

EVALUATION OF HISTORIC RESOURCES
IN COMPLIANCE WITH
THE NATIONAL HISTORIC PRESERVATION ACT OF 1966
(as amended)

36 CFR PART 800 – SECTION 106

To Consider the
Potential for Historic Resources to be Affected by the Development of a
U.S. Department of Veterans Affairs Medical Research Facility in
Sausalito, California



Located at: 25 Liberty Ship Way, Sausalito, Marin County, California

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1. **Introduction to the Work**

The San Francisco Veterans Affairs Medical Center (SFVAMC) acquired the former Marinship Machine Shop property in Sausalito from the General Services Administration as a location in which to expand its capacity for research related to VA's medical mission of serving the Nation's veterans.

SFVAMC contracted with Advanced Design Consultants and their subcontractor Urban Programmers to provide technical studies, including the Cultural Resources Evaluation. This report contains the background, historic building survey, and evaluation of the property at 25 Liberty Ship Way, Sausalito, California.

2. **Executive Summary of Conclusions**

The Historic Buildings Study combined historical research and physical inspections of the building to establish the historical context and to evaluate the Marinship Machine Shop for historical and/or architectural significance. Marinship Machine Shop was evaluated within the historical context of the "World War II and the American Home Front, National Historic Landmark Theme Study", National Historic Landmarks Survey, National Park Service, U.S. Department of the Interior, August 2004. It is also evaluated within the Context of WWII and the War Effort Industry-Shipbuilding in Northern California, Industry and Community Development in Sausalito, and Ethnic Heritage - Civil Rights. Although Marinship is described and referenced in several publications the Machine Shop had not been previously evaluated for National Register eligibility.

The period of documented significance is set between May 1942 and September 1946 – including the construction of Marinship and the end of WWII when the Marinship facility was decommissioned. Following the decommissioning of Marinship, the property was occupied by the U.S. Army Corps of Engineers as a material testing laboratory. Research did not uncover significant events or associations that would warrant extending the period of significance.

The Marinship ship building yard in Sausalito was important to the World War II effort by its efficiency in constructing "Liberty Ships" for the U.S. Navy. Of the many primarily wood constructed buildings, the Machine Shop is one of the few in the San Francisco Bay Area that retains integrity of location, design, materials, workmanship, feeling, setting and association. The building represents a distinctive form of architecture of which few remain in the San Francisco Bay Area.

Based upon the evaluation the building appears eligible for listing in the National Register of Historic Places under the following criteria.

- Criterion A: Military Industrial Complex WWII.
- Criterion B: The association with Joseph James; Civil Rights Movement.
- Criterion C: Embodying the distinctive characteristics of WWII, primarily wood construction and industrial design, engineering and architecture.
- Criterion D: Information on wood constructed industrial buildings of WWII and the potential for archeological material (See Section 36 CFR Part 800).

In addition to individual listing, the Marinship Machine Shop appears eligible for listing as a contributing property in a yet undocumented Marinship National Register Historic District.

2.1 History of Marinship Sausalito California (Historical Context)

On December 8, 1941, the United States declared war on Japan. Immediately, ports all across the nation began converting their operations to wartime pursuits. Other ports were created from scratch to meet the wartime need of manufacturing warships and other support vessels. Marinship was one of those new ports which were created to manufacture ships for the war effort.

On March 3, 1942, Kenneth K Bechtel of W. A. Bechtel Corporation ¹, together with Marin County residents Harry Allen, Ted Panton ,and Fred Boole, began construction of the shipyard at this location. They formed Marinship Corporation to construct the facility and bid for contracts from the U.S. Maritime Commission.

The land which was initially chosen for this facility was the old 1870's Northwestern Pacific Railroad repair yard, located at the base of Spring Street, at the northern end of Sausalito, California. It is situated along a stretch of mud flats on the shores of Richardson Bay, about three miles north of the Golden Gate. At the time of its purchase by the Marinship Corporation, the yard was owned by the Southern Pacific Railroad.



Photograph # 1: The lagoon c. 1942 prior to filling the bay to construct Marinship. Railroad is in foreground with long piers extending in to Richardson Bay.

Source: Courtesy of Marinship Exhibit, Bay Model Building, USACOE August 2009.

¹ “Marinship” Comp., Tim Colton, 23 May 2008, 27 Aug., 2009 <<http://shipbuildinghistory.com/history/shipyards/4emergency/wwwtwo/Marinship.htm>>.

The original plan was to construct six ship launching slip-ways. Unfortunately, it was discovered that the amount of space acquired from the Southern Pacific Railroad was insufficient to accommodate this need. Due to the emergency nature of the war effort and the dire need of the Maritime Commission to supply the Navy with more ships, the Marinship Corporation was granted eminent domain powers to acquire the additional land they needed from adjacent property owners. They turned to a community located on the edge of the bay, on a picturesque knoll called Pine Point (aka Pine Hill). With a deadline of March 28, 1942, the residents and tenants of 42 buildings were given only two weeks' notice to vacate their homes and businesses before they were razed.

At least 12 residences were saved from demolition by quickly relocating them elsewhere in Sausalito. The residents began to be removed from Pine Point from March 18, 1942 with the last one leaving on April 26, 1942.



Photograph # 2 Lagoon created by the railroad (right) and long piers. March 28, 1942

Source: Marinship Archives, Bay Model Building, Sausalito

Once the people were gone, the buildings were destroyed and the Pine Point hill was dynamited. An estimated 838,763 cubic yards of earth were removed from Pine Point, Waldo Point, and other nearby areas to be used as landfill to extend the Marinship yard out over the adjacent mud flats. This extra land created a shipyard 202 acres in size, making it one of the largest shipyards on the west coast. Twenty-five thousand nine hundred and fifty-two (25,952) timber pilings were driven into Richardson's Bay to support the new buildings, structures, and heavy machinery.

