



U.S. Department  
of Transportation  
**Maritime  
Administration**

1200 New Jersey Avenue S.E.  
Washington, DC 20590

SEP 25 2014

Mr. Milford Wayne Donaldson  
Chairman  
Advisory Council on Historic Preservation  
1100 Pennsylvania Avenue NW, Suite 809  
Washington, DC 20004

Dear Chairman Donaldson:

The Maritime Administration is pleased to submit its Section 3 report pursuant to Executive Order 13287, "Preserve America".

Consistent with the Maritime Administration's mission and national security requirements, this report discusses the Maritime Administration's procedures for ensuring that historic properties owned or leased by the agency are identified and preserved in accordance with the objectives of Executive Order 13287.

If you have any questions regarding this report, please contact Ms. Barbara Voulgaris, Maritime Administration Federal Preservation Officer at 202-366-0866 or by e-mail at [Barbara.Voulgaris@dot.gov](mailto:Barbara.Voulgaris@dot.gov).

Sincerely,

A handwritten signature in blue ink, reading "Kevin M. Tokarski".

Kevin M. Tokarski  
Associate Administrator for Strategic Sealift  
Senior Policy Official



# **Progress Report**

## **U.S. Department of Transportation**

### **Maritime Administration**

---

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

September 30, 2014



## TABLE OF CONTENTS

Executive Summary .....	1
Maritime Administration Mission .....	1
Identification of Historic Properties .....	2
Historic Properties .....	2
U.S. Merchant Marine Academy, Kings Point, New York .....	2
National Register Eligible Vessels .....	3
National Historic Landmark .....	4
N/S <i>Savannah</i> Stewardship .....	5
Heritage Assets/Museum Collections .....	7
Historic Preservation Opportunities and Partnerships .....	8
Conclusion .....	9

## EXECUTIVE SUMMARY

Section 3 (c) of Executive Order 13287, “Preserve America” signed by President George W. Bush on March 3, 2003, 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.

MARAD operates the U.S. Merchant Marine Academy (USMMA) at Kings Point, New York, where nearly all of its real property is located. In August of 2014, the USMMA and the William Barstow Mansion, which serves as the American Merchant Marine Museum on the academy’s campus, were listed on the National Register of Historic Places (NRHP). MARAD also owns the Department of Transportation’s (DOT) only National Historic Landmark, N/S *Savannah*. *Savannah* is the world’s first nuclear-powered merchant ship, which was designed and constructed in the late 1950s as a signature element of President Eisenhower’s *Atoms for Peace* initiative. Additionally, MARAD has stewardship responsibilities for more than 7,000 heritage assets.

The 2014 Preserve America Progress Report updates the 2008 and 2011 reports concerning MARAD’s compliance with Sections 106 and 110 of the National Historic Preservation Act (NHPA). Section 111 does not apply to any of MARAD’s historic properties.

## MARITIME ADMINISTRATION MISSION

The Maritime Administration’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 significant portion of its waterborne foreign commerce. Moreover, this merchant marine should be capable of serving 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. The primary legislative authority governing MARAD’s current role in maritime transportation is the Merchant Marine Act of 1936 (46 U.S.C. §57103), as amended. Section 101 of the Act declares that it is U.S. policy to foster the development and encourage the maintenance of a merchant marine that is for the national defense and development of its foreign and domestic commerce.

MARAD operates the U.S. Merchant Marine Academy (USMMA) at Kings Point, New York. 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 U.S. Armed Forces.

## IDENTIFICATION OF HISTORIC PROPERTIES

The 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 NRHP. Section 106 of the NHPA requires Federal agencies to take into account the effect of their undertakings on properties that are included in, or are eligible for, listing on the NRHP.

