of water pollution from the use and operation of park facilities would be avoided or mitigated. All restroom facilities would be connected to the city sewage disposal system. The pier would not be open to public vehicle access or parking. Potentially hazardous materials used for the topside maintenance of the ships, pier, or Sea Scout base, such as paints and petroleum products, would be managed and stored to minimize the risk of water contamination. No below-water ship maintenance activities would take place at Aquatic Park.

Conclusion

Impacts to the shoreline and water quality would be minor based on the limited extent of disturbance and short time of construction activities.

Cumulative Impacts

Most of the shoreline along the northern bayfront is developed and consists of beach or pier habitat. Maintaining and rehabilitating existing shoreline facilities within the park would not affect remaining stretches of undeveloped shoreline/ intertidal areas.

IMPACTS ON VISITOR EXPERIENCE/ INTERPRETATION

Summary of Regulations and Policies

Interpretation and visitor use addressed in chapters 7 and 8 of the NPS *Management Policies* are described as follows:

The National Park Service will conduct interpretive programs in all parks to instill an understanding and appreciation of the value of parks and their resources; to develop public support for preserving park resources; to provide the information necessary to ensure the successful adaptation of visitors to park environments; and to encourage and facilitate appropriate, safe, minimum-impact use of park resources.

The National Park Service will promote and regulate the use of parks, and it will provide those services necessary to meet the basic needs of park visitors and to achieve each park's management objectives.

Methodology

Impacts on the visitor experience and interpretation were examined based on information provided by the park's Annual Statement for Interpretation and interviews with park staff. Monthly and yearly visitation statistics were studied to assess changes in visitor use and visitor use patterns.

Analysis

Views and Visual Connections. Under this alternative visitors would benefit from more open views of the Hyde Street Pier, the historic ships, and the establishment of visual connections between the pier and the museum located in the Haslett Warehouse

building. More visitors would be encouraged to visit the sites and subsequently gain better understandings and appreciations of San Francisco's maritime heritage.

The visual links would improve the identity of the park as a maritime museum and as a unit of the National Park Service. This would enable the park to better compete with many activities in the area which vie for the visitor's time and attention.

Maritime Museum. The maritime museum in the Haslett Warehouse would provide greatly increased space for exhibits and other interpretive media. The space would allow for the introduction of each major theme and space to cover each of the themes in more detail. As a result, visitors would receive an introduction to all of the themes, and they could explore particular themes in greater depth. The size of the building would allow for future expansion of the museum.

The museum's location and increased space would result in increased visitation and greater understanding and appreciation of San Francisco's maritime heritage.

Hyde Street Pier. Removal of nonessential structures (i.e., the maritime bookstore) would make the entrance to the pier more inviting, the pier less cluttered, and would improve the views of the ships. Interpretive programs and demonstrations conducted within view of the entrance also would attract visitor attention, and in turn, increase visitation to the pier and to the historic vessels.

The thematic design of the pier would incorporate outdoor exhibits that would allow visitors to make interpretive connections between the ships and associated historical activities on the pier. To the extent possible all features of the pier, including gangways to board the ships, would be designed to complement the historic character of the ships.

The Ships. At Hyde Street Pier visitors would benefit by being able to view and board all of the historic ships, and, through interpretive programs and media, develop an understanding and appreciation of each vessel's historic significance. Interpretation of some of the ships' maintenance activities at the pier or other offsite facility would give visitors better insight into the skills, effort, and expense required to maintain and preserve these historic craft.

Displaying the Lewis Ark houseboat on exhibit adjacent to the Hyde Street Pier, but supported above the water, would help visitors place her in context as a watercraft representative of an important era in San Francisco's history.

The more prominent location of *Wapama* would allow more visitors to appreciate her historical significance. Locating *Wapama* at an appropriate Bay Area site would improve visibility and interpretive opportunities before being dismantled.

Small Craft Shop. The small craft shop on the Hyde Street Pier would attract visitors. Visitors also would benefit from the redesign of the structure to make it compatible with the period design theme for the pier and to open up views of the Bay.

While participants in the educational courses at the center would gain the most from the experience, visitors observing the work also would get some feeling for the skills and techniques required to build small watercraft.

Maritime Bookstore. Visitors would continue to benefit from the wide selection of publications and the highly visible location of the maritime bookstore. The location near the corner of Hyde and Jefferson Streets in Victorian Park would strengthen the design links with the other park facilities, and at the same time open the entrance to Hyde Street Pier and provide better views of the historic ships.

Library and Historic Documents. Both operations would continue to offer valuable services to researchers and park staff, and visitors would continue to benefit from the many special events and programs sponsored through the Library Associates. Increasing the number of hours the library and document collection are open to the public would also improve services offered to visitors.

The additional space provided for these functions in building E would benefit staff and patrons by reducing the crowded conditions and increasing the efficiency of the operations. Visitors to the museum and Hyde Street Pier would find more information about the library and historic documents, and through improved pedestrian and way-finding, they would have easy access to the facility.

Swimming and Rowing Clubs. The physical presence of the swimming and rowing clubs adjacent to the entrance to Hyde Street Pier would continue to obstruct views of the Bay and the historic ships. Modifying the clubs to make them more compatible with the late 19th century design theme of the park facilities would help visitors see the clubs as contributing elements of San Francisco's maritime heritage. Cooperative agreements between the park and the clubs would further benefit visitors by providing interpretive programs highlighting some of the clubs' activities and equipment.

Sea Scout Base. With the addition of sail training activities at to the Sea Scout base, more visitors could be attracted to the west side of Aquatic Park. The activities here would create contemporary ties with historic maritime endeavors. These activities also would help disperse visitation to a little used area of the park.

Victorian Park. Visitors would continue to benefit from the open public space provided by Victorian Park. Improved signs, paving treatments, and other design elements would help establish improved visual links between the cable car turnaround, the maritime museum (Haslett Warehouse) building, and the intersection of Hyde and Jefferson Streets. This would result in increased visitation to the museum and the historic ships and better identify the park as a significant attraction and as a unit of the National Park Service.

Aquatic Park. Aquatic Park would continue to offer visitors a variety of recreational opportunities and spectacular views of the Bay and the historic ships.

Conclusion

Visitors would be able to clearly identify and establish visual connections among the various units of the park, thus improving visitation to all of them. The interpretive facilities would be large enough to give adequate introductions to all of the major themes, offer in-depth interpretation of most themes, and offer programs and exhibits to encourage visitation.

Cumulative Impacts

The facilities and programs would contribute to local and regional interpretive/ educational efforts.

IMPACTS ON TRAFFIC AND PARKING

Summary of Regulations and Policies

Chapter 9 of the NPS *Management Policies* states that "The National Park Service will seek reasonable access to parks and ensure that the means of circulation within them are adequate to permit public enjoyment of park resources" (NPS 1988).

Methodology

Changes in traffic patterns and parking based on proposed building and land use were used to analyze impacts on traffic safety and congestion. It was assumed that any increase in daily commuter traffic to the park would result primarily by increases in park staff and commercial leasing of a portion of the Haslett Warehouse. The commercial workforce using the Haslett Warehouse would vary depending on the actual development and use of available commercial lease space. However, assuming the highest number of employees would occur if all commercial lease space were used for offices, an average employment density of 275 square feet per employee was used to calculate that approximately 545 people could be employed at the warehouse (Jones & Jones 1993).

Analysis

The proposed action calls for minimum changes to existing parking and traffic patterns. Parking capacities for public parking in areas near the park would not appreciably change, although parking would be reduced by 15 spaces during peak visitation hours with the removal of parking along Jefferson Street adjacent to Victorian Park.

Additional daily commuters to the park (Haslett Warehouse workers and new Park Service staff) could be generated under the proposed action.

Assuming total office use of this commercial lease space, there could be as many as 545 non-NPS

employees. These commuters could add to congested traffic and parking conditions, particularly during peak visitation times in the Fisherman's Wharf area. It is likely, however, that at least a portion of these employees would use the available public transportation options to this area.

The park would also continue to encourage commuters and visitors to use public transit. During the formulation of more detailed use and design schemes for the Haslett Warehouse, a determination on the amount of onsite parking within the warehouse would be completed and submitted, as part of the building permit process, to the City of San Francisco's Planning Department for review and approval. The park would also pursue use of nearby private parking spaces that would reduce the demand for onstreet public parking spaces used primarily by visitors and residents. To further relieve parking demands, the park would also advocate that the city limit parking to a 4-hour time duration for spaces on lower Van Ness Avenue during peak visitation hours to increase the availability of these spaces for visitors.

Access and circulation improvements would be made, including simplifying the road network by defining visitor routes, adding signs, reducing traffic, and closing portions of Hyde and Jefferson Streets to through-traffic. The curtailment of traffic on Jefferson and Hyde Streets adjacent to Victorian Park during peak season and use hours would eliminate the current pedestrian/vehicle conflicts that occur around this very busy intersection. These road closures would not affect vehicle access and parking for Fish Alley businesses, swimming and rowing club members, and the public before and following the peak visitation time frames. Traffic circulating through the wharf during the day would need to turn south on Leavenworth Street rather than Hyde Street, resulting in increased traffic on Leavenworth Street. The existing MUNI transit route and Hyde Street/ cable car stop would be maintained.

Conclusion

There would be an increase in traffic and parking demand, which is expected to be minor, relative to existing levels, but would contribute to already congested conditions. Local traffic patterns on segments of Hyde, Jefferson, and Leavenworth Streets would be affected during peak use hours, resulting in

increased traffic on Leavenworth Street and reduced traffic/pedestrian conflicts near the Hyde and Jefferson Streets intersection. Parking spaces would continue to be relatively difficult to find. Continued use and planned expansion of alternative public transportation systems for access would potentially reduce those demands generated by visitors and employees.

Cumulative Impacts

Traffic increases and parking demand generated by the proposal, although small relative to existing levels, would have a negative cumulative effect on traffic growth and parking demand and related congestion in the Fisherman's Wharf area.

Further potential increases in traffic and parking demand would be generated by the Hyde Street Pier and Seafood Center Project proposed by the Port Commission, although additional parking and possible mitigation measures to alleviate traffic congestion are expected to be developed as part of that project.

IMPACTS ON LAND USE/ COASTAL ZONE MANAGEMENT

Summary of Regulations and Policies

The Coastal Zone Management Act of 1972, as amended, requires that federal agencies conducting activities or undertaking development directly affecting the coastal zone would ensure that the activities or development be consistent with approved state coastal management programs to the extent practicable. The Coastal Management Program for San Francisco Bay is the approved program for the Bay segment of the California coastal zone. The San Francisco Bay Conservation and Development Commission reviews federal projects for consistency with this program based on relevant laws, plans, and policies.

Methodology

To determine whether the alternative is consistent with the Coastal Management Program for San Francisco Bay at a conceptual level, the alternative was evaluated based on the general policy guidelines of the commission contained in *Applying for Project Approval from BCDC* (San Francisco Bay Conservation

Development Commission 1994). The two primary considerations for determining consistency are public access to and along the Bay shoreline and placement of fill.

Analysis

The proposed action would maintain and enhance the visitor experience and public access to the shoreline within the park and Hyde Street Pier. Recreational space and pedestrian access along the beach, waterfront promenade, bleachers, and open lawns would be maintained and enhanced through landscaping, benches, signs, banners, and other design features that would complement the 19th century design theme. Recreational activities in the lagoon, such as swimming, rowing, and temporary mooring of sailboats, would continue. Creation of a pedestrian plaza and improvements to Hyde Street Pier would enhance public access by providing an inviting entry to the pier, opening views toward the ships, and providing space for visitor circulation and interpretive activities.

Pier replacement activities associated with the rehabilitation of the Sea Scout base could entail some placement of fill or excavation activities. Only a small amount of beach area would be affected and any fill/excavation activities would be the minimum necessary to carry out the project. The Sea Scout base would be used to further public education and training in maritime skills.

During the project design stage, when more detailed information is developed, individual construction projects would be evaluated for consistency with the coastal zone management plan for the Bay.

Conclusion

The proposed action would be consistent with the Coastal Management Program for San Francisco Bay.

Cumulative Impacts

There would be no cumulative impacts.

IMPACTS ON THE REGIONAL ECONOMY

Summary of Regulations and Policies

There are no regulations or policies that specifically relate to the impacts that the Park Service might have on regional economies. However, this issue is addressed in the analysis of impacts based on the requirements of the National Environmental Policy Act.

Methodology

Economic effects of the alternative were evaluated based on changes in employment related to Park Service operations, potential commercial uses, and construction activities. It was assumed that additional employment opportunities would generate more overall payroll in the Bay Area. Employment levels and payroll associated with commercial leasing at the Haslett Warehouse would vary depending on the type and extent of commercial uses and would depend on the specific terms of the partnership agreement. Park operation and construction cost estimates are included. Construction employment and payroll assumed 20.4 jobs per \$1 million in expenditures and that construction earnings were \$0.56 per dollar of expenditures (Jones & Jones 1993).