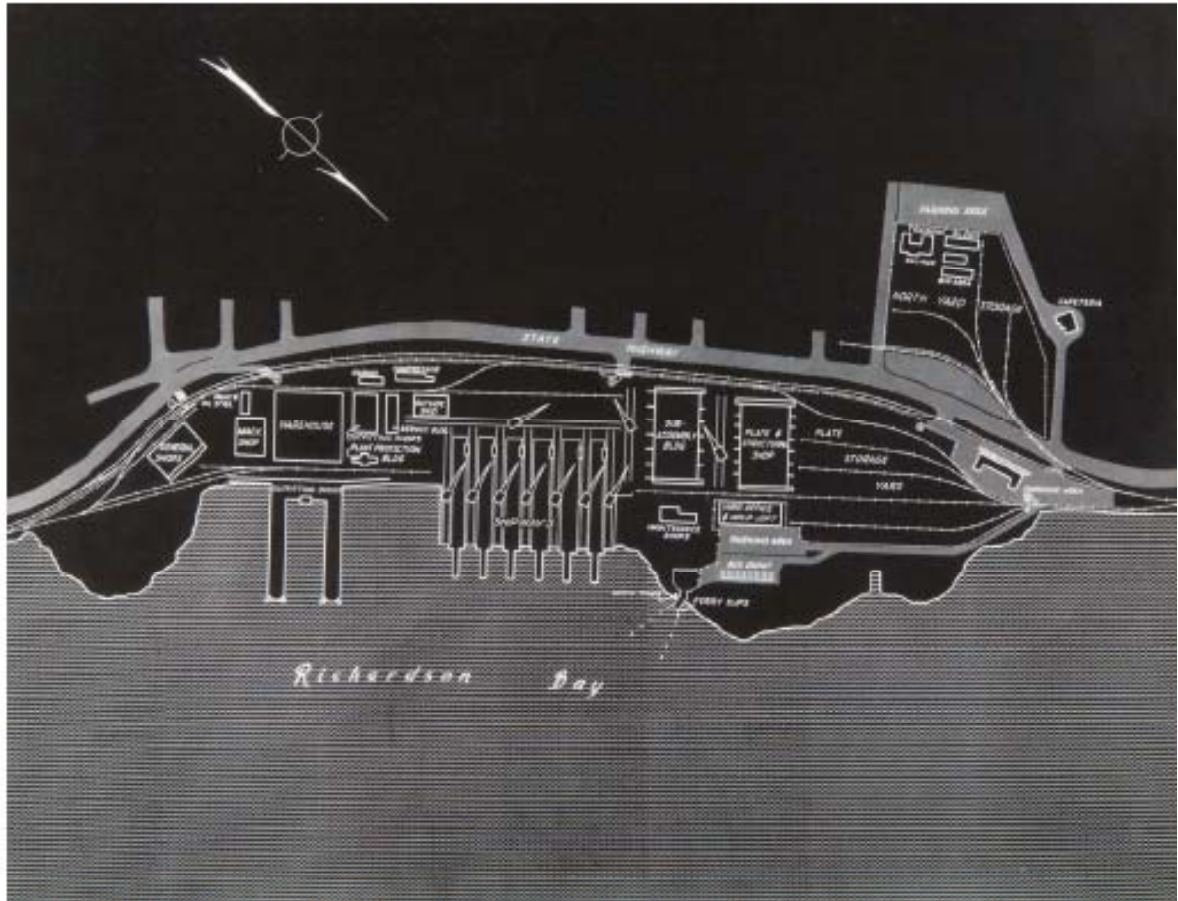


*Photograph # 3 Pile foundations driven at Marinship c. May 1942
Source: Marinship Archives, Bay Model Building, Sausalito*

A 300 foot wide by 1.5 mile long deep water ship channel was constructed by dredging 3,000,000 cubic yards of sea floor. Once the land was ready, the main buildings and structures of the Marinship yard were constructed.²

These included the six slipways, a ferry slip, and several buildings, including:

1. Industrial Center Building (ICB) at 480 Gate Five Road (originally the Yard Office and Mold Loft Building)
2. Schoonmaker Building at 10 Liberty ship Way (originally the General Shop)
3. Bay Model Visitor Center (originally the Warehouse)
4. Machine Shop Building at 25 Liberty Way³



Photograph # 4 Plan for Marinship c. March 1942

Source: Marinship Archives, Bay Model Building, Sausalito

The first ship keel was laid for the Liberty Ship “William A Richardson” on June 27, 1942; a mere three months after construction of the shipyard began.⁴ Two thousand laborers worked in shifts around the clock to accomplish this feat.⁵

² Finnie, Richard, editor, *Marinship: The History of a Wartime Shipyard*. San Francisco: Taylor and Taylor, 1947

³ “Marinship.” Comp., Tim Colton.

⁴ *Ibid.*

⁵ *Ibid.*

Marinship operated 24 hours a day. At its peak, 20,000 workers were employed at Marinship. These men and women worked in one of three, 8-hour shifts, at least six days a week. Like other major shipyards along the west coast, this workforce was composed of immigrants from regions all over the nation. These new residents swelled the local population and the housing shortage was acute. To relieve this burden, the Maritime Commission and the Federal Housing Authority built a new community to the north of the shipyard, called Marin City. Housing for 6,000 was provided and within one year, it was the second largest city in Marin County.⁶

Given that Marinship was a relative latecomer in the shipbuilding industry, most of the experienced craftsmen they needed were already employed in other, more established shipyards.

This required extensive on the job training for most new hires, with experienced craftsmen supervising junior employees who learned their trade as they produced. Surprisingly, quality was exceedingly high with not a single major failing of any ship released from this ship yard.

Ships were constructed on a large assembly line. The process began on the north side of the yard where the raw steel was delivered. It proceeded south on open-air skids through the various specialized pre-assembly shops. These included the Plate and Sub-Assembly Shops. At each shop, the materials were combined and recombined to construct ever larger sections of the vessel being built. Once a particular section was completed, a large, traveling crane was brought in to lift it onto the hull where it was welded together. Each launch was greeted by the workers with much enthusiasm. The ship was then towed to the Outfitting Docks and given the finishing touches.⁷ Depending on the ship, these finishing touches could last anywhere from one week to nearly seven months.

Marinship was one of several yards in the San Francisco Bay Area. Along with the Kaiser Shipyard in Richmond, Marinship was classified as an “emergency yard”⁸, which was part of the Federal Emergency Shipbuilding Program. These yards were charged with building cargo ships and/or tankers quickly, to facilitate the transport of cargo, troops, and fuel to foreign theaters. Marinship was initially expected to be one of four yards which were to exclusively produce T2 type tankers. However, the T2 type tanker was still in the design stage at the time Marinship became operational. Therefore, the initial 5 months of operations were devoted exclusively to the construction of cargo ships. These cargo ships were commonly referred to as Liberty ships. They were designed so that they could be built fast and cheap. Little effort was put into comfort or durability. Their designed lifespan was a mere five years. A total of 15 Liberty ships were launched from Marinship, the last one being delivered on August 14, 1943. On December 7, 1942, a retooled Marinship yard began making T2-SE-A2 type tankers. This type of tanker was built nowhere else.

