



U.S. Department of Transportation Maritime Administration

Progress Report

Executive Order 13287 "Preserve America"
Section 3: Improving Federal Agency Planning and Accountability

September 30, 2017





The Maritime Administration's National Historic Landmark N/S *Savannah* at the Canton Marine Terminal in Baltimore, MD. *Savannah*, the world's first nuclear-powered merchant ship, was designed and constructed in the late 1950s as a signature element of President Eisenhower's *Atoms for Peace* initiative.

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COVER PHOTO: The Chapel on the U.S. Merchant Marine Academy's waterfront campus at Kings Point, NY.

INTRODUCTION

Section 3 (c) of Executive Order 13287, “Preserve America” requires federal agencies with real property management responsibilities to submit a progress report every three years on the identification, protection and use of properties in its ownership to the Advisory Council on Historic Preservation (ACHP) by September 30. This report fulfills the Maritime Administration’s (MARAD) requirements under Section 3(c) by providing an update on the state of MARAD’s historic properties and its progress over the last three years in meeting the objectives of EO 13287.

MISSION

MARAD’s mission is to strengthen the U.S. maritime transportation system – including infrastructure, industry and labor - to meet the nation’s economic and security needs. To that end, the agency supports the development and maintenance of a sufficient, well-balanced U.S. merchant marine to transport the nation’s domestic waterborne commerce and a large portion of its waterborne foreign commerce. Moreover, it can serve as a naval and military auxiliary in time of war or national emergency.

The agency also ensures that the U.S. maintains adequate shipbuilding and repair services, efficient ports, effective intermodal water and land connections, and reserve shipping capacity for use during national emergencies.

MARAD operates the U.S. Merchant Marine Academy (USMMA) in Kings Point, N.Y. Established in 1943, the academy is located on 82-waterfront acres 20 miles from New York City. Its mission is to educate and graduate officers to serve in the nation’s merchant marine, maritime and intermodal transportation industries and in the Armed Forces.

IDENTIFICATION OF HISTORIC PROPERTIES

The National Historic Preservation Act of 1966 (NHPA) establishes historic preservation policy and responsibilities for all Federal agencies. The statute is intended to ensure that historic preservation is fully integrated into the ongoing programs of Federal agencies. Agencies are required to establish and maintain a historic preservation program that is consistent with and seeks ways to advance the purposes of the Act. Section 110 of the NHPA requires Federal agencies to establish a historic preservation program for the identification and protection of historic properties. This involves in part, identifying, evaluating, preserving, and nominating historic properties to the National Register of Historic Places (NRHP). Section 106 of the NHPA requires Federal agencies to consider the effect of their undertakings on properties that are included in or are eligible for listing on the NRHP.

This report responds to the ACHP’s June 2017 Guidelines Implementing Executive Order 13287, as applicable to the agency and its mission. It also builds on MARAD’s three previous reports. Since the 2014 Section 3 Report, the NRHP listed the U.S. Merchant Marine Academy (USMMA) as a National Historic District (NHD) and listed the William S. Barstow mansion, which now serves as the American Merchant Marine Museum¹ (AMMM) individually.

¹ The AMMM is located on the academy’s campus, however, it is outside of the USMMA- NHD.

MARAD's historic property includes:

- One National Historic District (NHD);
- One individually National Register listed building;
- One National Historic Landmark (NHL);
- Heritage assets/museum collections.



The former mansion of Henri W. Bendel and later Walter P. and Della Chrysler, now serves as Wiley Hall, the academy's main administration building and the centerpiece of the USMMA National Historic District.

U.S. MERCHANT MARINE ACADEMY, KINGS POINT, NEW YORK

The U.S. Merchant Marine Academy National Historic District (USMMA-NHD) incorporates 30 contributing and nine non-contributing buildings, four structures, three contributing objects and one non-contributing object, and one site. The buildings are used for administrative/office spaces, academic spaces/classrooms, student dormitories, dining, recreation and general support.