Analysis

Park operation and construction costs would provide positive impacts to the economy. Under this alternative the park staff would increase to approximately 111 full-time equivalent positions. The annual park operating budget is expected to be approximately \$6.9 million. The capital site development costs are estimated to be \$28.3 million, not including \$18.6 million for rehabilitation of the Haslett Warehouse. Construction is estimated to bring 900 jobs to the region with a construction payroll of about \$26.2 million. Major ship restoration, repair, and maintenance work on the historic fleet of ships, estimated at approximately \$15.2 million, would continue to support maritime/shipyard industry related jobs in the Bay Area.

Commercial leasing of up to approximately 150,000 square feet of space at the Haslett Warehouse would also bring additional private sector jobs to the area (although not all jobs would likely be new, with some

being relocation of existing jobs). Employment would probably decrease over time as additional space at the Haslett Warehouse is acquired by the Park Service to relocate the museum and other associated functions and commercial use space decreases. It is likely that most employment opportunities generated by potential commercial uses at the Haslett Warehouse would be in the categories of office use (e.g. professional, administrative, and support staff), hotel use that includes managerial and housekeeping staff, and/or other theater/ entertainment service uses such as administrative, support, and technical staff. Use of the Aquatic Park Bathhouse as a conference/events center, the West Roundhouse for a concession operation, the Sea Scout building for training/ educational programs would also generate some additional employment opportunities.

The proposed improvements to park visitor facilities and programs would draw visitors from the already available tourist market in the Fisherman's Wharf area. However, use of the Aquatic Park Bathhouse as a conference/events center, establishment of a sail training school at the Sea Scout base, and rehabilitation of a portion of the Haslett Warehouse for commercial use would draw additional conference and events participants, office workers, and students which could result in additional patronage and income for nearby businesses.

Conclusion

There would be a relatively small, but positive impact on the regional economy from the minor increase in employment, associated earnings, and construction expenditures. Employment and earning from the proposed action would be a very small percentage of the existing jobs and earnings in San Francisco and the Bay Area.

Cumulative Impacts

There would be a minor positive cumulative impact on the regional economy.

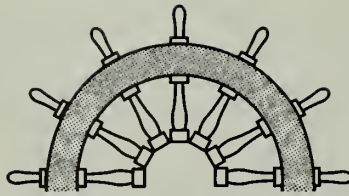
UNAVOIDABLE ADVERSE IMPACTS AND THE RELATIONSHIP BETWEEN SHORT-TERM USE OF THE ENVIRONMENT AND MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

Eventual dismantling of the vessel *Wapama* would be an adverse effect on a national historic landmark. The vessel would be recorded to Historic American Buildings Survey/Historic American Engineering Record standards before it was dismantled and parts of the vessel would be used for interpretive use and research value.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENTS OF RESOURCES

Disturbance from construction would occur in currently developed areas. Less than 1 acre along the shoreline in Aquatic Park lagoon would be disturbed, and that would occur on an already developed building site. The small, incremental addition to the growth in traffic and parking demand in the Fisherman's Wharf area would be an adverse effect of the proposed action.

The use of park land and financial resources to implement the proposed action would, in the practical sense, be an irreversible and irretrievable commitment of resources.



IMPACTS OF ALTERNATIVE B

IMPACTS ON HISTORIC PROPERTIES

Analysis

Ships. In addition to the impacts described under "Impacts Common to All Alternatives," this alternative like the proposed action alternative, calls for a management approach to shipwork requiring shipyard services or dry docks that would help ensure that repair facilities are available for all of the park's ships in the Bay Area. In an emergency situation such as a ship rapidly taking on water, nearby facilities for hauling out the vessel could be critical to the vessel's survival. In addition, facilities for long-term restoration projects, such as the *C.A. Thayer*, would be difficult to obtain at a commercial shipyard; a facility obtained through a cooperative agreement could help make the project feasible. A program of training in maritime skills directed at staff, volunteers, and the public would help ensure that the skills needed to maintain the historic vessels would be perpetuated.

Wapama would be dismantled immediately after all Historic American Buildings Survey/Historic American Engineering Record recording is completed. National Park Service *Management Policies* permit the planning process to make this decision: "Achievement of other park purposes may sometimes conflict with and outweigh the value of cultural resource preservation. The planning process will be the vehicle for weighing conflicting objectives and deciding that a cultural resource should not be preserved. Following such a decision, significant resource data and materials will be retrieved. The resource will then be permitted to deteriorate naturally, unless its destruction or direct removal is necessary for public safety or to eliminate an unacceptable intrusion."

Dismantling of the vessel would have an adverse effect on a national historic landmark. Before taking this action, the National Park Service would consult with the Advisory Council on Historic Preservation and the California State Historic Preservation Officer

according to section 110(f) of the NHPA and 36 CFR 800, "Special agency requirements for National Historic Landmarks," on ways to minimize this loss. A memorandum of agreement would be developed among these groups specifying appropriate mitigating measures. Besides recording the vessel to Historic American Buildings Survey/ Historic American Engineering Record standards, measures would include salvaging parts of the vessel for interpretive and research purposes. Because the vessel is a national historic landmark, the memorandum of agreement would be reported by the Advisory Council on Historic Preservation to the president, the Congress, the secretary of the interior, and the director of the National Park Service.

The *Eppleton Hall* would only be stabilized until she could be deaccessioned to another maritime museum. Although she is not entitled to protection under the National Historic Preservation Act, protective conditions would accompany her transfer to a new owner to ensure her future preservation.

All federal agencies are responsible for carrying out provisions of the National Historic Preservation Act, therefore transferring the *SS Jeremiah O'Brien* from the Department of Transportation to the National Park Service would have no effect.

Lewis Ark Houseboat. The Ark would be maintained in her current condition on the pier until she was deaccessioned, resulting in no effect to her historic integrity. Deaccessioning to a Bay Area houseboat association would have an effect, but the effect would not be adverse because adequate restrictions or conditions would be included in the transfer to ensure her future preservation. These conditions would include preservation or restoration according to *The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Structures* (*The Secretary of the Interior's Standards*) use as a floating exhibit. This action would have a positive effect on this vessel; although some historic fabric would be

replaced, the overall structure would be preserved in a condition easier to maintain. Returning the Ark to the water would also be beneficial by reestablishing her historic setting and association with the Bay.

Aquatic Park Historic District. Some impacts on the historic district would be the same as described under “Cultural Resources Impacts Common to All Alternatives.” Relocation of the swimming and rowing clubs to the foot of Van Ness Avenue would have a visual effect on the historic district; however, the anticipated effect would not be adverse because the clubs were previously located in this area. The National Park Service would consult with the state historic preservation officer and the Advisory Council on Historic Preservation on potential effects to the district and ways to minimize them.

Under this alternative, the Aquatic Park Bathhouse would be affected by measures to stabilize and restore it; however, these effects would not be adverse because all work would follow *The Secretary of the Interior’s Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*. These measures would improve the weather-resistance of the building needed to prevent further deterioration.

Environmental controls added to the bathhouse for the benefit of the collections would also have an effect on the building itself; however, the effect would not be adverse because the work would follow *The Secretary of the Interior’s Standards*. The minimal controls installed under this alternative would also help preserve the murals and other art that are an integral part of the bathhouse.

Eventual removal of the museum function from the bathhouse would have a positive effect on the building by “uncovering” some of the artwork hidden by displays and other museum equipment. The new use as a conference/events center would benefit the building by respecting its art and architecture. Continued use by the San Francisco Senior Center would have no effect on the building. Modifications to the building to meet current accessibility standards would have an effect but the effect would not be adverse since the work would follow *The Secretary of the Interior’s Standards*.

The proposal to adaptively use the West Roundhouse snack stand could have an effect depending on what rehabilitation measures would be required for the new

use. The anticipated effect would not be adverse since any work would follow *The Secretary of the Interior’s Standards*. An appropriate use for the building would have a positive effect by helping restore Aquatic Park’s recreational ambience.

The Sea Scout base is in poor condition and does not meet life/safety codes. An assessment of its conditions would be made to determine the feasibility of rehabilitating the existing building. The National Park Service would consult with the California State Historic Preservation Officer and the Advisory Council on Historic Preservation on potential effects to the structure. If adverse effects are unavoidable, a memorandum of agreement would be developed among the Park Service, the preservation officer, and the advisory council specifying appropriate mitigating measures. If the structure is too deteriorated to rehabilitate, it would be documented and removed. A new facility would be designed to complement the existing development in the Aquatic Park Historic District.

Defining the area of the cable car turnaround and area immediately north to Jefferson Street as part of the Development Zone would not have an effect on the Aquatic Park Historic District. The cable car area was identified as a noncontributing element. Proposed relocation of the maritime bookstore and development of the grand stairway and pedestrian plaza would occur within a previously disturbed area and existing land contours would shield the bookstore from the primary contributing elements of the historic district.

Tubbs Building. Use of the Tubbs building as office space on the Hyde Street Pier for the Environmental Living Program would have no effect on the building. No effect is anticipated from relocation of the building; however, there is usually some risk when moving any building.

Haslett Warehouse. Rehabilitation of the Haslett Warehouse for commercial leasing, the park’s headquarters, administrative offices, and eventually the maritime museum would require major alterations of the building. Many changes would be required to make the building comply with current life/safety codes, including seismic strengthening. Copies of *Haslett Warehouse: Evaluation of Adaptive Use Alternatives* (1994) were submitted to the state historic preservation officer and the Advisory Council on Historic Preservation for their information. As specific designs are developed, the National Park Service

would continue to consult with the preservation officer and the advisory council to assess potential effects and ways to minimize them. If adverse effects are unavoidable, a memorandum of agreement would be developed among the National Park Service, preservation officer, and advisory council specifying appropriate mitigating measures.

Conclusion

Historic properties, with the exception of *Wapama*, would generally benefit from a consistent maintenance and preservation approach aimed at perpetuating their historic integrity. *Wapama* would suffer an adverse effect when she is dismantled. The *Eppleton Hall* would be stabilized but not fully restored pending her eventual deaccessioning to another museum. There would be no effect on the Lewis Ark while she remained on the Hyde Street Pier. When she was deaccessioned, adequate restrictions accompanying the transfer would ensure her future preservation. The SS *Jeremiah O'Brien* would be transferred to the Park Service for continued preservation. The Aquatic Park Bathhouse would be repaired, and the Haslett Warehouse would be rehabilitated for adaptive use.

Cumulative Impacts

Ongoing regular maintenance and preservation work would slow down the loss of historic fabric, replace deteriorated elements when appropriate, and maintain the *Alma*, *Balclutha*, *C.A. Thayer*, *Eureka*, and *Hercules* for the future. *Wapama* is the last surviving steam schooner; her eventual loss would significantly diminish our understanding of Pacific Coast maritime history. Repairs to the bathhouse would help ensure its future use. Rehabilitation of the Haslett Warehouse would help ensure the future preservation of one of San Francisco's last remaining early 20th century brick warehouse buildings.

IMPACTS ON THE J. PORTER SHAW LIBRARY

Analysis

The library would benefit in several ways from having substantially more space in building E made available from the relocation of the park headquarters and other

administrative functions and relocation of the artifact collection. All the rare books would be housed in a secure, environmentally controlled area to help preserve them. Collection development — essential to any library's viability — could continue as appropriate. Dedicated space would be available to ensure that incoming materials are pest-free. Increased staffing in new space would assure that existing resources are fully used; library materials have value as cultural resources only in usage. Space for the Library Associates would consolidate the accessioning function for the library.

Conclusion

The library would receive the space, equipment, and staffing it needs to protect, preserve, and make full use of its holdings.

Cumulative Effects

Library materials would be preserved under the proper conditions for public and park use.

IMPACTS ON MUSEUM COLLECTIONS

Analysis

Artifacts. Under alternative B, in addition to the benefits listed under "Impacts Common to All Alternatives," the artifact collection currently housed in building E would benefit by being consolidated in a building at the Presidio or other offsite location. Relocation of the collections management function to such a facility would provide park staff with the space they need to properly execute their responsibilities. The space these functions currently occupy in building E would then be available for expansion of the library and historic documents. Additional collection storage space provided at the Presidio in an environmentally controlled building would help prevent overcrowding of the storage facility in building E. Additional space would also allow the park to continue collecting maritime artifacts.

Artifacts on exhibit at the Aquatic Park Bathhouse would benefit in the short term from slightly improved environmental controls and in the long term from

relocation to the Haslett Warehouse in space especially developed for museum use.

Some large artifacts currently located on the Hyde Street Pier (such as the *George Shima* and *Sea Fox* wheelhouses and *Petaluma* paddle wheel), if placed into storage, might benefit from improved storage conditions depending on where they are located. There would be a small amount of risk while moving them.

Historic Documents. Additional space in building E would allow expansion of historic documents so that materials could be properly cataloged, preserved, and stored for accessibility. Overflow space at an offsite storage facility would be available if needed to prevent future overcrowding of the building E facility. Relocating the photo lab from the Aquatic Park Bathhouse to building E would consolidate the historic documents department and reduce the possibility of damage to materials being photographed because they would not have to be moved from one building to another.