This tanker (along with the T2-SE-A1 and T2-SE-A3 type) came to dominate construction at the shipyard after April, 1943. Marinship set a world speed record on June 16, 1945 by delivering the T2-SE-A1 tanker, “Huntington Hills”, just 33 days after its keel was laid on May 14, 1945. At that time, this was nearly twice as fast as any comparable tanker produced anywhere else. Marinship was active from June 27, 1942 until September 25, 1945.

⁶ “Marinship.” Comp., Tim Colton

⁷ Ibid.

⁸ United States. National Park Service. “Shipbuilding Essay--World War II in the San Francisco Bay Area:

A National Register of Historic Places Travel Itinerary” Build Ships! San Francisco Bay Wartime Shipbuilding Photographs. 28 Aug. 2007.

National Park Service. 27 Aug. 2009. <<http://www.nps.gov/history/nr/travel/wwIIbayarea/shipbuilding.htm>>.

In that time, it delivered 15 Liberty ships, 16 fleet oilers, and 62 tankers, with a new vessel produced, on average, every 13 days. Marinship's flagship, the USS Tamalpais was among eight Marinship tankers present in Tokyo Harbor to witness Japan's surrender on August 14, 1945.

Marinship was the most racially and sexually integrated shipyard in California. Thousands of African-Americans made up 10% of the workforce, making them the largest ethnic minority at Marinship. Women comprised 25% of the workforce.⁹ However, racial tension existed between the African-Americans, Marinship Corp. and their unionized white co-workers. Local Union No. 6 of the International Brotherhood of Boilermakers, Iron Shipbuilders and Helpers of America (International Brotherhood) had a "closed shop" agreement with Marinship Corp. that compelled the company to dismiss any worker of a profession covered by the International Brotherhood who was not a dues-paying member in good standing.

This union did allow the African-Americans to join an auxiliary union "lodge" (Auxiliary A-41), but did not allow them to join the bona fide union Local No. 6. The African-Americans felt that this policy was discriminatory because it did not grant them full membership privileges and in fact excluded them from higher-paid skilled labor positions which the union reserved for white members. In the summer of 1943, 950 African-Americans refused to join the union's Auxiliary A-41 lodge. The union felt that this refusal disqualified them from employment at Marinship and demanded that Marinship Corp. fire them. Marinship Corp. complied and the workers appealed this to the Fair Employment Practices Commission, who directed the union to abolish the auxiliary lodges in December, 1943. However, the union refused to obey this order. As a result, in 1944, one of the African-American workers, Joseph James, filed suit against Marinship Corp. and the union in state court, claiming unlawful discrimination in violation of the anti-discrimination provisions of Marinship's contract with the U.S. Maritime Commission. He won an injunction in the lower court and the men returned to their jobs. However, the union and Marinship Corp. appealed to the California Supreme Court. The final decision was handed down in January, 1945, and reaffirmed the lower courts ruling. This was a major victory in the civil rights movement that upheld the Federal prohibition on racial discrimination outlined in President Roosevelt's Executive Order 8802 (issued, 1941). It became a legal precedent for many future civil rights cases involving racial discrimination against African-Americans. Joseph later went on to become the President of the National Association for the Advancement of Colored People.^{10 11}

After World War II ended, Marinship's workforce quickly dwindled, until by November, 1945, only 600 employees remained.¹² In 1946, it was decommissioned and many of its former workers remained to enlarge Sausalito's large houseboat community or remained in Marin City.¹³ That year, it was turned over to the War Assets Administration. In 1948, they turned it over to the U.S. Army Corps of Engineers, who in turn sold most of the land to private and public owners. They only retained the Machine Shop and Warehouse, which they transformed into the South Pacific Division Laboratory and Bay Model.

⁹ United States. US Army Corps of Engineers. "US Army Corps of Engineers." 12 May 2009. US Army Corps of Engineers. 27 Aug. 2009. <http://www.spn.usace.army.mil/bmvc/bmjourney/visit_model/exhibits/marinship.html>.

¹⁰ Fenison, Jimmy B. "James, Joseph (? -- ?) | The Black Past: Remembered and Reclaimed." BlackPast.org. 28 Aug. 2009. <<http://www.blackpast.org/?q=aaw/james-joseph>>.

¹¹ Gibson, C.J. "James v. Marinship (1944) | The Black Past: Remembered and Reclaimed." James v. Marinship, (1944) 25C2d 721. BlackPast.org. 28 Aug. 2009. <<http://www.blackpast.org/?q=primaryWEST/james-v-marinship-1944>>.

¹² United States. US Army Corps of Engineers.

¹³ Stafford, Matthew. "Marin County Genealogy - Marin County - Our Towns." 19 March 2007. Marin County Genealogical Society. 27 Aug. 2009. <http://www.sfgenealogy.com/marin/ourtowns/ot_s.htm>.

2.2 **Marinship Machine Shop Data**

Address:	25 Liberty Ship Way, Sausalito, CA
Acres:	1.3 acres
APN:	06310011
Former uses:	Machine Shop for the Marinship shipyard 1942-1945 U.S. Army Corps of Engineers South Pacific Division Laboratory 1950-1997
Owners:	Marinship Corporation 1942-1946 U.S. Army Corps of Engineers 1948-2006 Dept. of Veteran's Affairs 2007-Present

2.3 Marinship Machine Shop Architectural Description and Details

The Marinship Machine Shop represents a typical American industrial architecture design ethic, focusing on utilitarian concepts at the expense of any aesthetic consideration. The functionality of the building is paramount and expresses itself in a beauty based on utility, strength, stability, and function rather than picturesqueness often associated with other building types. This approach to industrial design was given new acceptance in the 1940's by the increasing popularity of modernism in residential and commercial designs, which introduced the philosophy of form following function to a heretofore non-minimalist architectural tradition.

The Machine Shop is a wood frame building, generally aligned on a northeast-southwest axis and clad in plywood panels. The four rows of skylights running lengthwise along the three-compass roof, coupled with the three rows of ribbon window side walls along the northeast, northwest, and southwest elevations provide the building with extensive natural lighting.

Each row of ribbon windows contains four windows, aligned symmetrically with the row above it. The top two rows are fixed, while the bottom row is double-hung sash. The southeast facade, which contains the offices, sports two rows symmetrically aligned double-hung sash windows.

The northeast facade is equipped with three roll-up metal doors, with two of them protected by sliding plywood doors. A painted sign between the second and third rows of ribbon windows reads "MACHINE SHOP." The southeast facade has an identical arrangement.