## HISTORIC PROPERTIES

MARAD submitted its first Section 3 report in September 2008. The 2008 report focused mainly on MARAD's mitigation efforts concerning its obsolete ships that were determined eligible for listing on NRHP. The 2008 report further identified an area at the USMMA that was deemed eligible for listing as a National Historic District and one building that was deemed individually eligible for listing. Since 2011, MARAD has identified and expanded its four major categories of historic property:

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

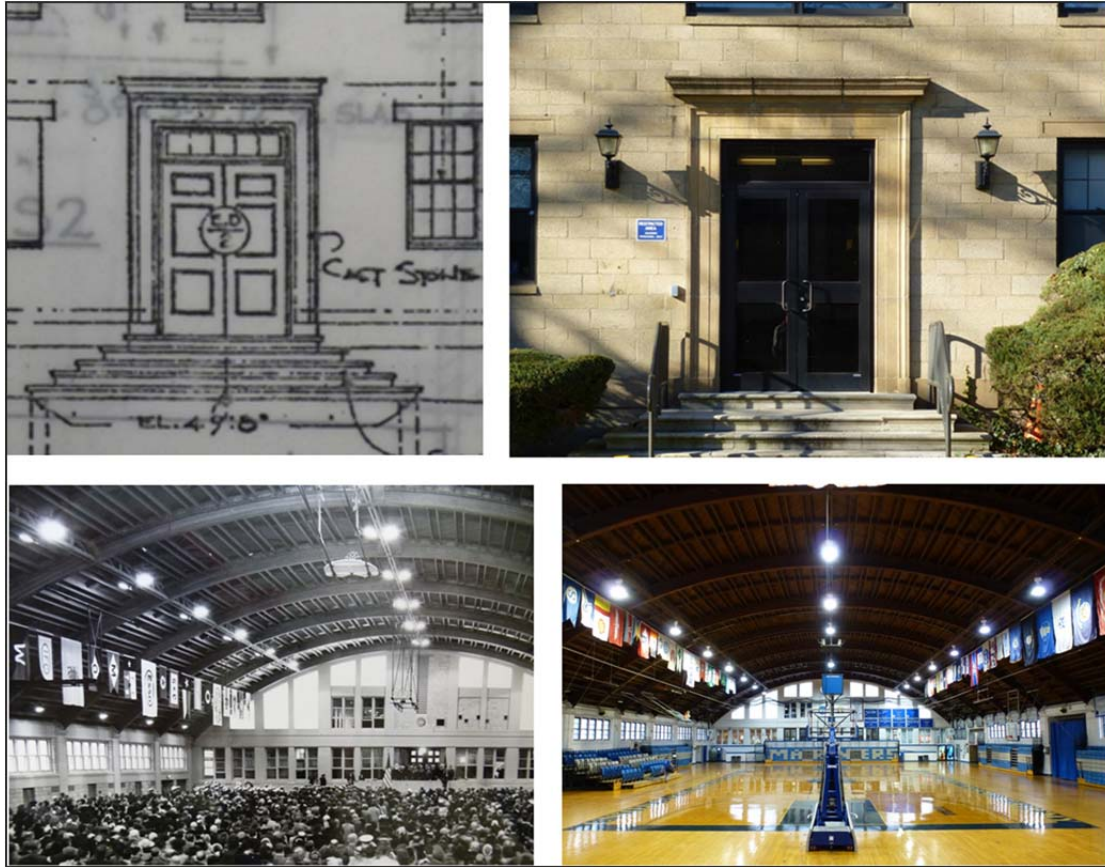
## U.S. MERCHANT MARINE ACADEMY, KINGS POINT, NEW YORK

In 2012, MARAD contracted with the U.S. Army Corps of Engineers Construction Engineering Research Laboratory (CERL) to complete a report<sup>1</sup> on the character-defining features of academy properties that had already been determined eligible for listing on the National Register in 2005<sup>2</sup>. The CERL report increased the boundary of the National Historic District and the number of eligible buildings to include 30 contributing properties and nine non-contributing properties. In July 2014, MARAD nominated the academy for listing on the NRHP as a National Historic District and the William S. Barstow mansion, now used as the American Merchant Marine Museum, as individually eligible. This increased the number of eligible properties by eighteen. On August 29, 2014, the USMMA and the William Barstow Mansion were listed on the NRHP. All of the buildings in the historic district are used for administrative/office spaces, academic spaces/classrooms, student dormitories, dining, recreation and general support. Besides serving as a museum, classes and lectures are occasionally held in the William Barstow Mansion.