Installation of better environmental controls in building E and improved security would create a safe environment for the long-term preservation of fragile, easily abused, or stolen materials. Improved pest management, especially for silverfish (which eat paper), would lessen the risk of loss or damage to documents.

Small Watercraft. Impacts to small watercraft would be the same as described under “Cultural Resources Impacts Common to All Alternatives.”

Conclusion

The park’s museum collections would receive the space, equipment, and staffing needed to protect, preserve, and use them appropriately.

Cumulative Impacts

The park’s museum collections would be preserved under the proper conditions for public and park use.

IMPACTS ON AQUATIC LAGOON/SHORELINE ENVIRONMENT

Analysis

Rehabilitation of the Sea Scout base and relocation of the swimming and rowing clubs to the west side of Aquatic Park lagoon would entail pier replacement and construction that would likely involve dredging, fill placement, and/or pile driving that would alter the intertidal habitat, and temporarily increase turbidity and suspended solid levels. To minimize impacts to water quality, mitigation measures such as booms, curtains, or absorbent pads would be installed around the construction area to contain floatable materials. Any storm runoff during construction would be captured and filtered before entering the Bay. A relatively small area (probably less than 1 acre) of the intertidal zone would be affected, a portion of which would be altered from sand and rock beach to pier habitat.

Construction activities below the high waterline would comply with the requirements of sections 404 and 401 of the Clean Water Act, and a permit from the U.S. Army Corps of Engineers and 401 certificate (if necessary) from the Regional Water Quality Control Board would be obtained prior to construction. Specific mitigation measures would be developed with these agencies during the project design stage.

Golden Gate National Recreation Area would continue to maintain the beach and obtain any necessary permits.

Potential sources of water pollution from the use and operation of park facilities would be avoided or mitigated. All restroom facilities would be connected to the city sewage disposal system. The pier would not be open to public vehicle access or parking. Potentially hazardous materials used for the topside maintenance of the ships, pier, or Sea Scout base, such as paints and petroleum products, would be managed and stored to minimize the risk of water contamination. No below-water heavy ship maintenance activities would take place at Aquatic Park.

Conclusion

Impacts to the shoreline and water quality would be minor based on the limited extent of disturbance and short-term duration of construction activities.

Cumulative Impacts

Most of the shoreline along the northern bayfront is developed and consists of beach or pier habitat. Maintaining and rehabilitating existing shoreline facilities within the park would not affect remaining stretches of undeveloped shoreline/intertidal areas.

IMPACTS ON VISITOR EXPERIENCE/INTERPRETATION

Analysis

Views and Visual Connections. The effects of alternative B would be the same as for the proposed action. Under this alternative visitors would benefit from more open views of the Hyde Street Pier, the historic ships, and the establishment of visual connections between the pier and the museum in the Haslett Warehouse. More visitors would be encouraged to visit the sites and subsequently gain a better understanding and appreciation of San Francisco's maritime heritage.

The visual links would improve the identity of the park as a maritime museum and as a unit of the National Park Service. This would enable the park to better compete with the many commercial entities in the area which vie for the visitor's time and attention.

Maritime Museum. The effects of alternative B would be the same as for the proposed action. The maritime museum in the Haslett Warehouse building would provide greatly increased space for exhibits and other interpretive media. The space would allow for the introduction of each major theme and space to cover each of the themes in more detail. As a result, visitors would have opportunities to use the museum to receive an introduction to all of the themes, and they could explore particular themes in greater depth. The size of the building would allow for future expansion of the museum.

The museum's location and increased space would result in increased visitation and greater understanding and appreciation of San Francisco's maritime heritage.

Hyde Street Pier. Improved signs, relocation of the swimming and rowing clubs, and removal of some of the unattractive structures (i.e., the maritime bookstore) would make the entrance to the pier more inviting, the pier itself less cluttered, and the views of the ships unobstructed. Interpretive programs and demonstrations conducted within view of the entrance also would attract visitor attention, which would result in increased visitation to the pier and to the historic vessels.

The thematic design of the pier would incorporate outdoor exhibits that would allow visitors to make interpretive connections between the ships and associated historical activities on the pier. To the extent possible all features of the pier, including gangways to board the ships, would be designed to complement the historic character of the ships.

The Ships. At Hyde Street Pier visitors would benefit by being able to view and board all of the historic ships, and, through interpretive programs and media, develop an understanding and appreciation of each vessel's historic significance. Interpretation of some of the ship maintenance activities at the pier or other offsite facility would give visitors better insight into the skills, effort, and expense required to maintain and preserve these historic craft.

Portions of *Wapama* would be exhibited in the museum and appropriate interpretation would allow visitors to gain an understanding of this important ship.

Small Craft Shop and Sea Scout Base. The relocation of the small craft shop to the west side of Aquatic Park would attract visitor attention to a little used area of the park. The relocation from Hyde Street Pier would open greater views of the historic ships but at the same time remove an interpretive activity from the pier.

While participants in the educational courses at the center would gain the most from the experience, visitors observing the work also would get some feeling for the skills and techniques required to build small watercraft.

With the addition of sail training activities and the small craft shop to the Sea Scout base on the west side of Aquatic Park, more visitors would be attracted to this little used area of the park. The activities here would create contemporary ties with historic maritime endeavors. These activities also would help disperse visitation from the more heavily visited facilities of the park.

Maritime Bookstore. Visitors would continue to benefit from the wide selection of publications and the highly visible location of the maritime bookstore. The proposed location in the Maskell Marine building would continue to provide for its visibility and accessibility by the public. Relocation of the former building would open up the entrance to Hyde Street Pier and provide better views of the historic ships.

Library and Historic Documents. The effect of alternative B would be the same as for the proposed action. Both operations would continue to offer valuable services to researchers and park staff, and visitors would continue to benefit from the many special events and programs sponsored by the Library Associates.

The additional space provided for these functions in building E would benefit staff and patrons by reducing the crowded conditions and increasing the efficiency of the operations. Visitors to the museum and Hyde Street Pier would find more information about the library and historic documents, and through improved way-finding, they would have direct access to the facility.

Swimming and Rowing Clubs. The relocation of the swimming and rowing clubs to the west side of Aquatic Park would result in unobstructed views of the Bay and the historic ships.

Victorian Park. The effect of alternative B on Victorian Park would be the same as for the proposed action. Visitors would continue to benefit from the open public space provided by Victorian Park. Improved signs, paving treatments, and other design elements would help establish improved visual links between the cable car turnaround, the maritime museum (Haslett Warehouse) building, and the intersection of Hyde and Jefferson Streets. The former bookstore building would be relocated there as a visitor contact center. This would result in increased visitation to the museum and the historic ships and

better identify the park as a significant Bay attraction and as a unit of the National Park Service.

Aquatic Park. The effect of alternative B would be the same as for the proposed action. Aquatic Park would continue to offer visitors a variety of recreational opportunities as well as spectacular views of the Bay and the historic ships.

Conclusion

Visitors would be able to clearly identify and establish visual connections among the various units of park, thus improving visitation to all of them. The interpretive facilities would be large enough to give adequate introduction to and in-depth interpretation of all themes and offer programs and exhibits to encourage repeat visitation.

Cumulative Impacts

The facilities and programs provided would contribute to local and regional interpretive/ educational efforts.

IMPACTS ON TRAFFIC AND PARKING

Analysis

This alternative calls for minimum changes to existing parking. Parking capacities for public parking in areas near the park would not appreciably change, although parking would be reduced by 15 spaces with the removal of parking along Jefferson Street adjacent to Victorian Park.

As under the proposed action, additional daily commuters to the park, both Haslett Warehouse workers (545 employees) and new Park Service staff (42 employees), could be generated under alternative B. These commuters could add to congested traffic and parking conditions, particularly during peak visitation times in the Fisherman's Wharf area. It is likely however, that at least a portion of these employees would use the available public transportation options to this area.

The park would continue to encourage the use of mass transit by these commuters as well as visitors. During the formulation of more detailed use and design

schemes for the Haslett Warehouse, a determination on the amount of onsite parking within the warehouse would be completed and submitted as part of the building permit process to the City of San Francisco Planning Department for review and approval. The park would also pursue use of existing nearby private parking spaces that would reduce the demand for the onstreet public parking spaces used primarily by visitors and residents. To further relieve parking demands, the park would also advocate that the city limit parking to a 4-hour time duration for spaces on lower Van Ness Avenue during peak visitation hours to increase the availability of these spaces for visitors.

Access and circulation improvements would be made including simplifying the road network by defining visitor routes, adding signs, reducing traffic, and permanently closing portions of Hyde and Jefferson Streets to traffic. The prohibition of traffic on Jefferson and Hyde Streets adjacent to Victorian Park would eliminate the current pedestrian/vehicle conflicts that occur around this busy intersection. These road closures would not affect vehicle access for Fish Alley businesses. The swimming and rowing clubs would be relocated, and members would need to find parking along Van Ness Avenue. Traffic circulating through the wharf would turn south on Leavenworth Street rather than Hyde Street, resulting in increased traffic on Leavenworth Street. The existing MUNI transit route and Hyde Street/cable car stop would be maintained.

Conclusion

There would be an increase in traffic and parking demand, which is expected to be minor relative to existing levels. However, this increase would contribute to already congested conditions. Local traffic patterns on segments of Hyde, Jefferson, and Leavenworth Streets would be affected, resulting in increased traffic on Leavenworth Street and reduced traffic/pedestrian conflicts near the Hyde and Jefferson Streets intersection. Parking spaces would continue to be relatively difficult to find. Continued use and planned expansion of alternative public transportation systems for access would potentially reduce those demands generated by visitors and employees.

Cumulative Impacts

Traffic increases and parking demand generated by the alternative, although small relative to existing levels, would have a negative cumulative effect on traffic growth and parking demand and related congestion in the Fisherman's Wharf area. Further potential increases in traffic and parking demand would be generated by the Hyde Street Pier and Seafood Center Project proposed by the Port Commission, although additional parking and possible mitigation measures to alleviate traffic congestion are expected to be developed as part of that project.

IMPACTS ON LAND USE/ COASTAL ZONE MANAGEMENT

Analysis

Alternative B would be similar to the proposed action in maintaining and enhancing the visitor experience and public access to the shoreline within the park and Hyde Street Pier. Recreational space and pedestrian access along the beach, waterfront promenade, bleachers, and open lawns would be maintained and enhanced through landscaping, benches, signs, banners, and other design features that would complement the 19th century design theme. Recreational activities in the lagoon such as swimming, rowing, and temporary mooring of sailboats would continue. Creation of a pedestrian plaza and improvements to Hyde Street Pier would enhance public access by creating an inviting entry to the pier, opening views toward the ships, and providing space for visitor circulation and interpretive activities.

Pier replacement activities associated with the rehabilitation of the Sea Scout base would affect only a small amount of beach area, and any fill/excavation activities would be the minimum necessary to carry out the project. The Sea Scout base would be used to further public education and training in maritime skills.

During the project design stage, when more detailed information is developed, individual construction projects would be evaluated for consistency with the coastal zone management plan for the Bay.

Conclusion

Alternative B would be consistent with the Coastal Management Program for San Francisco Bay.

Cumulative Impacts

There would be no cumulative impacts.

IMPACTS ON THE REGIONAL ECONOMY

Analysis

Park operation and construction costs would provide positive impacts to the economy. Under this alternative the park staffing level would increase to approximately 118 full-time equivalent positions. The annual park operating budget is expected to be approximately \$7.1 million. The capital site development costs would be about \$33.1 million, not including \$18.6 million for rehabilitation of the Haslett Warehouse. Construction is estimated to bring 1,300 jobs to the region with a construction payroll of about \$37.4 million. As under the proposed action, major work on the fleet of historic ships would continue to support maritime/shipyard industry-related jobs in the Bay Area.

Employment opportunities generated from commercial leasing of up to approximately 150,000 square feet of space at the Haslett Warehouse would be similar to the proposed action and would probably decrease over time with the reduction in employment-generating commercial space at the Haslett Warehouse. Some additional employment opportunities would also be generated based on new uses for the Aquatic Park Bathhouse, West Roundhouse, and Sea Scout base.

The proposed improvements to park visitor facilities and programs would primarily draw visitors from the already available tourist market in the Fisherman's Wharf area. However, additional conference/events participants, office workers, and students could result in additional patronage and income for nearby businesses.

Conclusion

There would be a relatively small, but positive impact on the regional economy from the minor increase in employment, associated earnings, and construction expenditures. Employment and earning from the proposal would be a small percentage of the existing jobs and earnings in San Francisco and the Bay Area.

Cumulative Impacts

There would be a minor positive cumulative impact on the regional economy.