Measuring 139 x 203 feet, the building provides 37,500 square feet of floor space. The ends are three bays wide, with a two-story row of offices attached to the southeast elevation. The roof is supported by three rows of bow-string truss systems. The main block of the building is divided into three large partitioned bays approximately two and one half stories in height, while a two-story lean-to along the southeast side affords office, and crew space. It has a smooth, continuous concrete floor. Three traveling cranes, supported on crane girders mounted on the wall, served each bay, one assembly remains. The original fire hose reels (installed in all Marinship buildings¹⁴) are found along the walls.

As part of the hazardous materials remediation the yellow asbestos tile, added by the USACOE to cover the facades was removed in the spring of 2008.¹⁵ Other work has removed the roofing material on the main sections of the building. Vandals have broken many of the windows. In addition, time and natural forces have deteriorated the piles supporting the building.

¹⁴ Finnie, "Marinship: The History of a Wartime Shipyard" pp. 83-84

¹⁵ Prado, Mark. "VA construction work prompts asbestos worries in Sausalito."



*Photograph # 5 Marinship facility c. 1943, Arrow locates the Machine Shop Building
Source: Marinship Archives, Bay Model Building, Sausalito*

The materials used to construct the original building represent the importance of using wood to preserve metal for the war effort. The siding, large panels of plywood would have been metal were it not for this national directive to preserve metal. Because of this construction restriction many of the WWII buildings, built for a specific purpose and short life or temporary use life, have deteriorated.

The interior exhibits numerous partition walls and large open spaces typical of industrial uses. Many of the interior features and surfaces appear to be original material although the exact locations have not been verified. Floor plans that document the building as it was used by the USACOE appear to have divided the large spaces of the Marinship Machine Shop.

2.4 Marinship Machine Shop Construction and Use History

For the first three months during the construction of the Marinship yard, a Construction shack was used as a first aid station. This station was located near what was later to be the northeast corner of the Machine Shop.¹⁶

Construction of the Machine Shop began on June 20, 1942 with the driving of the foundation piles. This work was completed on June 22, 1942. Between June 24th and June 30th, 1942, the concrete foundation was poured. On August 8, 1942, the Machine Shop was completed. The two-story extension attached to the southeast elevation was built from October 30, 1942 through March 22, 1943.¹⁷

The building was used as a machine shop for the Marinship shipyard during World War II. In 1946, the Marinship yard was decommissioned. That year, it was turned over to the War Assets Administration. In 1948, they turned it over to the U.S. Army Corps of Engineers (USACE), who, in 1950, converted it into the South Pacific Division Laboratory. This laboratory conducted geotechnical testing. In the early 1990's, an analytical laboratory capability was added. The USACE Laboratory closed in 1997. Between March and June, 2006, the site underwent remediation for polychlorinated biphenyls (PCB) contamination.

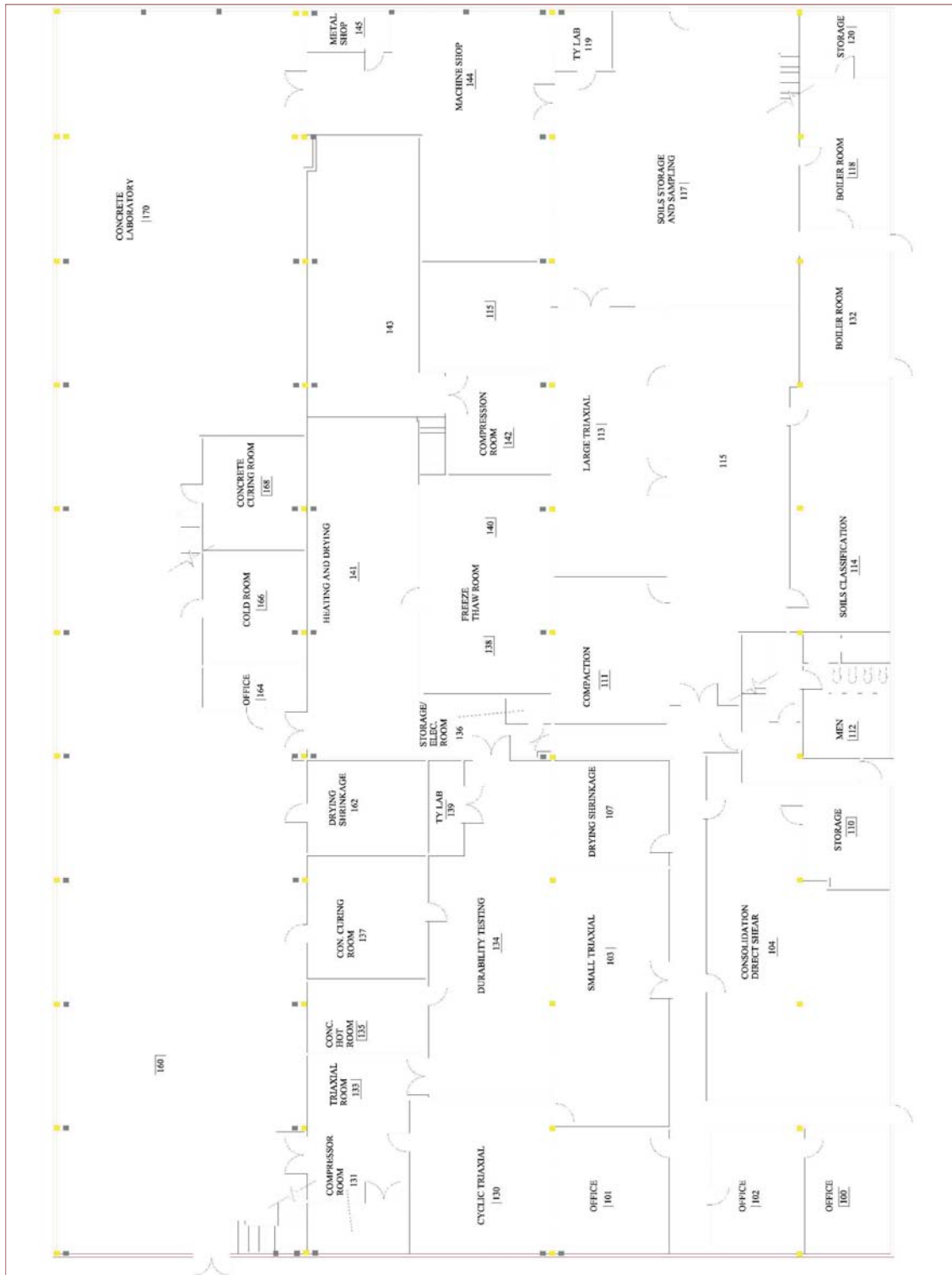
In 2007, the USACE transferred the building to the General Services Administration, who in turn transferred it to the Department of Veterans Affairs, San Francisco Veterans Affairs Medical Center (SFVAMC). The SFVAMC took possession of the building with the intention of turning it into a research center, where researchers would study post-traumatic stress, HIV, liver disease, cardiac surgery and other ailments.