---

<sup>1</sup> *Character-defining Features of Contributing Buildings and Structures in the United States Merchant Marine Academy Historic District*, Construction Engineering Research Laboratory, U.S. Army Engineer Research and Development Center, August 2014.

<sup>2</sup> *Cultural Resources Survey Report U.S. Merchant Marine Academy Kings Point, N.Y.* The Louis Berger Group, April 2005.



***Clockwise from top left: Original architectural drawings for the barracks; Cast-stone door of Palmer Hall; Interior of O'Hara Hall (drill hall/gymnasium) today; Early photograph of cadets in O'Hara Hall.***

DOT's Real Estate Management System, commonly known as REMS was updated in 2014 to include the additional properties and their new status. 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.

## **NATIONAL REGISTER ELIGIBLE VESSELS**

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).<sup>3</sup> 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.

---

<sup>3</sup> 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, which consists of vessels that can be activated on short notice to provide rapid deployment of military equipment during national emergencies. The RRF later became known as the Ready Reserve Force. As of August 31, 2014, the total number of vessels in the NDRF was 110. Of this number, 46 are assigned to the RRF, 36 are in a retention status, 20 are in a non-retention status and 8 are custody vessels (vessels being held for other federal agencies). Of the 20 non-retention vessels, eight are 50-years-old or older.



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 2008, 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).



**USNS *Comet* circa 1960. *Comet* is known as the "Mother of All Ro/Ros".**

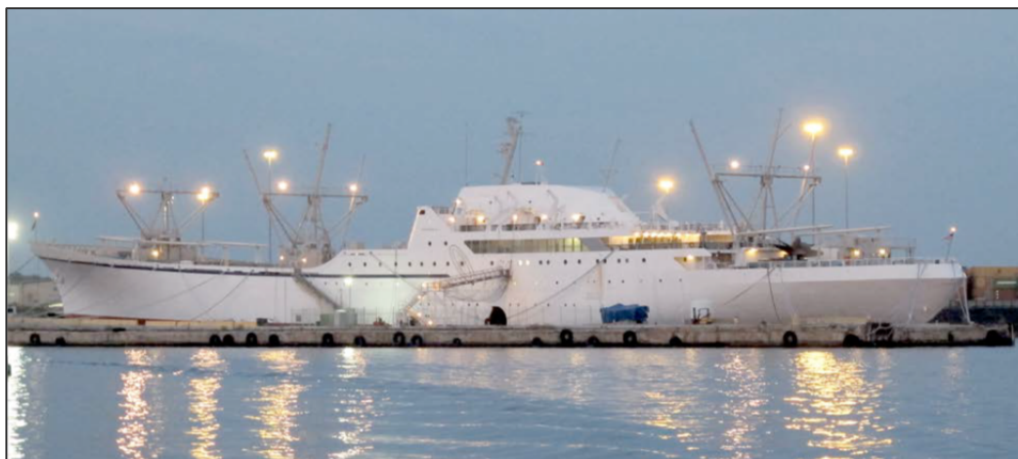
Since 2011, MARAD has evaluated nine vessels for historical significance. Of that number, two were determined eligible for listing. To mitigate the adverse effect for one of the vessels (USNS *Comet*), MARAD contracted with the National Park Service's Historic American Engineering Record (HAER) to document significant design features through measured and interpretive drawings, large format photographs and a written history of the vessel. All original documentation will be conveyed to the HAER collection at the Library of Congress.

*Comet* is considered to be the first purpose-built oceangoing "roll-on/roll-off" vessel. Roll-on/roll-off, or Ro/Ro, describes how wheeled-vehicular cargo is loaded and unloaded. This method was first developed during WWII for amphibious assault operations using short range landing craft. In the postwar period, the concept was refined and expanded beyond the assault class to include the rapid delivery by ship of vehicles carrying military supplies and equipment that could be immediately driven into forward staging areas. This eventually led to the development of the commercial Ro/Ro trade, particularly for cars and light trucks. *Comet* was known as the "Mother of All Ro/Ros" in honor of its pioneering design. In addition to the HAER survey, MARAD produced a three-dimensional virtual tour on its website so that the public can 'tour' the vessel long after it has been dismantled.