UNAVOIDABLE ADVERSE IMPACTS AND THE RELATIONSHIP BETWEEN SHORT-TERM USE OF THE ENVIRONMENT AND MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

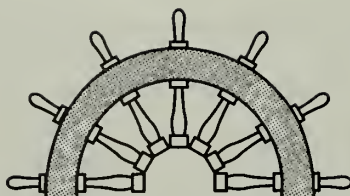
Dismantling the vessel *Wapama* would be an adverse effect on a national historic landmark. The vessel would be recorded to Historic American Buildings Survey/ Historic American Engineering Record standards before it is dismantled, and parts of the vessel would be used for interpretive use and research value.

Disturbance from construction would occur in currently developed areas. Less than 1 acre along the shoreline in Aquatic Park lagoon would be disturbed on an already developed building site. The small, incremental addition to the growth in traffic and parking demand in the Fisherman's Wharf area would be an adverse effect of alternative B.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENTS OF RESOURCES

Deaccessioning the *Eppleton Hall* to another maritime museum and the Lewis Ark to a Bay Area houseboat association would be an irreversible and irretrievable commitment to remove these vessels from park ownership.

The use of park land and financial resources to implement alternative B would, in the practical sense, be an irreversible and irretrievable commitment of resources. Commitment of financial resources would be greatest under this alternative.



IMPACTS OF ALTERNATIVE C (NO ACTION/MINIMUM REQUIREMENTS)

IMPACTS ON HISTORIC PROPERTIES

Analysis

Ships. In addition to the impacts common to all alternatives described above, the proposed action calls for a management approach to shipwork that would require shipyard services or dry docks that would help ensure that repair facilities are available for all of the ships in the Bay Area. In an emergency situation, such as a ship rapidly taking on water, nearby facilities for hauling out the vessel could be critical to the vessel's survival. In addition, facilities for long-term preservation projects, such as the *C.A. Thayer*, would be difficult to obtain at a commercial shipyard; a facility obtained through a cooperative agreement could help make the project feasible. A program of training in maritime skills directed at staff, volunteers, and the public would help ensure that the skills needed to maintain the historic vessels would be perpetuated.

Wapama would remain on barge 214 in Sausalito, with limited opportunities for public boarding and interpretation. Minimal measures to slow down her deterioration would be implemented, but the vessel's underlying structural decay would not be addressed. She would be dismantled when she cannot be readily maintained in a safe condition.

Chapter 5 of the National Park Service *Management Policies* permits the planning process to make this decision: "Achievement of other park purposes may sometimes conflict with and outweigh the value of cultural resource preservation. The planning process will be the vehicle for weighing conflicting objectives and deciding that a cultural resource should not be preserved. Following such a decision, significant resource data and materials will be retrieved. The resource will then be permitted to deteriorate naturally, unless its destruction or direct removal is

necessary for public safety or to eliminate an unacceptable intrusion."

Eventual dismantling of the vessel would be an adverse effect on a national historic landmark. However, the National Park Service would consult with the Advisory Council on Historic Preservation and the state historic preservation office according to section 110(f) of the National Historic Preservation Act and 36 CFR 800, "Special agency requirements for National Historic Landmarks," on ways to minimize this loss. A memorandum of agreement would be developed among these groups specifying appropriate mitigating measures. Besides recording the vessel to Historic American Buildings Survey/ Historic American Engineering Record standards, measures would include salvaging parts of the vessel for interpretive and research purposes. Because the vessel is a national historic landmark, the memorandum of agreement would be reported by the advisory council to the president, the Congress, the secretary of the interior, and the director of the National Park Service.

The *Eppleton Hall* would benefit from the same preservation strategy as the other ships at the Hyde Street Pier: *Alma*, *Balclutha*, *C.A. Thayer*, *Eppleton Hall*, *Eureka*, and *Hercules*.

There would be no effect on the *SS Jeremiah O'Brien* because she would remain under federal ownership (Maritime Administration, U.S. Department of Transportation).

Lewis Ark Houseboat. Preserving and maintaining the Lewis Ark houseboat (the Ark) according to the *Standards for Historic Vessel Preservation Projects with Guidelines for Applying the Standards* would have a positive effect on this vessel.

Aquatic Park Historic District. Impacts on the historic district would be the same as described under

“Impacts Common to All Alternatives.” Under this alternative, the Aquatic Park Bathhouse would be affected by measures to stabilize and restore it for continued use as the museum facility; however, these effects would not be adverse since all work would follow *The Secretary of the Interior’s Standards*. These measures would improve the weather-resistance of the building needed to prevent further deterioration.

Environmental controls added to the bathhouse for the benefit of the collections would also have a direct effect on the building itself; however, the effect would not be adverse because the work would follow *The Secretary of the Interior’s Standards*. Controls installed under this alternative would also help preserve the murals and other art that are an integral part of the bathhouse. Care would be used to ensure that the environmental conditions needed for the collections do not conflict with the long-term health of the building and cause an indirect harmful effect to its structure.

Continued use by the San Francisco Senior Center would have no effect on the building. Modifications to the building to meet current accessibility standards would not have an adverse effect because the work would follow *The Secretary of the Interior’s Standards*.

There would be no effect on the West Roundhouse snack stand because it would remain closed.

The Sea Scout base is in poor condition and does not meet life/safety codes. An assessment of its conditions would be made to determine the feasibility of rehabilitating the existing building. The National Park Service would consult with the California State Historic Preservation Officer and the Advisory Council on Historic Preservation on potential effects to the structure. If adverse effects are unavoidable, a memorandum of agreement would be developed among the Park Service, the preservation officer, and the advisory council specifying appropriate mitigating measures. If the structure is too deteriorated to rehabilitate, it would be documented and removed. A new facility would be designed to complement the existing development in the Aquatic Park Historic District.

Defining the area of the cable car turnaround and area immediately north to Jefferson Street as part of the Development Zone would not have an effect on the Aquatic Park Historic District. The cable car area was identified as a noncontributing element. Proposed artifact display and public seating area would occur

within a previously disturbed area and existing land contours would shield the bookstore from the primary contributing elements of the historic district.

Tubbs Building. Use of the Tubbs building as office space for the Environmental Living Program on the Hyde Street Pier would have no effect on the building.

Haslett Warehouse. The park would discontinue its use of the Haslett Warehouse. There would be no immediate, direct effect on the warehouse because it would remain under the jurisdiction of the Golden Gate National Recreation Area.

Conclusion

Historic properties, with the exception of *Wapama*, would generally benefit from a consistent maintenance and preservation approach aimed at perpetuating their historic integrity. *Wapama* would be adversely affected when she was dismantled. The Aquatic Park Bathhouse would be repaired. The park’s use of the Haslett Warehouse would be discontinued. There would be no effect on the Lewis Ark.

Cumulative Impacts

Ongoing regular maintenance and preservation work would slow down the loss of historic fabric, replace deteriorated elements when appropriate, and maintain the *Alma*, *Balclutha*, *C.A. Thayer*, *Eppleton Hall*, *Eureka*, and *Hercules* for the future. *Wapama* is the last surviving steam schooner; her eventual loss would significantly diminish the understanding of Pacific Coast maritime history. Repairs to the bathhouse would help ensure its future use.

IMPACTS ON THE J. PORTER SHAW LIBRARY

Analysis

The library might benefit from limited expansion into space vacated by nonpark tenants in building E. This additional space is limited, might be needed by other park functions, and would not solve the library’s total space needs. Rare books not currently housed in the rare book vault for lack of space would continue to deteriorate due to lack of environmental controls.

Appropriate pest management and environmental control would continue to be difficult.

Conclusion

The library's current and future space needs would not be met, resulting in inadequate storage conditions especially for rare books.

Cumulative Impacts

Books and other library materials would continue to deteriorate from improper storage conditions and over time could be lost through disintegration.

IMPACTS ON MUSEUM COLLECTIONS

Analysis

Artifacts. Under this alternative, in addition to the benefits listed under "Cultural Resources Impacts Common to All Alternatives," overcrowding of the existing collections storage facility in building E would be reduced by locating new acquisitions at an appropriate environmentally controlled Presidio building. Artifacts stored at some offsite storage facilities would continue to be stored under conditions with no environmental control and minimal security.

The collections management function would remain in its cramped quarters in building E, making it difficult to properly fulfill collections responsibilities. As a result, the collections might not receive the desired level of care.

Artifacts exhibited at the Aquatic Park Bathhouse (maritime museum) would benefit from improved environmental controls; however, the constraints imposed by preservation of the bathhouse structure itself might preclude establishing conditions ideal for museum use.

Historic Documents. Only a small amount of additional space would be available in building E by discontinuing nonpark uses. This space might be needed by other park functions and would not provide the room needed to properly catalog, preserve, and store materials. Many documents would remain stored

in poor conditions inaccessible to both park staff and the public.

Improved pest management, especially for silverfish (which eat paper), would lessen the risk of loss or damage to documents. Security of the building would be easier without nonpark uses.

Conclusion

The park's museum collections would not receive the space, equipment, and staffing needed to protect, preserve, and use them appropriately. Minor improvements in pest management and security would occur in building E.

Cumulative Impacts

The park's museum collections in building E and at some offsite facilities would continue to deteriorate because of inadequate storage and environmental conditions.

IMPACTS ON AQUATIC LAGOON/ SHORELINE ENVIRONMENT

Analysis

Rehabilitation of the Sea Scout base would likely entail pier replacement that would involve dredging, fill placement, and/or pile driving that would alter the intertidal habitat, and temporarily increase turbidity and suspended solid levels. To minimize impacts to water quality, mitigation measures such as booms, curtains, or absorbent pads would be installed around the construction area to contain floatable materials. Any storm runoff during construction would be captured and filtered before entering the Bay. A relatively small area (probably less than 1/4 acre) of the intertidal zone would be affected, a portion of which would be altered from sand and rock beach to pier habitat.

Construction activities below the high waterline would comply with the requirements of sections 404 and 401 of the Clean Water Act, and a permit from the U.S. Army Corps of Engineers and 401 certificate (if necessary) from the Regional Water Quality Control Board would be obtained before construction. Specific

mitigation measures would be developed with these agencies during the project design stage.

Golden Gate National Recreation Area would continue to maintain the beach and obtain any necessary permits.

Potential sources of water pollution from the use and operation of park facilities would be avoided or mitigated. All restroom facilities would be connected to the city sewage disposal system. The pier would not be open to public vehicle access or parking. Potentially hazardous materials used for the topside maintenance of the ships, pier, or Sea Scout base, such as paints and petroleum products, would be managed and stored to minimize the risk of water contamination. No below-water heavy ship maintenance activities would take place at Aquatic Park.

Conclusion

Impacts to the shoreline and water quality would be minor based on the limited extent of disturbance and short-term duration of construction activities.

Cumulative Impacts

Most of the shoreline along the northern bayfront is developed and consists of beach or pier habitat. Maintaining and rehabilitating existing shoreline facilities within the park would not affect remaining stretches of undeveloped shoreline/intertidal areas.

IMPACTS ON VISITOR EXPERIENCE/INTERPRETATION

Analysis

Views and Visual Connections. Under this alternative visitors would benefit from slightly improved views of the Hyde Street Pier and the visual connections between the pier and the Aquatic Park Bathhouse. More visitors would be encouraged to visit both sites and subsequently gain a better understanding and appreciation of San Francisco's maritime heritage.

The visual connections would improve the identity of the park as a maritime museum and as a unit of the

National Park Service, which would enable the park to better compete with the many entities in the area that vie for the visitor's time and attention.

Maritime Museum. The maritime museum in the Aquatic Park Bathhouse building would continue to be inadequate and incompatible space for exhibits and other interpretive media. The limited space would force the staff either to provide the most basic of introductions to each of the major interpretive themes, or to cover only a few of the themes in more detail. As a result visitors would not have opportunities to use the museum to explore the themes in depth, or they would receive no exposure to some of the themes.

The art-deco art and architectural features of the building would continue to be compromised and possibly damaged by the placement of museum exhibits. Both would compete for visitor attention, and any unity of design within or between the building or the exhibits would be almost impossible to achieve.

Although there would be some visual improvements, the separation of the museum building from the ships would continue to make it difficult for visitors to make a connection between the two functions.

Hyde Street Pier. With improved signs and the removal of some of the unattractive structures or large artifacts that do not contribute to the interpretive value associated with the pier, visitors would find the entrance to the pier more inviting and the pier less cluttered. Interpretive programs and demonstrations conducted within view of the entrance also would attract visitors. This would result in increased visitation to the pier and to the historic vessels.

The pier would continue to serve primarily as a corridor to access the ships, but visitors would gain few insights regarding interpretive connections between the ships and associated historical activities on the pier.

The Ships. At Hyde Street Pier visitors would continue to benefit by being able to view and board most of the historic ships, and through interpretive programs and media, develop an understanding and appreciation of each vessel's historic significance. Interpretation of some of the ship maintenance activities at the pier would give visitors better insight into the skills, effort, and expense required to maintain and preserve these historic craft.

Keeping the Lewis Ark houseboat out of the water on the pier would make it difficult for visitors to place her in context or identify her as a watercraft.