The following diagrams of the Machine Shop Building's first and second floors depict the uses and divisions of the spaces created by the USACOE. The photographs of the active machine shop show the interior was largely open areas filled with milling and other machinery.

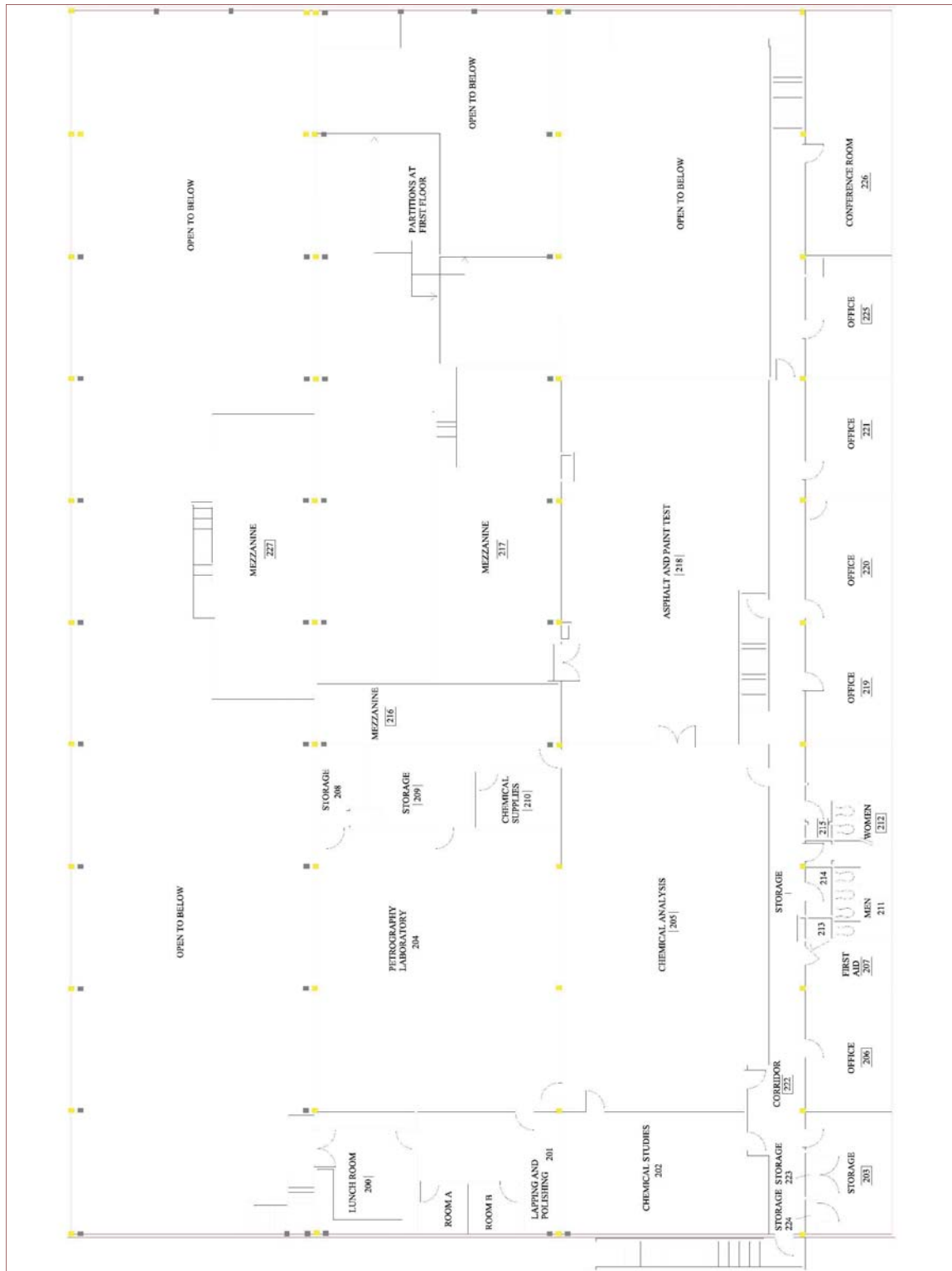
¹⁶ Ibid. p. 74

¹⁷ Finnie, "Marinship: The History of a Wartime Shipyard" pp. 20

Marinship Machine Shop First Floor Plan, USACOE era



Marinship Machine Shop Second Floor Plan, USACOE era



2.5 Marinship Machine Shop Functions as essential to the Building of Ships¹⁸

In order to keep up with the tight schedule of delivery imposed on them by the U.S. Maritime Commission and the U.S. Navy, it was essential that the highest level of coordination exist between the various crafts. The mechanical operations of the ship facilities had to synch with the operations of the shore facilities. To accomplish this coordination, it was necessary to clearly separate the ship mechanics from the shore mechanics. The mechanics in the Machine Shop fabricated the boilers, piping, rigging, etc., while the mechanics on the ships installed them. While the installers were performing their work, the fabricators were working on creating the next delivery to be installed. All this was supervised by Section Supervisors or Superintendents for each craft, who in turn were under the overall supervision of the Production Manager.