The AMMM, in addition to serving as a museum, is occasionally used for classes and lectures. Approximately 12,000 people visit the AMMM annually, exclusive of midshipmen, faculty and staff. Many people visit the museum in large groups during special academy events such as Homecoming and graduation. Approximately one-quarter of visitors are family members of prospective or current midshipmen. All visitors are asked to sign a logbook, which is kept at the museum's main entrance.

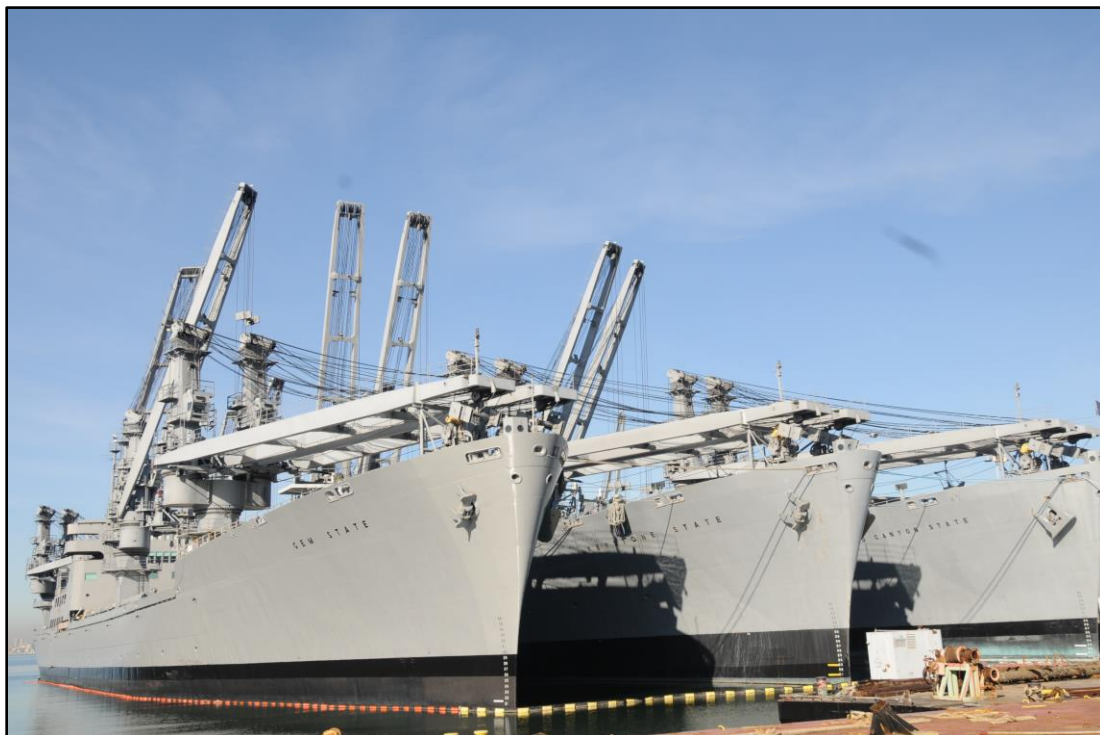
The AMMM uses local volunteers, many of whom are retirees, that serve as docents and assist in creating interpretive signage and setting up new exhibits. The Friends of the American Merchant Marine Museum, a 501(c)(3) organization, supports the AMMM's mission through fund raising and raising awareness of the history of the merchant marine.

MARAD updated the USMMA's and the AMMM's designations in the DOT's Real Estate Management System, commonly known as REMS. REMS is the designated system used to track the entire department's operating administrations. This data is reported to the Office of Management and Budget (OMB) in compliance with Executive Order 13327.

In 2015, MARAD executed an Interagency Agreement with the U.S. Army Corps of Engineers to draft a Programmatic Agreement, a Maintenance and Repair Manual, and a Landscape Management Plan to assist the academy in meeting its Section 106 legal requirements under the NHPA. MARAD is currently working with the New York State Historic Preservation Office (NYSHPO) and the ACHP to finalize the agreement.



Clockwise from top left: (1) The main staircase in Wiley Hall; (2) the former dining room in Wiley Hall, which is now used as a lounge; (3) the former William S. Barstow Mansion, which now serves as the American Merchant Marine Museum.