The detached and somewhat remote location of *Wapama* in Sausalito would continue to make it difficult for visitors to find her. Consequently, few visitors would appreciate her historical significance.

Visitors would benefit from a highly visible location on the waterfront for displaying the SS *Jeremiah O'Brien*.

Ship Maintenance and Preservation. By continuing to contract for major ship maintenance and preservation work with area shipyards, visitors would not be able to get firsthand views or appreciation of these activities. Interpretive programs plus changeable exhibits in the museum or on board some of the ships would give visitors some understanding of the types of work performed on the vessels in dry dock.

Small Craft Shop. Retaining the small craft shop on Hyde Street Pier would attract visitors. While participants in the courses taught at the center would gain the most from the experience, visitors observing the work also would get some feeling for the skills and techniques required to build small watercraft.

Maritime Bookstore. Visitors would continue to benefit from the wide selection of publications and the highly visible location of the maritime bookstore. The store's location at the entrance to Hyde Street Pier, however, would continue to narrow the pier entrance and obstruct views of activities on the forepier and of the historic ships.

Library and Historic Documents. Both operations would continue to offer valuable services to researchers and park staff, and visitors would continue to benefit from the many special events and programs sponsored by the Library Associates.

The additional space provided for these functions in building E would benefit staff and patrons by reducing the crowded conditions and increasing the efficiency of the operations. Visitors to the museum and Hyde Street Pier would find more information about the library and historic documents, but many would still experience difficulty in getting to the facility.

Swimming and Rowing Clubs. The rather stark facades of the swimming and rowing clubs would continue to occupy the space next to the Hyde Street Pier and limit the visitors' views of the Bay and the historic vessels.

Sea Scout Base. Most visitors would continue to find little to attract them to the west side of Aquatic Park. The operations of the Sea Scout base would fail to capitalize on an opportunity to interpret other aspects of San Francisco's contemporary maritime scene.

Victorian Park. Visitors would continue to benefit from the open public space provided by Victorian Park. Improved signs, paving treatments, and other design elements would help establish improved visual links between the cable car turnaround, the maritime museum building, and the intersection of Hyde and Jefferson Streets. This could result in increased visitation to the museum and the historic ships, and better identify the park as a significant Bay attraction and as a unit of the National Park Service.

Aquatic Park. Aquatic Park would continue to offer visitors a variety of recreational opportunities and spectacular views of the Bay and the historic ships.

Conclusion

Under this alternative many visitors would continue to have difficulty making clear visual identification and connections among the various units of the park, thus limiting visitation to some of them. In addition some of the facilities would remain inadequate to provide in-depth interpretation of the primary themes.

Cumulative Impacts

The facilities and programs provided would contribute to local and regional information and interpretive services less than any other alternative. Any information, orientation, interpretive, and educational activities, when combined with other similar activities in adjacent parks and other federal and state areas, would have a positive cumulative effect on the visitor experience and interpretation in the region.

IMPACTS ON TRAFFIC AND PARKING

Analysis

Existing parking and traffic patterns would continue. Parking capacities for public parking in areas near the park would not change, and parking along Jefferson Street adjacent to Victorian Park would not change. Parking spaces would continue to be relatively difficult to find, and the park would not pursue other parking options for NPS employees or changes in onstreet parking time durations. Continued use and planned expansion of alternative public transportation systems for access would potentially reduce those demands generated by visitors and employees.

Additional daily commuters to the park would not be generated. The park would continue to encourage the use of mass transit by park staff and visitors. The existing MUNI transit route and Hyde Street/cable car stop would be maintained. The current pedestrian/vehicle conflicts that occur on Jefferson and Hyde Streets adjacent to Victorian Park, particularly during peak use hours, would continue.

Conclusion

This alternative would not generate increased traffic and parking demand. Already congested conditions would likely continue, particularly during peak use times.

Cumulative Impacts

Traffic increases and parking demand in the Fisherman's Wharf area is likely to increase as tourism increases and redevelopment proposals are implemented by the Port Commission.

IMPACTS ON LAND USE/ COASTAL ZONE MANAGEMENT

Analysis

Recreational space and pedestrian access along the beach, waterfront promenade, and bleachers would be maintained. Activities in the lagoon, such as swimming, rowing, and temporary mooring of sailboats, would continue.

Pier replacement activities associated with the rehabilitation of the Sea Scout base would affect only a small amount of beach area, and any fill/ excavation activities would be the minimum necessary to carry out the project. During the project design stage, when more detailed information is developed, individual construction projects would be evaluated for consistency with the coastal zone management plan for the Bay.

Conclusion

This alternative would be consistent with the Coastal Management Program for San Francisco Bay.

Cumulative Impacts

There would be no cumulative impacts.

IMPACTS ON THE REGIONAL ECONOMY

Analysis

Park operation and construction costs would provide positive impacts to the economy. Under this alternative the park staffing level would remain at approximately 75 full-time equivalent positions. The annual park operating budget is expected to be approximately \$5 million. The capital site development costs would be about \$12.9 million. Construction is estimated to bring 600 jobs to the region with a construction payroll of about \$15.7 million. Major shipwork would be about \$15.2 million and would continue to support maritime/shipyard industry-related jobs in the Bay Area.

Conclusion

There would be a small, but positive impact on the regional economy from construction and the continued park operation expenditures.

Cumulative Impacts

There would be a minor positive cumulative impact on the regional economy.

UNAVOIDABLE ADVERSE IMPACTS AND THE RELATIONSHIP BETWEEN SHORT-TERM USE OF THE ENVIRONMENT AND MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

Eventual dismantling of the vessel Wapama would be an adverse effect on a national historic landmark.

The vessel would be recorded to Historic American Buildings Survey/Historic American Engineering Record standards before it is dismantled, and parts of the vessel would be used for interpretive purposes. Disturbance from construction would occur in currently developed areas. Less than 1 acre along the shoreline in Aquatic Lagoon would be disturbed on an already developed building site.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENTS OF RESOURCES

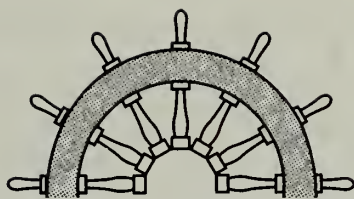
Financial resources committed to this alternative are the least of any of the alternatives, but these commitments would be irreversible.





The
Scow
Schooner
Alma

Consultation and Coordination Appendixes, Bibliography, Index



CONSULTATION AND COORDINATION

SCOPING AND PUBLIC PARTICIPATION

The formal scoping process was initiated on May 15, 1990, when the National Park Service published in the *Federal Register* its intent to prepare an environmental impact statement on a general management plan for San Francisco Maritime National Historical Park. Initial public scoping meetings were held in July 1990 at the park to identify major issues to be addressed in the environmental impact statement.

Meetings to discuss draft alternatives were held from October 1991 through February 1992 with maritime museum directors from Independence Seaport Museum, Vancouver Maritime Museum, and Mystic Seaport, and with various San Francisco interest groups, including the National Maritime Museum Association, the park's advisory commission, Port of San Francisco, the San Francisco Planning Department and Parks and Recreation Department, Telegraph Hill Neighborhood Organization, Russian Hill Improvement Association, North Beach Neighborhood Organization, Dolphin Swimming and Rowing Club, South End Rowing Club, Fisherman's Wharf Port Tenant's Association, and Fisherman's Wharf Citizen's Advisory Committee.

Updates on the general management plan, including draft alternatives, have also been presented during the public meetings of the park's advisory commission throughout the planning process.

Formal consultation with the California State Historic Preservation Office (SHPO) and the Advisory Council on Historic Preservation (ACHP) was begun in May 1991. The preservation office and advisory council were sent copies of the preliminary *Draft General Management Plan / Environmental Impact Statement* for review comments in September 1995. Informal consultation with the U.S. Fish and Wildlife Service was initiated in May 1994 through a letter requesting information on any endangered species in the park area.

Two design workshops with NPS staff and design professionals were held in June and November 1993. Discussions on adaptive use alternatives for the Haslett Warehouse and alternative concepts for Hyde Street Pier were conducted at these workshops. A collections management workshop was also held in February 1994 with NPS staff, local library supporters, and researchers to discuss operational and space needs for the library, collections management, historic documents, and small craft.

LIST OF AGENCIES, ORGANIZATIONS, AND INDIVIDUALS TO WHOM THE DRAFT ENVIRONMENTAL IMPACT STATEMENT IS BEING SENT

Federal Agencies

Advisory Council on Historic Preservation
Department of the Army
Corps of Engineers, Western District
Department of Commerce
National Marine Fisheries Service,
Southwest Region
Department of the Interior
U.S. Fish and Wildlife Service, Sacramento Field
Office
Department of the Navy
Mare Island Naval Shipyard
Department of Transportation
Coast Guard, Bay District
Environmental Protection Agency
Region IX
Golden Gate National Recreation Area
National Archives and Records Administration
Presidio of San Francisco,
Golden Gate National Recreation Area

Advisory Commissions

Advisory Commission,
San Francisco Maritime National Historical Park
Advisory Commission,
Golden Gate National Recreation Area

California Congressional Delegation

Senator Dianne Feinstein
Senator Barbara Boxer
Congresswomen Nancy Pelosi
Representative Tom Lantos
Representative Lynn Woolsey
Assemblyman John L. Burton

State of California

Office of the Governor
Department of Fish and Game
Division of Parks
Resources Agency of California, Office of Planning
and Research
State Historic Preservation Officer

Regional, County, and Municipal Agencies

Bay Area Air Quality Management District
City and County of San Francisco
Department of City Planning
Department of Parks and Recreation
Department of Transportation
Office of Environmental Review
Office of the Mayor
City of Sausalito
City of Vallejo
Architectural Heritage and Landmark Commission
Community Planning
Port of San Francisco
Planning and Development
Port Commission
Regional County and Municipal
Landmarks Board
San Francisco Bay Conservation and Development
Commission
San Francisco Board of Supervisors
SPUR

Organizations and Businesses

Association of American Museums
Associates of the National Maritime Museum Library
Australian National Maritime Museum
California Maritime Academy Alumni Association, Inc.
Columbia River Maritime Museum
Council of American Maritime Museums
Cow Hollow Neighborhood Association
Dolphin Swimming and Rowing Club
Entertainment Design International
Fisherman's Wharf Merchant's Association
Fisherman's Wharf Port Tenant Association
Ghirardelli Square
Hawaii Maritime Museum
Independence Seaport Museum
Ken Kay Associates
Latitude 38
Los Angeles Maritime Museum
Marina Neighborhood Association
Maritime Institution
Maskell Marine Services Association Trustees/
Advisory Board
Mystic Seaport
National Maritime Museum Association Trustees/
Advisory Board
National Trust for Historic Preservation
Nautical Research Center
Neighborhood Association Presidio Planning
New Bedford Whaling Museum
North Beach Neighborhood Association
Orange County Marine Institute
Pacific Inter-Club Yacht Association Historical
Committee
Peabody Museum of Salem
Penobscot Marine Museum
Presidio Council
Radcliffe Maritime Museum
Russian Hill Neighborhood Association
San Diego Maritime Museum
San Francisco Architectural Heritage
San Francisco Beautiful
San Francisco Senior Center
San Francisco Tomorrow
San Francisco Visitors and Convention Bureau
South End Rowing and Swimming Club
South Street Seaport
Telegraph Hill Neighborhood Association
The Anchorage
The Cannery
The Nature Conservancy
The Office of Cheryl Barton

United States Lighthouse Society
Vancouver Maritime Museum
Wooden Boat Magazine

Media

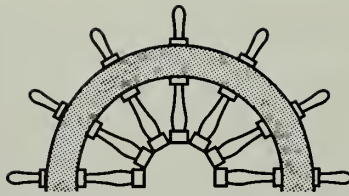
Bay Area Reporter
Bay Guardian
Bay Keepers
Bay Times
Bay Watch
City Voice
Marin Independent Journal
Marina Times
North Beach Exchange
San Francisco Chronicle
San Francisco Independent
San Francisco Sentinel

Libraries

Alameda County Library
Alameda Free Library
American Merchant Marine Library
Belvedere-Tiburon Regional Library
Berkeley Public Library
Bohemian Club Library
California Historical Society
California State Library, California Section

Contra Costa County Public Library
Corte Madera Regional Library
Daly City Library
Fair Oaks Branch Library
Fairfax Regional Library
Jeremiah O'Brien Library
M.I.T. Museum Library,
Hart Nautical Collection
Marin County Library
Marina Branch Library
Medocino Library
Menlo Park Library
Mill Valley Library
Monterey County Free Library
National Archives and Records Administration
North Bay Cooperative Library
Oakland Public Library
Petaluma Regional Library
San Francisco Public Library
San Jose Library
Sausalito Public Library
Smithsonian Institute Library
Stanford university Library
The Mariners' Museum Library
U.S.S. Constitution Museum Library
University of California Library
University of San Francisco Library

Copies of this draft document were also sent to individuals on the park's mailing list.