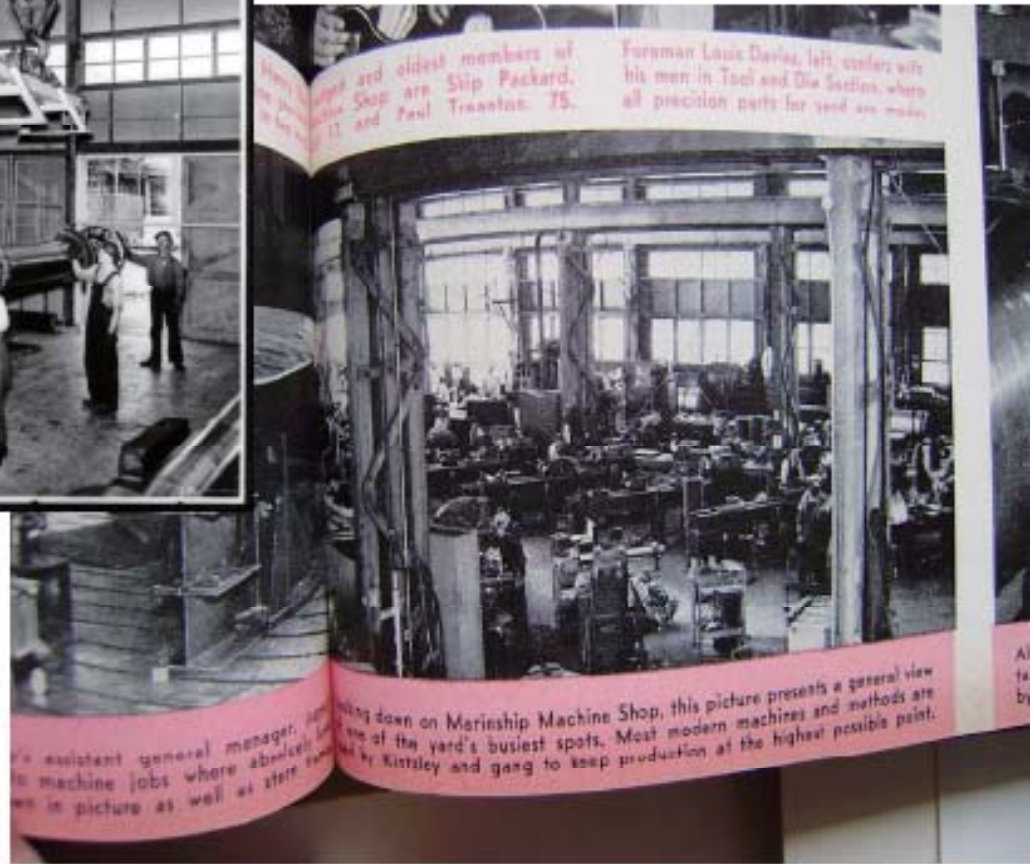
Like the rest of Marinship, the Machine Shop had three shifts of workers operating 24 hours a day. It was equipped with everything the machinists needed to perform their work. Unlike the rest of the tradesmen in the Marinship yard, including the ship-based machinists, these men were by and large very experienced in their specific skill set, with years of background work in their craft. This high degree of expertise was necessary to produce work within the exact tolerances of marine installations. Much of the equipment, including stern frames, rudders, bearings, and line shafts, needed to be machine-finished and hand-spotted to within one thousandth of an inch.

One class of machinists were the most specialized of all. These were the machinists who operated the tool and die department. These individuals made and maintained the set of special tools, dies, cutters, jigs, and so forth that other machinists relied on to make their precision products. These machinists had their own section of the Machine Shop, equipped with the precision machine tools they needed.

The Machine Shop also created and repaired parts the ship yards operating equipment.

The Machine Shop supervised the machinists working in the nearby Machinery Storage Warehouse. These machinists were responsible for auxiliary and less precision-oriented machining. It also housed the clerical employees who kept records of the transactions, shipments, and receipts.

¹⁸ Finnie, "Marinship: The History of a Wartime Shipyard" pp. 323-325



Photograph # 6 & 7: Marinship facility newsletter *The Mariner* 2/5/1944 - photograph of interior of Marinship Machine Shop Source: Marinship Archives, Bay Model Building, and Sausalito

2.6 Marinship Machine Shop Evaluation of Integrity and Significance

The Marinship Machine Shop was evaluated within the historical context of “World War II and the American Home Front, National Historic Landmark Theme Study”, National Historic Landmarks Survey, National Park Service, U.S. Department of the Interior, August 2004. It was also evaluated within the Context of WWII and the War Effort Industry-Shipbuilding in Northern California, Industry and Community Development in Sausalito and Ethnic Heritage - Civil Rights, and the as an example of industrial construction during WWII.

The period of significance is set between May 1942 and September 1946 – including the construction of Marinship and the end of WWII and the decommissioning of the Marinship facility.

The Marinship Machine Shop property and building was evaluated to determine if it was eligible for listing in the National Register of Historic Places. The initial evaluation was to determine integrity based upon the seven aspects of integrity identified by the National Park Service in National Register regulations and guidance.

- Location:** The Machine Shop has not been moved since its period of significance and therefore possesses integrity of location.
- Design:** The building retains the original design with very little modification since its period of significance and therefore possesses integrity of design.
- Setting:** The setting has a moderate level of integrity, as its immediate surroundings have not changed considerably since the period of significance. The building is still surrounded to the northwest by the original Warehouse Building, to the northeast by Richardson Bay and Mt. Tamalpais beyond, to the southwest by a 1947, original Butler storage building, and to the southeast by the original General Shop.
- Materials:** Used to construct the Machine Shop, structural frame, siding and interior spaces retain a high degree of integrity. A yellow asbestos siding which was added after the period of significance was removed in 2008 to reveal the original plywood siding and painted “MACHINE SHOP” signage on the northeast and southwest elevations. As the design and materials of the Machine Shop have not been permanently altered since the period of significance, the original workmanship retains a high degree of integrity.
- Feeling:** Is somewhat compromised by the reuse of the surrounding area to one of recreation and commerce.
- Association:** The building retains the link to the association with Marinship and the construction of vessels. Although somewhat compromised by the fact that the shipyard at large and the Machine Shop in particular no longer have the equipment to serve the functions they had during the period of significance. However, the maritime setting, as well as the remaining historic elements of the interior of the Machine Shop, such as the traveling cranes, the exposed duct and pipework, and the fire suppression infrastructure survives to convey a moderate level of integrity for both association and feeling. Therefore, the Machine Shop possesses a relatively high level of integrity encompassing at least some of all seven aspects of integrity.

The Marinship Machine Shop building is a surviving element of the once sprawling Marinship shipyard which was an important component of the United States shipbuilding effort during World War II as well as pivotal in the development of Marin City, Sausalito, and Marin County in general.

Marinship was the only shipyard in the nation that produced the 10,000 horsepower, top of the line tanker class, the T2-SE-A2. These were the most powerful oil tankers ever produced and revolutionized the reach and extent of American firepower in the Pacific. Contrary to the older design, these tankers had the speed to keep up with the fast-moving Navy Task Forces as they swept across the Pacific. They allowed the Navy to stay at sea for longer than ever before.