Three Ready Reserve Force (RRF) ships in Alameda California. The ships are more than 50-years-old. In 2016 MARAD entered into an Interagency Agreement with the National Park Service HAER office to document the *Keystone State* (middle). The vessels are modified-Mariner breakbulk ships that were rebuilt as cellular containerships in the 1970s. Recording this class will document both the adaptive reuse of the vessel, and the special cargo handling features of the crane ship.

NATIONAL DEFENSE RESERVE FLEET

The National Maritime Heritage Act as amended (16 U.S.C. §5405), legally obligates MARAD to dispose of all non-retention vessels in its National Defense Reserve Fleet (NDRF).²

Additionally, MARAD is the U.S. government's disposal agent for merchant-type ships that are 1,500 gross tons or more. When ships are no longer considered useful for defense or aid missions, the agency arranges for their disposal. Therefore, part of MARAD's mission involves disposing of vessels, some of which are eligible for listing, and disposal, by its very nature, is an adverse effect. As reported in 2014, prior to the disposal of a non-retention vessel, the agency first evaluates the ship for National Register eligibility and consults with the appropriate State Historic Preservation Officer (SHPO).

Since 2014, MARAD has evaluated seven vessels for historical significance. Of that number, none were determined eligible for listing. However, MARAD contracted with the National Park Service's Historic American Engineering Record office (HAER) to document the historical and technological

² The NDRF was established under Section XI of the Merchant Ship Sales Act of 1946 to serve as a reserve of ships for national defense and emergencies. A Ready Reserve Fleet (RRF) component was established in 1976, consisting of vessels that can be activated on short notice to provide rapid deployment of military equipment during an emergency. The RRF later became known as the Ready Reserve Force. As of August 31, 2017, the total number of vessels in the NDRF is 98. Of this number, 46 are assigned to the RRF, 32 are in a retention status, 15 are in a non-retention status and 5 are custody vessels held for other Federal agencies. Of the 15 non-retention vessels, 11 are 50-years-old or older.

development of six vessels in MARAD's fleet with measured and interpretive drawings, large-format photographs and written histories. The HAER documentation will provide historical background and graphic data to assist in the management and interpretation of the vessels. Four of the six vessels are more than 50-years-old. If any of these ships are determined to be eligible for listing on the NR, MARAD will use the HAER reports to inform its Section 106 review and analysis and the documentation will help mitigate any adverse effects. Also in 2016, MARAD produced two 360-degree virtual photography tours for two of these vessels for publication on its website.

NATIONAL HISTORIC LANDMARK

MARAD owns the Department of Transportation's (DOT) only actively-managed National Historic Landmark (NHL). The Nuclear Ship *Savannah*, the world's first nuclear-powered merchant ship, was designed and constructed in the late 1950s as a signature element of President Eisenhower's *Atoms for Peace* initiative. *Savannah*'s nuclear facilities are licensed and inspected by the U.S. Nuclear Regulatory Commission (NRC). The ship is maintained in protective storage in Maryland under a layberthing contract with the Vane Brothers Company at their Canton Marine Terminal in Baltimore. The layberthing contract term extends to November 2021. Under the conditions of the NRC license, MARAD must complete the decommissioning (remediation, dismantlement and disposal – a process known as DECON) of the ship's nuclear facilities within the next 20 years. Since 2008, *Savannah* has been opened for periodic public access, group tours and events, and inter-governmental training exercises. *Savannah* was designated as an NHL in 1991.

N/S SAVANNAH STEWARDSHIP

MARAD meets its primary NHL stewardship obligations while acting within the broad framework of its NRC license. *Savannah*'s exterior perimeter envelope is the licensed site boundary and the ship itself is the principal structure that contains and protects the nuclear facilities. The ship provides the support infrastructure for the personnel who maintain the ship and administer the license, and consequently the ship is kept in good, clean material condition without water ingress or other forms of environmental deterioration. Repairs and maintenance are performed using traditional and customary marine techniques and materials appropriate for a ship of *Savannah*'s vintage. Renovations employ like-materials wherever possible (e.g., upholstery or wall coverings), and original fabric samples are retained and spaces documented prior to work being performed. To date, no significant or non-reversible alterations have been made to the ship.