APPENDIX A: LEGISLATION

102 STAT. 654

PUBLIC LAW 100-348—JUNE 27, 1988

Public Law 100-348
100th Congress

An Act

June 27, 1988
[H.R. 1044]

To establish the San Francisco Maritime National Historical Park in the State of California, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

San Francisco
Maritime
National
Historical Park
Act of 1988.
Conservation.
National Parks,
monuments, etc.
16 USC 410nn
note.
Public
information.
16 USC 410nn.
Real property.

SECTION 1. SHORT TITLE.

This Act may be cited as the "San Francisco Maritime National Historical Park Act of 1988".

SEC. 2. ESTABLISHMENT.

(a) **IN GENERAL.**—In order to preserve and interpret the history and achievements of seafaring Americans and of the Nation's maritime heritage, especially on the Pacific coast, there is hereby established the San Francisco Maritime National Historical Park (hereinafter in this Act referred to as the "park").

(b) **AREA INCLUDED.**—The park shall consist of the lands and interests therein within the area generally depicted on the map entitled "Boundary Map, San Francisco Maritime National Historical Park", numbered 641/80,053 and dated April 7, 1987. The map shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior and in the office of the Superintendent of the park. If the Secretary of the Interior (hereinafter in this Act referred to as the "Secretary") determines, upon completion of the General Management Plan for the park, that the inclusion of the property at Jefferson and Hyde Streets, San Francisco, known as the Haslett Warehouse, would promote the purposes of the park, the Secretary may adjust the boundaries of the park to include that property after notification to the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United States Senate. The Secretary may make other minor revisions of the boundary of the park in accordance with section 7(c) of the Land and Water Conservation Fund Act of 1965.

(c) **GOLDEN GATE NATIONAL RECREATION AREA.**—The Secretary shall revise the boundaries of the Golden Gate National Recreation Area to exclude from the National Recreation Area the area within the park (as depicted on the boundary map referred to in subsection (b)). The Secretary shall transfer to the jurisdiction of the park all real and personal property of the United States administered by the Secretary as part of the National Recreation Area located within the boundaries of the park (including the museum building), together with all vessels, marine collections, libraries, historic documents, equipment and other marine artifacts which are administered by the Secretary as part of the National Recreation Area and which relate to maritime history.

(d) **MUSEUM BUILDING.**—The building housing and displaying the marine collections, libraries, historic documents, equipment, and

Real property.
Gifts and
property.
Public buildings
and grounds.

PUBLIC LAW 100-348—JUNE 27, 1988

102 STAT. 655

marine artifacts shall be named the "Sala Burton Building" and an appropriate plaque with this designation shall be prominently displayed as part of the structure.

SEC. 3. ADMINISTRATION.

16 USC 410nn-1.

(a) **IN GENERAL.**—The Secretary shall administer the park in accordance with this Act and with the provisions of law generally applicable to units of the National Park System, including the Act entitled "An Act to establish a National Park Service, and for other purposes", approved August 25, 1916 (39 Stat. 535; 16 U.S.C. 1-4), the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461-467), and the National Historic Preservation Act (16 U.S.C. 470-470t). The Secretary shall manage the park in such manner as will preserve and perpetuate knowledge and understanding of American maritime history and to provide for public understanding and enjoyment of maritime history.

(b) **DONATIONS.**—The Secretary may accept and retain donations of funds, property, or services from individuals, foundations, corporations, or public entities for the purpose of providing services and facilities which he deems consistent with the purposes of this Act.

Gifts and property.

(c) **LEASING.**—The Secretary may lease any real or personal property, including vessels and heavy marine equipment such as floating drydocks, which is administered as part of the park. The net receipts from any such lease shall be credited in accordance with subsection 4(f) of the Act of October 27, 1972 (86 Stat. 1299).

Real property.
Gifts and property.

(d) **FEES.**—Notwithstanding any other provision of law, the Secretary may impose entrance fees for admission to the ships in such amounts as he deems appropriate and may impose fees for the use by groups or organizations of the ships. All receipts from such fees shall be credited in accordance with subsection 4(f) of the Act of October 27, 1972 (86 Stat. 1299).

(e) **GENERAL MANAGEMENT PLAN.**—Within 2 years after establishment of the park, the Secretary shall prepare and transmit to the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United States Senate a general management plan for the park. The plan shall include, but not be limited to:

(1) a description of the resources of the park including, but not limited to, maritime and associated artifacts, documents, the following historic vessels: the sailing ship *Balclutha*; the steam schooner *Wapama*; the steamship *SS Jeremiah O'Brien*; the ferry *Eureka*; the schooner *C.A. Thayer*; the tug *Ellipton Hall*; the tug *Hercules*; and the scow schooner *Alma*, and other real and personal property comprising the park collections such as written and illustrative material, objects, wrecks, small watercraft, and vessels;

Real property.
Gifts and property.

(2) plans for the preservation of each historic vessel, including docking facilities, maintenance and ship repair facilities, and estimates for the costs thereof; a determination of the need for permanent docking facilities in a location best suited to the preservation of the historic vessels and for visitor access to the historic vessels; methods of accommodating visitors while protecting the historic vessels; and methods for providing for the proper care, exhibition, and storage of the park collections;

(3) plans for the location, preliminary design, and estimated cost of public facilities to be developed for the park, including a museum building, visitor parking, and public transit access; and

Public buildings and grounds.

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PUBLIC LAW 100-348—JUNE 27, 1988

(4) Plans for the interpretation of the historic vessels and park collections.

16 USC 410nn-2. **SEC. 4. ACQUISITION OF PROPERTY.**

(a) **GENERAL AUTHORITY.**—The Secretary may acquire land and interests in land within the boundaries of the park by donation, purchase with donated or appropriated funds, or exchange.

(b) **TRANSFERS FROM OTHER AGENCIES.**—The Secretary of Commerce may transfer the Liberty Ship SS Jeremiah O'Brien to the Secretary for inclusion in the historic fleet of the park. Any other Federal property located within the boundaries of the park which is under the administrative jurisdiction of another department or agency of the United States may, with the concurrence of the head of the administering department or agency, be transferred without consideration to the administrative jurisdiction of the Secretary for the purposes of the park.

Contracts.

(c) **STATE AND LOCAL LANDS.**—Lands, and interests in lands, within the boundaries of the park which are owned by the State of California or any political subdivision thereof, may be acquired only by donation. Notwithstanding any other provision of law, the Secretary is authorized to enter into an agreement with the State of California or any political subdivision thereof under which the Secretary may improve and may use appropriated funds for the improvement of berthing facilities if the State or any political subdivision thereof makes available to the Secretary, in accordance with terms and conditions acceptable to the Secretary, lands and interests in land for the purpose of berthing the ships and providing visitor access to the historic ships.

(d)(1) **HISTORIC VESSELS AND OTHER PROPERTY.**—In furtherance of the administration of the park, the Secretary is authorized to acquire by donation, purchase with donated or appropriated funds, or exchange such property as may be appropriate to carry out the purposes of this Act, including vessels, heavy marine equipment, and drydock facilities. The Secretary shall notify the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United States Senate in writing not less than 90 days before acquisition of any large historic vessel. Such notification shall indicate the estimated cost of preservation, restoration if appropriate, and maintenance of the vessel concerned.

(2) **ACQUISITION LIMITATION.**—The Secretary shall not acquire any historic vessel pursuant to this subsection until the Secretary has notified the Committees in writing that sufficient funds have been made available to preserve and maintain those vessels listed in paragraph 3(e)(1) of this Act.

16 USC 410nn-3. **SEC. 5. ADVISORY COMMISSION.**

(a) **ESTABLISHMENT.**—There is hereby established the Advisory Commission of the San Francisco Maritime National Historical Park (hereinafter in this Act referred to as the "Commission"). The Commission shall be composed of 12 members appointed by the Secretary as follows:

(1) 3 members appointed for terms of 4 years from recommendations submitted by the National Maritime Museum Association.

(2) 2 members appointed for terms of 4 years from recommendations submitted by the Governor of the State of

PUBLIC LAW 100-348—JUNE 27, 1988

102 STAT. 657

California, at least one of whom shall have professional expertise in maritime historic preservation.

(3) 4 members appointed for terms of 5 years from recommendations submitted by the Mayor of San Francisco with special consideration given to individuals with knowledge of museum and/or maritime issues and who represent the local fishing industry, recreational users, the business community, and neighborhood groups.

(4) 1 member appointed for a term of 5 years from recommendations from the Secretary of Commerce, who shall have professional expertise in the maritime industry.

(5) 2 members appointed for terms of 5 years, who shall have professional expertise in maritime history or historic preservation.

Any member of the Commission appointed for a definite term may serve after the expiration of his term until his successor is appointed. A vacancy in the Commission shall be filled in the manner in which the original appointment was made.

(b) **COMPENSATION.**—Members of the Commission shall serve without pay. While away from their homes or regular places of business in the performance of services for the Commission, members of the Commission shall be allowed travel expenses, including per diem in lieu of subsistence, in the same manner as persons employed intermittently in Government service are allowed expenses under section 5703 of title 5 of the United States Code.

(c) **OFFICERS.**—The Chair and other officers of the Commission shall be elected by a majority of the members of the Commission to serve for terms established by the Commission.

(d) **MEETINGS.**—The Commission shall meet at the call of the Chair or a majority of its members, but not less than twice annually. Seven members of the Commission shall constitute a quorum. Consistent with the public meeting requirements of the Federal Advisory Committee Act, the Commission shall, from time to time, meet with persons concerned with maritime preservation.

(e) **BYLAWS AND CHARTER.**—The Commission may make such bylaws, rules, and regulations as it considers necessary to carry out its functions under this Act. The provisions of section 14(b) of the Federal Advisory Committee Act (Act of October 6, 1972; 86 Stat. 776), are hereby waived with respect to this Commission.

(f) **FUNCTIONS.**—The Commission shall advise the Secretary on the management and development of the park. The Secretary, or his designee, shall from time to time, but at least semiannually, meet and consult with the Commission on matters relating to the management and development of the park.

(g) **TERMINATION.**—The Commission shall cease to exist 10 years after the date on which the first meeting of the Commission is held.

SEC. 6. CONFORMING AMENDMENT.

Section 4(f) of the Act of October 27, 1972 (16 U.S.C. 460bb-3(f)), is amended by striking out "National Maritime Museum" and inserting "San Francisco Maritime National Historical Park".

102 STAT. 658

PUBLIC LAW 100-348—JUNE 27, 1988

16 USC 410nn-4. SEC. 7. AUTHORIZATION OF APPROPRIATIONS.

There are hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act, but not to exceed \$200,000 for planning.

Approved June 27, 1988.

LEGISLATIVE HISTORY—H.R. 1044:

HOUSE REPORTS: No. 100-73 (Comm. on Interior and Insular Affairs).

SENATE REPORTS: No. 100-373 (Comm. on Energy and Natural Resources).

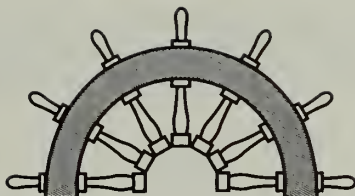
CONGRESSIONAL RECORD:

Vol. 133 (1987): May 4, considered and passed House.

Vol. 134 (1988): June 6, considered and passed Senate, amended.

June 14, House concurred in Senate amendments.