## **NATIONAL HISTORIC LANDMARK**

MARAD owns DOT's only 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 currently maintained in protective storage in Maryland under a layberthing contract with the Vane Brothers Company at their Canton Marine Terminal in Baltimore. Under the conditions of the NRC license, MARAD must complete the decommissioning (remediation, dismantlement and disposal) 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 listed as an NHL in 1991.



The NHL N/S *Savannah* in Baltimore fall 2012. Photograph by Jacquie Nielse.

## 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 to prevent 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.

Since 2011, several significant projects have been completed that substantially improve the visitor experience. These projects are supported by the non-profit N/S SAVANNAH Association, or employ resources provided to MARAD at no cost (e.g., federal surplus/excess materials and equipment). The most important of these projects is the rehabilitation of the Main Dining Hall on B Deck. All fixed seating was reupholstered; wall coverings on the forward bulkhead were replaced as original; lighting fixtures were repaired; trim work was painted in colors matched to original samples, and original decorative elements were returned and reinstalled in their original positions. These elements included the gilded model of the 1819 S.S. *Savannah* and artificial plants that were discovered stored in an adjacent crew stateroom.



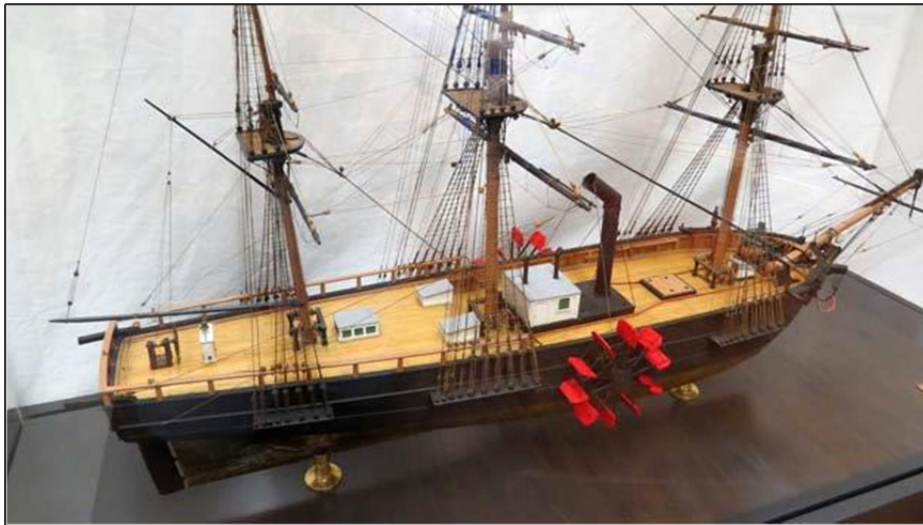


***Clockwise from top left: Dining Hall circa 2006; Dining Hall circa 2013; Another view of the Dining Hall, circa 2013; Crew staterooms after asbestos remediation.***

Recently, style-appropriate seating was obtained through the General Services Administration's excess (GSAXcess) property in sufficient quantity to outfit all tables. The Dining Hall has since been employed as a meeting space and for catered meal services for numerous public access events. Portable, removable air conditioning was fitted in 2014.

The ship's history and context is interpreted in public spaces, passageways, and gallery space created within the Crew Mess on B Deck. The crew mess is an example of adaptive reuse, where the framework of the space is original, while remaining fixed tables were removed to create three semi-enclosed galleries for free-standing exhibits. Elsewhere, museum-grade cabinetry was obtained from the Smithsonian Institution through GSAXcess. Other opportunities for improvements stemmed from necessary environmental remediation. In one example, three crew staterooms on C Deck required remediation of friable asbestos. The work was planned in such a way that when complete, two of the rooms were suitable for walk-through interpretation, while the third was equipped as a sample room, viewable from two sides through Plexiglas boundaries. The ship's laundry was employed as a temporary radiological sorting and sampling room for materials removed from the Cold Chemistry Lab in early 2014. Preparations for that effort left the laundry room suitable for public viewing when the temporary project was completed.