Coupled with America's classified method of at-sea refueling, these tankers gave it a powerful tactical advantage over their Japanese adversaries. The famed Task Force 58 relied on these super-fast tankers to carry out their remarkable attacks on the Japanese fleet and were instrumental in America's victory in that war.¹⁹

Marinship was also important in the development of Bechtel Corporation, one of the nation's most powerful corporate empires and one of the first companies to form the class of corporations referred to by President Eisenhower as part of the Military-Industrial Complex. The cooperation which developed between Bechtel Corporation and the federal government provided a template for this controversial partnership that came to characterize the nation's defense economy to this day.²⁰

Marinship was center stage in the precedent-setting *James v. Marinship* case that banned racial discrimination in closed shop trade union venues. This case cemented the reputation of the civil rights leader, Joseph James, and led to his eventual position as the President of the National Association for the Advancement of Colored People.²¹

Marinship was a significant element in the World War II explosion of immigration from parts all across the nation. This wave of immigrants were attracted to the shipbuilding industry that was in desperate need of labor and constituted the largest influx of people into the state since the gold rush of 1849-1852. Many immigrants remained after the war was over and the jobs disappeared. Partly due to direct and indirect racial discrimination, the hardest hit segment of this immigrant population were the African-Americans. These people lost their jobs to the returning (predominantly white) servicemen as well as the dramatic decrease in federal money flowing to the shipbuilding industries. These people formed the nucleus of the large black populations in Oakland, Richmond, San Francisco, Marin City, and elsewhere in the Bay Area.²²

Born under the drive of Kenneth K. Bechtel, Harry Allen, Ted Panton, and Fred Boole as the Marinship Corporation in 1942, the shipyard passed into oblivion at the end of World War II. Today, the piers supporting the landfill, Yard Office and Mold Loft Building, General Shop, Warehouse, and Machine Shop Building and some other minor buildings still remain from the period of significance (1942-1945).

¹⁹ Finnie, "Marinship: The History of a Wartime Shipyard" pp. 196

²⁰ Wollenberg, Charles, *Marinship at war : shipbuilding and social change in wartime Sausalito*; foreword by Jack Tracy Imprint Berkeley, Calif. : Western Heritage Press, c1990 p. 6

²¹ Fenison, Jimmy B. "James, Joseph (? -- ?) | The Black Past: Remembered and Reclaimed."

²² Wollenberg "Marinship at War" p.2-3, 96, 83-84

The Machine Shop, an instrumental part of the Marinship production line, has a direct connection to all these significant events and important individuals in both the nation's, as well as the San Francisco Bay Area's history.

The Machine Shop appears eligible for listing in the National Register of Historic Places under;

- Criterion A: Military Industrial Complex WWII; for association with the Civil Rights Movement.
- Criterion B: The association with Joseph James; Civil Rights Movement.
- Criterion C: For embodying the distinctive characteristics of WWII, primarily wood construction and industrial design, engineering and architecture.
- Criterion D: For information about the wood construction and use of industrial buildings during WWII and providing information on Native American habitation and historic elements of the North Coast Railroad, Marinship or early settlement along Richardson Bay.²³

In addition to individual listing the Marinship Machine Shop appears eligible for listing as a contributing property in a yet undocumented Marinship National Register Historic District that may encompass the Marinship boundaries 1942-.1946.

The second building on the property is a c. 1948 Metal storage building manufactured by the Butler Company. This building was brought to the site by the U.S. Army Corps of Engineers to be used for equipment and vehicle storage. The building was not associated with the Marinship facility during the shipbuilding phase. Research did not uncover any significant events or associations with the people that were significant in the history of the U.S. Army Corps of Engineers or the City of Sausalito. The metal "kit" building was developed by the Butler Company prior to WWII, when the company branched out from making storage tanks to easily assembled, strong buildings. The shortage of metal during WWII limited the production of metal storage buildings and the company did not reenter the commercial markets until after 1945. By 1948-50, the company was producing the expandable, easily assembled, "rib-kit" metal buildings for a wide variety of customers, including the U.S. Army. Often used for storage, the buildings continue to be manufactured.

Applying the criteria of the National Register it does not appear that the building is eligible for listing.

- Criterion A: The metal storage building is not associated with events that have made a significant Contribution to the broad pattern of history.
- Criterion B: The storage building is not associated with individuals significant in the past.
- Criterion C: This is a common style of the building that was produced in large quantity and is still produced. The metal building does not represent distinctive architectural characteristics or the work of a master designer. The building is functional but not artistic.
- Criterion D: The building stands on a shallow concrete base slab atop the piles and fill of the Marinship site. Historic or pre-historic archeology is not likely to have been this far into Richardson's Bay.

²³ Holman & Associates, letter of November 10, 2010

2.7 **Marinship and Marinship Machine Shop Major Bibliographical References**

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11. Interviews:

Elizabeth Robertson Volunteer who organized Marinship records 415-868-0103

Nance Rogers US Corp of Engineers Manager of Bay Model 707-431-4555

Jane Hicks Corps of Engineers Regulatory Branch SF, Formerly at Sausalito

Elizabeth Youn Corp of Engineers Real Estate Department Sacramento
916-557-7013

Ed Wiley - retired Corps of Engineers managed Lab in Machine Shop Building

Heidi Burns – Sausalito Planning Department – Landmarks; 415-289-4145
Sausalito Historical Society- 415-298-4117

Glem Miltenberger COE Real Property Officer for SF/SAC area. 916-557-6824

2.8 Marinship Machine Shop Photographs



Name: Marinship Machine Shop
Address: 25 Liberty Ship Way, Sausalito, Marin County CA
Photographer: Bonnie Bamberg
Date: July 2009
View: Main (front) Façade
Camera Facing West
Photograph # 2.9. 1



Name: Marinship Machine Shop
Address: 25 Liberty Ship Way, Sausalito, Marin County CA
Photographer: Bonnie Bamburg
Date: July 2009
View: Front (East) Façade- Office addition, 1943
Camera Facing Southwest
Photograph # 2.9. 2



Name: Marinship Machine Shop

Address: 25 Liberty Ship Way, Sausalito, Marin County CA

Photographer: Ed Anderson

Date: October 2009

View: West Façade

Camera Facing South

Photograph # 2.9. 3



Name: Marinship Machine Shop

Address: 25 Liberty Ship Way, Sausalito, Marin County CA

Photographer: Bonnie Bamberg

Date: June 2009

View: South Façade

Camera Facing North

Photograph # 2.9. 4



Name: Marinship Machine Shop

Address: 25 Liberty Ship Way, Sausalito, Marin County CA

Photographer: Ed Anderson

Date: October 2009

View: Interior, West Bay, Barrel trusses, traveling crane system

Camera Facing south

Photograph # 2.9. 5



Name: Marinship Machine Shop

Address: 25 Liberty Ship Way, Sausalito, Marin County CA

Photographer: Ed Anderson

Date: October 2009

View: Interior, Center Bay, Structural stabilizing and COE era infill walls c, 1947

Camera Facing south

Photograph # 2.9.6



Name: Marinship Machine Shop

Address: 25 Liberty Ship Way, Sausalito, Marin County CA

Photographer: Ed Anderson

Date: October 2009

View: Interior, Second level, Center Bay, COE era infill walls c, 1947

Camera Facing southeast

Photograph # 2.9.7



Name: USACOE- Metal Storage Building

Address: 25 Liberty Ship Way, Sausalito, Marin County CA

Photographer: Ed Anderson

Date: October 2009

View: South facade c, 1948

Camera Facing Northwest

Photograph # 2.9.8

2.9 Archeological Survey (Summary of Report)

An archeological survey records search was performed by Holman and Associates in August 2009. Due to the extensive building coverage and paving, the site survey was inconclusive.