○



APPENDIX B: COST ESTIMATES

**TABLE B-1: GROSS CONSTRUCTION ESTIMATES (1996 DOLLARS)
ALTERNATIVE A – PROPOSED ACTION**

FACILITY AREA / ITEM	GROSS ¹ CONSTRUCTION	ADVANCE & PROJECT PLANNING COSTS	TOTALS
AQUATIC PARK			
Bathhouse rehabilitation	\$3,307,000	\$631,000	\$3,938,000 ²
Bathhouse driveways / bleachers reconstruction	\$2,620,000	\$500,000	\$3,120,000 ²
Sea Scout Base rehabilitation	\$301,000	\$57,000	\$358,000 ²
Seawall rehabilitation	\$1,245,000	\$238,000	\$1,483,000 ²
West Roundhouse restroom/snackbar; East restroom rehabilitation	\$154,000	\$30,000	\$184,000 ²
Nautical play area	\$105,000	\$20,000	\$125,000
Site/landscape preservation improvements	\$144,000	\$28,000	\$172,000
VICTORIAN PARK (Aquatic Park Area)			
Public plaza / cable car stairway improvements	\$501,000	\$96,000	\$597,000
Maritime Bookstore relocation	\$32,000	\$6,000	\$38,000
Site/landscape improvements	\$22,000	\$4,000	\$26,000
Subtotal	\$8,431,000	\$1,610,000	\$10,041,000
HYDE STREET PIER			
Forepier, entry, Hyde and Jefferson Streets improvements	\$2,452,000	\$468,000	\$2,920,000
Main pier deck expansion and improvements	\$475,000	\$118,000	\$593,000
Small craft shop, restrooms, Tubbs bldg., Fisheries building renovation / repair	\$577,000	\$110,000	\$687,000
Pier infrastructure upgrades/repair	\$1,074,000	\$205,000	\$1,279,000
Subtotal	\$4,578,000	\$901,000	\$5,479,000

**TABLE B-1: GROSS CONSTRUCTION ESTIMATES (1996 DOLLARS)
ALTERNATIVE A – PROPOSED ACTION (cont'd)**

FACILITY AREA / ITEM	GROSS ¹ CONSTRUCTION	ADVANCE & PROJECT PLANNING COSTS	TOTALS
LANDMARK BUILDING E (Fort Mason)			
Expansion and space rehabilitation improvements (all floors)	\$2,960,000	\$546,000	\$3,506,000
HVAC / equipment upgrades	\$327,000	\$63,000	\$390,000
Relocate collection management, historic documents, and library materials	\$60,000	\$4,000	\$64,000
Subtotal	\$3,347,000	\$613,000	\$3,960,000
HASLETT WAREHOUSE			
Building shell rehabilitation	\$14,876,000	\$3,719,000	\$18,595,000
NPS fixtures, furnishings and equipment	\$196,000	\$38,000	\$234,000
Maritime museum exhibit construction and environmental control systems	\$6,366,000	\$1,215,000	\$7,581,000
Artifacts relocation and preparation	\$105,000	\$20,000	\$125,000
Relocate artifact storage, small watercraft, and marine equipment from warehouse	\$35,000		\$35,000
Subtotal	\$6,702,000	\$1,273,000	\$7,975,000³
HISTORIC VESSELS			
Rehabilitate, restore, repair, and stabilize vessels per alternatives and preservation plans	\$13,600,000	\$1,600,000	\$15,200,000²
STORAGE FACILITY IMPROVEMENTS			
Improve and prepare offsite storage facilities for collections, materials, and equipment storage	\$300,000	\$65,000	\$365,000
Provide appropriate environmental controls for offsite storage facilities	\$180,000	\$35,000	\$215,000
Subtotal	\$480,000	\$100,000	\$580,000
PARKWIDE DEMOLITION/ SITE PREPARATION			
Pavement removal, site grading, utility connections and upgrades	\$178,000	\$34,000	\$212,000
TOTALS — ALTERNATIVE A	\$37,316,000	\$6,131,000	\$43,447,000³

1. The above estimates are based on fiscal year 1996 construction dollars. For future construction years, the estimates should be increased by 4% per year for inflationary factors.

2. Costs represent rehabilitation, restoration, and repair of cultural resources as part of overall resource preservation actions.

3. Haslett Warehouse building shell rehabilitation costs would be funded through private partnership and therefore are not included in the alternative totals.

**TABLE B-2: GROSS CONSTRUCTION ESTIMATES (1996 DOLLARS)
ALTERNATIVE B**

FACILITY AREA / ITEM	GROSS¹ CONSTRUCTION	ADVANCE & PROJECT PLANNING COSTS	TOTALS
AQUATIC PARK			
Bathhouse rehabilitation	\$3,307,000	\$631,000	\$3,938,000 ²
Bathhouse driveways / bleachers reconstruction	\$2,620,000	\$500,000	\$3,120,000 ²
Sea Scout Base rehabilitation/small craft shop improvements	\$400,000	\$76,000	\$476,000 ²
Seawall rehabilitation	\$1,245,000	\$238,000	\$1,483,000 ²
West Roundhouse restroom/snackbar; East restroom rehabilitation	\$154,000	\$30,000	\$184,000 ²
Nautical play area	\$105,000	\$20,000	\$125,000
Site/landscape preservation improvements	\$144,000	\$28,000	\$172,000
VICTORIAN PARK (Aquatic Park Area)			
Public plaza/cable car stairway improvements	\$501,000	\$96,000	\$597,000
Maritime Bookstore relocation	\$32,000	\$6,000	\$38,000
Site/landscape improvements	\$22,000	\$4,000	\$26,000
Subtotal	\$8,530,000	\$1,629,000	\$10,159,000
HYDE STREET PIER			
Forepier, entry, Hyde and Jefferson Streets improvements, Maskell Marine rehabilitation	\$3,795,000	\$725,000	\$4,520,000
Main pier deck expansion and improvements	\$305,000	\$58,000	\$363,000
Restrooms, Tubbs bldg., Fisheries building renovation/repair	\$38,000	\$73,000	\$453,000
Pier infrastructure utilities upgrades/repair	\$1,074,000	\$205,000	\$1,279,000
Subtotal	\$5,554,000	\$1,061,000	\$6,615,000
LANDMARK BUILDING E (Fort Mason)			
Expansion and space rehabilitation improvements (all floors)	\$2,960,000	\$546,000	\$3,506,000
HVAC / equipment upgrades	\$327,000	\$63,000	\$390,000
Relocate collection management, historic documents, and library materials	\$60,000	\$4,000	\$64,000
Subtotal	\$3,347,000	\$613,000	\$3,960,000

**TABLE B-2: GROSS CONSTRUCTION ESTIMATES (1996 DOLLARS)
ALTERNATIVE B (cont'd)**

FACILITY AREA / ITEM	GROSS¹ CONSTRUCTION	ADVANCE & PROJECT PLANNING COSTS	TOTALS
HASLETT WAREHOUSE			
Building shell rehabilitation	\$14,876,000	\$3,719,000	\$18,595,000
NPS fixtures, furnishings and equipment	\$196,000	\$38,000	\$234,000
Maritime museum exhibit construction and environmental control systems	\$6,366,000	\$1,215,000	\$7,581,000
Artifacts relocation and preparation	\$105,000	\$20,000	\$125,000
Relocate artifact storage, small watercraft, and marine equipment from warehouse	\$35,000		\$35,000
Subtotal	\$6,702,000	\$1,273,000	\$7,975,000³
HISTORIC VESSELS			
Rehabilitate, restore, repair, and stabilize vessels per alternatives and preservation plans	\$14,250,000	\$1,750,000	\$16,000,000²
STORAGE FACILITY IMPROVEMENTS			
Improve and prepare offsite storage facilities for collections, materials, and equipment storage	\$300,000	\$65,000	\$365,000
Provide appropriate environmental controls for offsite storage facilities	\$180,000	\$35,000	\$215,000
Subtotal	\$480,000	\$100,000	\$580,000
PARKWIDE DEMOLITION/ SITE PREPARATION			
Pavement removal, site grading, utility connections and upgrades	\$178,000	\$34,000	\$212,000
Pier support structures/new dock for swimming and rowing clubs	\$2,318,000	\$442,000	\$2,760,000
Relocate clubs to west side	\$458,000	\$88,000	\$546,000
Subtotal	\$3,226,000	\$616,000	\$3,842,000
TOTALS — ALTERNATIVE B	\$42,089,000	\$7,042,000	\$49,131,000³

1. The above estimates are based on fiscal year 1996 construction dollars. For future construction years, the estimates should be increased by 4% per year for inflationary factors.

2. Costs represent rehabilitation, restoration, and repair of cultural resources as part of overall resource preservation actions.

3. Haslett Warehouse building shell rehabilitation costs would be funded through private partnership and therefore are not included in the alternative totals.

**TABLE B-3: GROSS CONSTRUCTION ESTIMATES (1996 DOLLARS)
ALTERNATIVE C — NO ACTION/MINIMUM REQUIREMENTS**

FACILITY AREA / ITEM	GROSS ¹ CONSTRUCTION	ADVANCE & PROJECT PLANNING COSTS	TOTALS
AQUATIC PARK			
Bathhouse rehabilitation	\$3,307,000	\$631,000	\$3,938,000 ²
Bathhouse driveways / bleachers reconstruction	\$2,620,000	\$500,000	\$3,120,000 ²
Sea Scout Base rehabilitation improvements	\$301,000	\$57,000	\$358,000 ²
Seawall rehabilitation	\$1,245,000	\$238,000	\$1,483,000 ²
West and East restroom rehabilitation	\$154,000	\$30,000	\$184,000 ²
Site/landscape preservation improvements	\$53,000	\$10,000	\$63,000
VICTORIAN PARK (Aquatic Park Area)			
Public seating plaza improvements	\$87,000	\$17,000	\$104,000
Site/landscape improvements	\$22,000	\$4,000	\$26,000
Subtotal	\$7,789,000	\$1,487,000	\$9,276,000
HYDE STREET PIER			
Forepier and entry improvement	\$364,000	\$70,000	\$434,000
Main pier improvements	\$76,000	\$15,000	\$91,000
Restrooms, Tubbs bldg., renovation/repair	\$20,000	\$4,000	\$24,000
Pier infrastructure, utilities upgrades/repair	\$1,074,000	\$205,000	\$1,279,000
Subtotal	\$1,534,000	\$294,000	\$1,828,000
LANDMARK BUILDING E (Fort Mason)			
Expansion and space rehabilitation improvements (2nd /rd floors)	\$852,000	\$163,000	\$1,015,000
HVAC / equipment upgrades (3rd floor)	\$164,000	\$31,000	\$195,000
Subtotal	\$1,016,000	\$194,000	\$1,210,000
HASLETT WAREHOUSE			
Relocate artifact storage, small watercraft, and marine equipment from warehouse	\$35,000		\$35,000
HISTORIC VESSELS			
Rehabilitate, restore, repair, and stabilize vessels per alternatives and preservation plans	\$13,600,000	\$1,600,000	\$15,200,000 ²

**TABLE B-3: GROSS CONSTRUCTION ESTIMATES (1996 DOLLARS)
ALTERNATIVE C — NO ACTION/MINIMUM REQUIREMENTS (cont'd)**

FACILITY AREA / ITEM	GROSS ¹ CONSTRUCTION	ADVANCE & PROJECT PLANNING COSTS	TOTALS
STORAGE FACILITY IMPROVEMENTS			
Improve and prepare offsite storage facilities for collections, materials, and equipment storage	\$300,000	\$65,000	\$365,000
Provide appropriate environmental controls for offsite storage facilities	\$180,000	\$35,000	\$215,000
Subtotal	\$480,000	\$100,000	\$580,000
PARKWIDE DEMOLITION/ SITE PREPARATION			
Pavement removal and disposal	\$18,000	\$3,000	\$21,000
TOTALS — ALTERNATIVE C	\$24,472,000	\$3,678,000	\$28,150,000

1. The above estimates are based on fiscal year 1996 construction dollars. For future construction years, the estimates should be increased by 4% per year for inflationary factors.

2. Costs represent rehabilitation, restoration, and repair of cultural resources as part of overall resource preservation actions.

TABLE B-4: IMPLEMENTATION PHASING FOR THE PROPOSED ACTION

FACILITY AREA / ITEM	SHORT-TERM PHASE	LONG-TERM PHASE	TOTAL (1) PROJECT COSTS	FUNDING SOURCE
AQUATIC PARK				
Bathhouse rehabilitation (2)	X		\$ 3,938,000	Congress
Bathhouse driveways/bleachers reconstruction (2)	X		3,120,000	Congress
Sea Scout base rehabilitation (2)	X		358,000	Congress/Private
Seawall rehabilitation (2)	X		1,483,000	Congress
West Roundhouse restroom/snackbar; East restroom rehabilitation (2)		X	184,000	Congress/Private
Natucial play area	X	X	125,000	Private
Site /landscape preservation improvements	X	X	172,000	Congress
VICTORIAN PARK (Aquatic Park area)				
Public plaza /cable car stairway improvements		X	\$ 597,000	Congress
Maritime bookstore relocation	X		38,000	Congress
Site/landscape improvements	X	X	26,000	Congress
SUBTOTAL BY PHASE	\$9,036,000	\$1,005,000	\$10,041,000	

TABLE B-4: IMPLEMENTATION PHASING FOR THE PROPOSED ACTION (cont'd)

FACILITY AREA / ITEM	SHORT-TERM PHASE	LONG-TERM PHASE	TOTAL (1) PROJECT COSTS	FUNDING SOURCE
HYDE STREET PIER				
Forepier, entry, Hyde & Jefferson Streets improvements	X		\$2,920,000	Congress
Main pier deck expansion & improvements		X	593,000	Congress
Small craft shop, restrooms, Tubbs bldg., & Fisheries building renovation / repair	X		687,000	Congress/Private
Pier infrastructure upgrades / repair	X		1,279,000	Congress
SUBTOTAL BY PHASE	\$4,886,000	\$593,000	\$5,479,000	
LANDMARK BUILDING E (Fort Mason)				
Expansion & space rehabilitation improvements (all floors)		X	\$3,506,000	Congress/Private
HVAC / equipment upgrades		X	390,000	Congress
Relocate collection management, historic documents, & library materials	X		64,000	Congress
SUBTOTAL BY PHASE	\$64,000	\$3,896,000	\$3,960,000	
HASLETT WAREHOUSE				
Building shell rehabilitation (2)	X		\$18,595,000	Private
NPS fixtures, furnishings, & equipment	X	X	234,000	Congress
Maritime museum exhibit construction & environmental control systems	X	X	7,581,000	Congress/Private
Artifacts relocation & preparation	X		125,000	Congress/Private
Relocate artifact storage, small watercraft, and marine equipment from warehouse	X		35,000	Congress
SUBTOTAL BY PHASE	\$22,662,000	\$3,908,000	\$26,570,000	
HISTORIC VESSELS				
Rehabilitate, restore, repair, & stabilize vessels per alternatives and preservation plans (2)	X		\$15,200,000	Congress/Private
STORAGE FACILITY IMPROVEMENTS				
Improve and prepare offsite storage facilities for collections, materials, and equipment storage		X	\$365,000	Congress
Provide appropriate environmental controls for offsite storage facilities		X	215,000	Congress
SUBTOTAL BY PHASE		\$580,000	\$580,000	

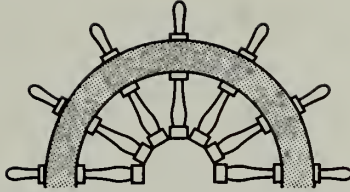
TABLE B-4: IMPLEMENTATION PHASING FOR THE PROPOSED ACTION (cont'd)

FACILITY AREA / ITEM	SHORT-TERM PHASE	LONG-TERM PHASE	TOTAL (1) PROJECT COSTS	FUNDING SOURCE
PARKWIDE DEMOLITION / SITE PREPARATION				
Pavement removal, site grading, utility connections, and upgrades	X	X	\$212,000	Congress
TOTAL COST BY PHASE PROPOSED ACTION ALTERNATIVE (3)	\$51,954,000	\$10,088,000	\$62,042,000	

1. The above estimates are based on fiscal year 1996 construction dollars. For future construction years, the estimates should be increased by 4% per year for inflationary factors.