Future radiological decommissioning will require Section 106 consultation to conform the opposing outcomes of the two processes that govern the power plant decommissioning effort; the NRC license and implementing regulations that require dismantlement and disposal; and the NHPA's requirement for Federal undertakings to "minimize harm" to NHLs. MARAD expects the 106 consultation to consider the immediate decommissioning scope of work and the subsequent disposition options for *Savannah* as a single undertaking. Decommissioning and license termination must be completed by December 3, 2031 to meet current license conditions.



## HERITAGE ASSETS/MUSEUM COLLECTIONS

In 2014, MARAD reported more than 7,000 heritage assets in its collection. The majority of the collection is either on exhibit or in storage at the American Merchant Marine Museum at the USMMA. Other artifacts include property from obsolete ships removed prior to their disposal. All heritage assets are tracked in a database specific to museum collections. The number of heritage assets, as well as information concerning loans, 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).

MARAD has authority to transfer equipment from its obsolete ships to qualified memorial/museum ships. Between 2011 and 2014 MARAD transferred more than 3,500 artifacts and obsolete equipment to memorial ships and museums located throughout the U.S. For example, MARAD transferred galley appliances and utensils, dozens of ship clocks and tools, amongst numerous other artifact types to various museum ships for display. 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. Additionally, it supports dozens of museum ships and other educational institutions and their missions of promoting the nation's maritime history.



**Tools and other equipment onboard the museum ship ex-USS *Hornet* (CV-12) in Alameda. MARAD transferred several thousand pieces of equipment from its obsolete NDRF vessels to museum ships across the country to support their educational and preservation programs.**

## **HISTORIC PRESERVATION OPPORTUNITIES AND PARTNERSHIPS**

The National Maritime Heritage Act of 1994 (16 U.S.C. 5401) authorizes the National Park Service (in partnership with State Historic Preservation Offices) to administer the National Maritime Heritage Grant Program funded through proceeds from the sale of obsolete vessels from MARAD's NDRF.

The program was established to help State and local governments and private nonprofit organizations fund maritime heritage projects. The program is a national, competitive matching grants program that provides funds for maritime heritage education and preservation projects designed to reach broad audiences and enhance public awareness and appreciation for the maritime heritage of the United States. Federal agencies cannot apply directly for assistance; however, non-Federal organizations working under a legal agreement with a Federal agency that supports federally-owned historic maritime resources are eligible. State and local governments and private nonprofit organizations are eligible to apply.

In 2013, NPS and MARAD entered into a Memorandum of Agreement that established a cooperative partnership to promote and advance public awareness and appreciation for the nation's maritime heritage as authorized under the Act. Through the efforts of MARAD's Office of Ship Disposal, MARAD provided \$1,700,000 to NPS to fund the grant program in fiscal year 2014. This is the second time MARAD has provided funding for the program; however, this is the largest contribution to date due to the record number of sales of obsolete ships, many of which came from MARAD's Suisun Bay Reserve Fleet in Benicia, California. MARAD anticipates that if sales continue at or near current levels, the program can continue to support maritime heritage projects across the country for the foreseeable future.

## CONCLUSION

MARAD continues to improve its preservation policies by ensuring that its historic properties are identified and preserved in accordance with the objectives of EO 13287 and Sections 110 and 106 of the NHPA. In regard to MARAD's real property responsibilities, since 2011, 18 additional properties were identified and added to the agency's inventory of National Register eligible properties. In 2014, the USMMA and the William Barstow Mansion were listed on the NRHP. Next steps will include ensuring that preservation planning is fully integrated and considered during upcoming capital improvement projects at the USMMA through the development of a Programmatic Agreement with the New York State Historic Preservation Office. This will streamline compliance measures, while also allowing MARAD to continue to meet its mission and national security requirements.

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 to the general public. Today's technology now provides many new and creative means to document historically significant properties, such as through the three-dimensional virtual tour recently completed for the USNS *Comet* and published on MARAD's website.

MARAD is committed to continuous improvements in managing its historic properties through continued public access to the N/S *Savannah*, ongoing outreach efforts to organizations that promote the nation's maritime history, and by providing funding in partnership with the National Park Service for the National Maritime Heritage Grant Program.