Major renovations to the ship's four primary public spaces were funded and completed in 2016-2017. The four spaces are the Main Lobby, (Passenger) Dining Room, Veranda and Main Lounge (named the Eisenhower Room since 2009). Also included were the connecting rooms between the Lounge and Veranda. The renovations were completed under a finding of no adverse effect from the Maryland Historic Trust, in its capacity as Maryland State Historic Preservation Office (MDSHPO). The scope of work for each space generally included the removal of asbestos-containing perforated acoustic ceilings and their replacement with aluminum ceiling panels to match the appearance and characteristics of the original; restoration of decorative lighting fixtures coupled with LED retrofits to incandescent and fluorescent lighting; and installation of independent HVAC systems for year-round climate controls. Additional minor architectural work was completed in those spaces. In the Dining Hall, a separate cleaning and conservation project for the extant Pierre Bourdelle *Fission* cast-plaster sculpture was completed.

In addition to the public space restorations, MARAD contracted for the replacement of the six banks of original PCB-bearing lighting transformers. The replacement transformers are sized for current and anticipated future loads, and accommodate non-linear loads such as electronic equipment and the LED lighting. Since completion, the observed reduction of electricity consumption has been about 20 percent, even after the addition of the new HVAC equipment.

N/S SAVANNAH DECOMMISSIONING

The Consolidated Appropriations Act for FY 2017 was enacted on May 5, 2017 and provided funding to MARAD to initiate the Decommissioning (DECON) project. The DECON project has three defined phases, and an approximate duration of seven years. DECON is a regulated NRC process that defines the end of the nuclear facility's lifecycle. The project is designed to meet NRC requirements for license termination and release of the site without restrictions. Phase I is principally geared toward engineering and planning for the subsequent Phase II controlled dismantlement of the nuclear reactor and its primary, secondary and auxiliary systems, structures and components. Phase I work will also modify the ship's interior structures and cargo holds to provide working space for contractors, and facilities for waste processing and preparation for transportation. Phase III is an administrative phase in which confirmatory surveys and remediation are performed immediately before the NRC terminates the license.

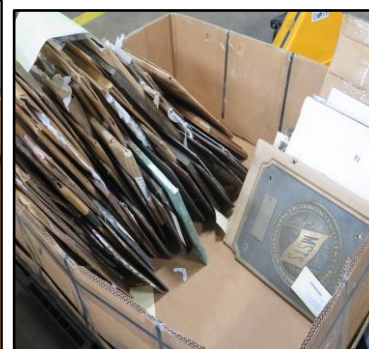
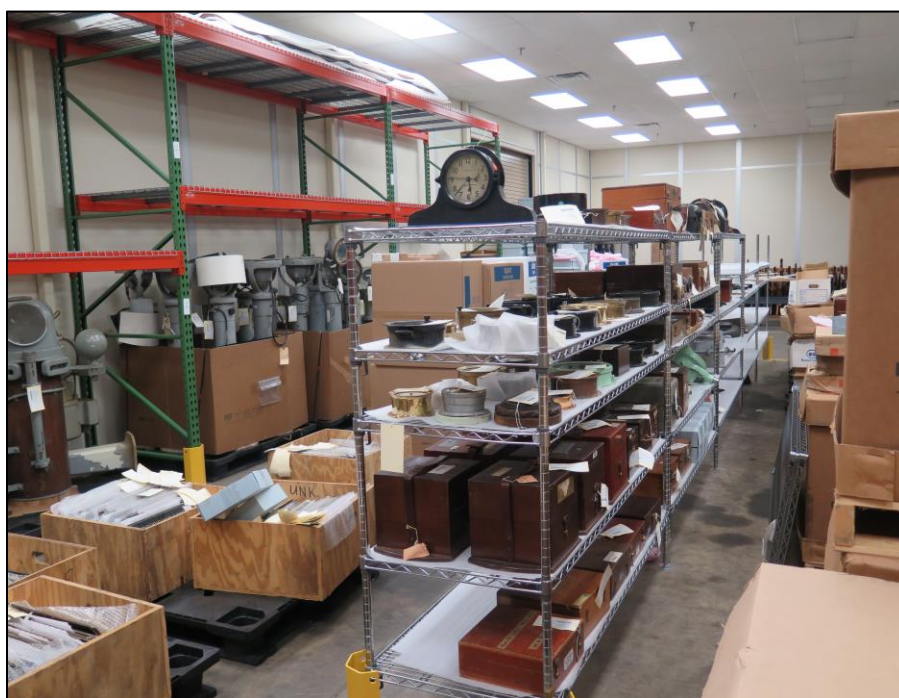
It may be evident from the above discussion that the normal outcomes of the NRC DECON-License Termination dismantlement and disposal process, and the NHPA's requirement to minimize harm to NHLs are different. MARAD has been aware of this issue since decommissioning planning first began in earnest around 2003, and its project plans have always been guided by the following four principles:

- Wherever possible, decommissioning activities are undertaken in a manner that fosters future preservation;
- All dismantlement activities will use existing ship accesses to minimize impacts to adjacent structure;
- Whenever an option is presented or evaluated, the path that promotes preservation is taken; and;
- Opportunities to improve the ship concurrent with decommissioning are exercised.

MARAD plans to work closely and in full consultation with the NRC, the National Park Service (NPS), the ACHP and the MHT as the decommissioning process moves forward.

HERITAGE ASSETS/MUSEUM COLLECTIONS

In 2017, MARAD reported more than 7,000 heritage assets in its collection. Much of the collection is either on exhibit or stored at the AMMM. The other large category of property includes objects that had been removed from NDRF non-retention ships prior to their disposal. This collection consists of numerous objects, many of which date to WWII. Examples include alidades; azimuth circles; barometers; bells; binnacles; builder's plates; nameboards; among others. These objects had been stored at two of MARAD's fleet sites³ and in a warehouse in Virginia. After nearly eight years of planning, these artifacts are now accurately accounted for and stored together as one collection (approximately 1,500 artifacts) in a secure climate-controlled space at Cheatham Annex in Williamsburg, VA. In 2016, MARAD awarded a contract to conserve the artifacts stored there. Many of these artifacts were removed from Victory ships. Victory ships were cargo ships built by the U.S. Maritime Commission (MARAD's direct predecessor agency) during WWII. Most Victory ships were named for U.S. towns, colleges, and universities. Once conservation is complete



MARAD's climate-controlled space at its warehouse at Cheatham Annex, where more than 1,500 artifacts that have been removed from non-retention vessels over the last several decades are stored. These photos were taken just after the space was completed and staff began to move the artifacts inside.

MARAD plans to reach out to each of their namesakes and offer to donate the ships' identifying objects, such as nameboards and builder's plates, for interpretation and display at their institutions.

MARAD has authority to transfer equipment from its obsolete ships to qualified memorial/museum ships. Between 2014 and 2017 MARAD transferred 28 artifacts to memorial ships and other qualified organizations. The artifact loan/transfer program continues to be an important element in MARAD's program by making its heritage assets accessible to the widest possible audience.

³ The fleet sites are the Beaumont Reserve Fleet in Beaumont TX, and the Suisun Bay Reserve Fleet in Benicia, CA. Property removed from ships at the James River Reserve Fleet in VA had been stored at an off-site warehouse.



Heritage asset storage space at Cheatham Annex in May 2017. Many of the artifacts have been removed for conservation.

All heritage assets are tracked in a database specific to museum collections. The number of heritage assets, as well as information concerning loans, accessions, and transfers is reported to MARAD's chief financial officer on a quarterly basis in compliance with the *Statement of Federal Financial Accounting Standards 29* (Heritage Assets and Stewardship Land).

CONCLUSION

MARAD continues to ensure that its historic properties are identified and preserved in accordance with the objectives of EO 13287 and Sections 110 and 106 of the NHPA. MARAD will continue to identify historically significant vessels slated for disposal and ensure that they are properly recorded and that all documentation is provided to researchers, historians and the public. MARAD will continue to work with the NYSHPO and the ACHP to finalize the Programmatic Agreement for the USMMA to assist the academy in meeting its Section 106 compliance responsibilities.