2. Costs represent rehabilitation, restoration, and repair of cultural resources as part of overall resource preservation actions.

3. Haslett Warehouse building shell rehabilitation costs to be funded through private partnership, and therefore are not included in the construction cost estimate. In addition, elements of the two major phases shown above could also be divided into smaller subphases upon completion of more detailed scheduling and cost estimating.



APPENDIX C: COMPLIANCE

STATE OF CALIFORNIA — THE RESOURCES AGENCY

PETE WILSON, Governor

OFFICE OF HISTORIC PRESERVATION
DEPARTMENT OF PARKS AND RECREATION
P.O. BOX 942896
SACRAMENTO 94296-0001
(916) 653-6624
FAX: (916) 653-9824



27 November 1995

Reply to: NPS900611A

Henry Espinoza, Acting Manager
Western Team
U.S. National Park Service
12795 W. Alameda Parkway
Post Office Box 25827
Denver, CO 80225-0287

Subject: INTERNAL DRAFT: EIR/EIS FOR SAN FRANCISCO MARITIME
NATIONAL HISTORICAL PARK GMP

Dear Mr. Espinoza:

Thank you for providing me an the opportunity to comment on the Draft EIR/EIS for San Francisco Maritime National Historical Park's new general management plan.

Overall, the Plan seems responsive to issues of future increases in visitation, building rehabilitation and adaptive reuse, and display of artifact and manuscript collections. I have, however, concerns about NPS' priorities for stabilizing and restoring vessels.

Each of the three alternatives NPS presents call for virtually no treatment for the steam schooner Wapama. Under each alternative, she would be moved from her current slip in Sausalito to a new berth at Pier 32, or Treasure Island, or Mare Island. There she would be essentially neglected until she became unsafe, when she would be dismantled and some of her features salvaged.

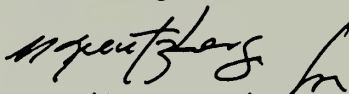
Wapama, a National Register property and National Historic Landmark, is the last survivor of 225 steam schooners. She is one of the largest surviving wooden vessels in the world and her history is closely connected to maritime commerce at San Francisco and other Pacific Coast ports.

A 1977 structural survey noted that Wapama was no longer seaworthy owing to a 30 inch hogging of her keel and dry rot which affects about 80 percent of her structure. Spraying a solution of sodium borate in interior of Wapama's hull has apparently proved to be effective in arresting further decay, but this treatment was never completed for the entire hull.

There appears to be a question of NPS' priorities concerning the vessels under its stewardship. It is not clear why Wapama will be neglected and eventually dismantled at a time when funding will be authorized to restore to operating condition and maintain the British tug Eppleton Hall, a vessel which was refused listing in the National Register of Historic Places because it lacks an association with American history.

Thank you for inviting me to comment on the draft management plan EIR/EIS. If you have any questions, please contact Nicholas Del Cioppo at (916) 653-9696.

Sincerely,

A handwritten signature in dark ink, appearing to read "Cherilyn E. Widell", with a stylized flourish at the end.

Cherilyn E. Widell
State Historic Preservation Officer

Advisory Council On Historic Preservation

The Old Post Office Building
1100 Pennsylvania Avenue, NW, #809
Washington, DC 20004

November 13, 1995

Planning Team Leader
San Francisco Maritime NHP
General Management Plan
National Park Service
Denver Service Center -
Resource Planning Division
P.O. Box 25287
Denver, CO 80225-0287

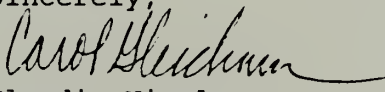
REF: *Draft General Management Plan Environmental Impact
Statement, San Francisco Maritime National Historical Park,
San Francisco, California*

Dear Sir:

We have reviewed the Draft General Management Plan (DGMP), Maritime National Historical Park, San Francisco, California, in particular the portion pertaining to the "Wapama". We understand the ship has been in a deteriorated state for several years and would require extensive repair. Therefore, we concur with the concepts of the DGMP and the general approaches regarding the schooner. The Council would like to participate in the consultation process to seek ways to reduce or avoid effects on the historic property.

If you have any questions regarding this matter, please contact Kathy Place of this office at (303) 231-5320.

Sincerely,


for Claudia Nissley
Director, Western Office
of Review

CALIFORNIA — THE RESOURCES AGENCY

PETE WILSON, Governor

OFFICE OF HISTORIC PRESERVATION

DEPARTMENT OF PARKS AND RECREATION

P.O. BOX 942896
SACRAMENTO 94296-0001
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FAX: (916) 653-9824



916) 653-6624
FAX (916) 653-9824

January 12, 1994

NPS931108A

Robert S. Budz, Manager
Western Team
National Park Service
U.S. Department of the Interior
Denver Service Center
12795 W. Alameda Parkway
DENVER CO 80225-0287

Re: Haslett Warehouse, Evaluation of Adaptive Use Alternatives,
San Francisco, San Francisco County.

Dear Mr. Budz:

Thank you for submitting to our office your November 3, 1993 letter and supporting documentation regarding the draft copy of the "Evaluation of Adaptive Use Alternatives" for the Haslett Warehouse, San Francisco, San Francisco County. The study was prepared for the National Park Service (NPS) and will be used in preparation if an overall general management plan for San Francisco Maritime National Historical Park.

You are seeking our comments on the contents of your study in accordance with Section 106 of the National Historic Preservation Act. As a result of our review, we do not have specific comments to make on the evaluation study at this time. We do feel however that considerations such as the size of the interior courts, the amount of historic fabric and structural system removed, the appropriateness of the seismic methodology, and the design of new infill for adaptive uses are concerns which will require more detailed discussions to adequately address.

Thank you again for seeking our comments on your project. If you have any questions, please contact staff historian Clarence Caesar at (916) 653-8902.

Sincerely,

A handwritten signature in dark ink, appearing to read "Steade R. Craig".

Steade R. Craig, A.I.A.

Acting State Historic Preservation Officer



IN REPLY REFER TO:

United States Department of the Interior

NATIONAL PARK SERVICE

WESTERN REGION
600 HARRISON STREET, SUITE 600
SAN FRANCISCO, CALIFORNIA 94107

H4217 (WR-RH)

June 4, 1991

Memorandum

To: Superintendent, San Francisco Maritime

From: ^{ACTING}Regional Director, Western Region

Subject: Start of Section 106 Compliance for General
Management Plan

Compliance with Section 106 of the National Historic Preservation Act of 1966 will be in accordance with the process set forth in the 1990 Programmatic Agreement for the Service. As the planning process moves forward, additional consultation will occur as draft documents become available.

The enclosed letters provide legal documentation that the process has started. The letters should be filed with correspondence on the planning effort.

/s/ Lewis S. Albert

Enclosures (2)

CC:

WASO-418 - History Division w/c enc.

DSC-TWE - Frank Williss w/c enc.

Advisory Council On Historic Preservation

The Old Post Office Building
1100 Pennsylvania Avenue, NW, #809
Washington, DC 20004

Reply to: 730 Simms Street. #401
Golden, Colorado 80401.

May 15, 1991

Stanley T. Albright
Regional Director, Western Region
National Park Service
600 Harrison Street, Suite 600
San Francisco, CA 94107

REF: Task Directive for the San Francisco Maritime General
Management Plan Process

Dear Mr. Albright:

We appreciate the opportunity to review the draft Task Directive for the San Francisco Maritime General Management Plan process. This park contains a number of significant historic resources including various ships that have been designed as National Historic Landmarks. The Task Directive appears to identify major issues that need to be addressed and resolved to guide the future administration of the park. The Time Frames provided with the Scope of Work may need to be adjusted if the Task Directive is the initiating step in this process. We would be interested in receiving and commenting on all products developed for this planning effort.

If you have any question or wish to discuss this further, please contact Lee Keatinge of the Western Office of Project Review at (303) 231-5320 or FTS 554-5320.

Sincerely,

Claudia Nissley
Director, Western Office
of Project Review

STATE OF CALIFORNIA — THE RESOURCE AGENCY

OFFICE OF HISTORIC PRESERVATION
 DEPARTMENT OF PARKS AND RECREATION
 P O BOX 942896
 SACRAMENTO 94296-0001
 (916) 445-8006
 FAX: (916) 322-6377

14 May 1991

Reply to: NPS 900611A

Stanley Albright
 Regional Director, Western Region
 National Park Service
 ATTENTION: Tom Mulhern
 600 Harrison Street, Suite 600
 SAN FRANCISCO CA 94107

Subject: [H4217(WR-RH)] San Francisco Maritime National Historic
 Park: General Management Plan

Dear Mr. Albright:

Thank you for sending me a copy of the draft Task Directive for the San Francisco Maritime Historic Park General Management Plan.

The National Park Service's (NPS) San Francisco Maritime Historic Park is steward one of the finest collections of nautical heritage materials in existence. In 1988 the Congress conferred upon the NPS a responsibility to preserve, maintain, and interpret eight large historic vessels, a variety of small watercraft, with the necessary docking and repair facilities.

In addition, NPS' San Francisco Maritime National Historic Park is formally dedicated to encouraging the preservation, continuation, and interpretation of a broad range of traditional nautical skills and to maintaining and displaying a large collection of artifacts and archival materials relating to California's maritime heritage.

Page 7 of the draft Task Directive affirms the Park Service's commitment to complying with Sections 106 and 110 of the National Historic Preservation Act through the August 1990 Programmatic Agreement between the NPS, the Council of State Historic Preservation Officers, and the Advisory Council on Historic Preservation.

I look forward to working with you and to reviewing the NPS' draft Environmental Impact Statement. You may count on my full participation with your preservation efforts. Please let

5/1
PETE WILSON, Governor

✓ *PP*
O'DAN
mc/28/91
 Action Taken
CC 170611A

Mr. S. Albright
14 May 1991
Page Two

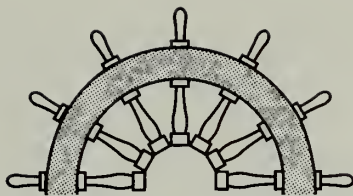
me know if I can help you fulfill your responsibilities under the National Historic Preservation Act.

If you have any questions, please call Nicholas Del Cioppo of my staff at (916) 322-4419.

Sincerely,

A handwritten signature in dark ink, appearing to read 'Kathryn Gualtieri', with a stylized flourish at the end.

Kathryn Gualtieri
State Historic Preservation Officer



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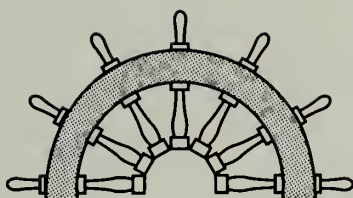
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Richard Everett, Curator of Exhibits
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Michael Naab

Golden Gate National Recreation Area

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Christopher Martin, The Cannery
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Mary Clark, Resource Consultants

Haslett Warehouse Design Charette

Architectural Resources Group
Economics Research Associates
Raymond E. Lindahl, Inc.
SOH & Associates

Hyde Street Pier Design Charette

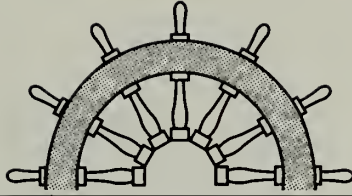
Architectural Resources Group
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Resource Consultants
The Cannery
The Office of Cheryl Barton

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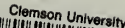
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