The report concludes that there were no recorded historic or prehistoric archaeological resources inside the project borders, but the project site is located in a zone of moderate to high sensitivity for prehistoric resources and the potential for historic resources exists. This report that follows contains a summary of information gained to date along with recommendations for further research.



Photograph #III.1 Lagoon prior to Marinship. Railroad on the outer left line with telegraph lines. ¹



holman & ASSOCIATES
Archaeological Consultants
"SINCE THE BEGINNING"

3615 FOLSOM ST. SAN FRANCISCO,
CALIFORNIA 94110 415/550-7286

Bonnie Bamburg
10710 Ridgeview Avenue
San Jose, CA 95127

November 10, 2010

Dear Ms. Bamburg:

RE: CULTURAL RESOURCES INVESTIGATION FOR THE 25 LIBERTY SHIP WAY
PROJECT AREA, SAUSALITO, MARIN COUNTY, CALIFORNIA

At your request I have completed an archaeological literature review and field inspection of the above referenced project area located in Sausalito, California. There are no recorded historic or prehistoric archaeological resources inside the project borders, but it is located in a zone of moderate high sensitivity for prehistoric resources. This report contains a summary of information gained to date along with recommendations for further research.

PROJECT DESCRIPTION

The proposed project area consists of two buildings located at 25 Liberty Ship Way in Sausalito. The largest is a World War II warehouse which borders Liberty Ship Way and a post war Butler building separated by a driveway. Located on the San Francisco North U.S.G.S. map, the borders of the property are Liberty Ship Way on the east, a driveway on the north and built out parcels on the south and west. Currently the parcel is covered either by buildings and/or pavement surrounding them with a fringe of vegetation (eucalyptus trees) along Liberty Ship Way. Currently there are no concrete plans for construction of new structures at this site after demolition of the original structures.

ARCHIVAL RESEARCH

An archaeological literature review was completed by this author in person at the Northwest Information Center (NWIC) in Rohnert Park on June 6th, 2009 (NWIC file no. 08-1681). There are no recorded historic and/or prehistoric archaeological sites recorded within the borders of the parcel or within 500 feet of it, and it has not been the subject of a previous focused archaeological study.

The two nearest cultural resources studies are historical in nature: in 1981 Carroll Pursell completed an historical study of the adjacent Corps of Engineers Sausalito Base Yard facility. In 1990 Laurence Shoup completed a National Register evaluation of the adjacent Napa Street Pier. At that time Dr. Shoup concluded that the pier, built between 1944 and 1946, failed to meet National Register significance levels based on its then lack of appropriate age (it was then less than 50 years old) and its lack of historical significance. It is not clear to this author that the facility, if evaluated in 2009, would still lack significance under the Section 106 criteria.

FIELD INSPECTION

An attempt was made by this author to conduct a visual inspection of the project area on August 5, 2009. Soils on the site are extremely limited, found principally around the trees which fringe the site on the east and north fence lines. It quickly became apparent that the soils visible at these locations and elsewhere on site were probably fill material and are not related to the surface of the site prior to construction at this location during World War II.

FINDINGS/RECOMMENDATIONS

Given the fact that it is impossible at this time to conduct a visual inspection of the project area to search for historic and prehistoric archaeological resources, this report must restrict itself to commenting on the *potential for the discovery of buried resources* which could be turned up during future site clearing and construction of new buildings there. With this goal in mind, historic topographic maps were consulted to produce the enclosed map showing two relevant features which might be associated with archaeological resources: the original location of the North Pacific Coast Railroad, and the original shoreline prior to the filling and cutting which occurred there.

Based upon topographic map data dating back to 1895, it appears that the proposed project area is found either right at the old shoreline or slightly back of it, if in fact the 19th century rail line was located on dry ground when built. In either case, the property is located in an ideal zone for the location of unrecorded prehistoric archaeological sites.

The nearest recorded prehistoric archaeological site, Mrn-2, was originally recorded by N.C. Nelson along Bridgeway Avenue somewhere in the vicinity of downtown—attempts to plot its real location based on the scant notes and even worse maps provided by Nelson put it at two locations. Actual field observations made by this author and others over the past 20 years have shown that the village, or at least the archaeological soils associated with it, have been found a number of locations thanks to recent redevelopment activities, spanning an area from Bridgeway to the north, Caledonia Street to the south, Johnson Street on the east, and perhaps Locust Street on the west. Most recently Holman & Associates exposed and relocated three human burials with numerous grave goods from the parking lot of a former lumber mill built in the late 19th century at 1201 Bridgeway. Thanks to electrical trenching, at least two meters of dense shell midden was exposed along with the human burials. This location also contained the remains of a rail line spur

which serviced the mill: it is obvious that building activities had entirely altered and obscured the original ground surfaces between Bridgeway and Caledonia by the late 19th century, leaving only a small portion of the original mound visible for Nelson during his 1907 survey.

Similar circumstances could have applied to the 25 Liberty Ship property in 1907 when Nelson undertook his survey of the Bay Area's shoreline to record the large shell mounds still evident along it: a combination of cutting and/or filling of the land south of the rail line could have effectively covered the original ground surface, preventing Nelson from identifying prehistoric resources.

It is the opinion of this author that there is a moderate to high potential that the proposed project area contains buried unrecorded prehistoric cultural resources which could be damaged by proposed construction.

RECOMMENDATIONS

It is the recommendation of this report that a program of mechanical subsurface presence/absence testing be done inside the project borders after removal of the existing structures to search for buried archaeological deposits, if future construction plans call for foundations which require either deep trenching and/or require pilings which would impact either former dry land and/or shallow bay mud deposits, where submerged prehistoric archaeological deposits may still be located. In the event that archaeological deposits are found which will be damaged by the proposed construction, additional work should be done to accurately map the depth and aerial extent of it in relation to the proposed foundation program.

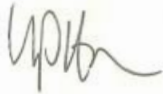
If construction related earthmoving will result in damage to apparently intact archaeological deposits, a plan for the evaluation of the deposit through a limited program of hand excavation should be submitted to the appropriate lead agency(s) for approval. Evaluative testing is required to demonstrate that the resource is eligible for inclusion on the National Register of Historic Places (NRHP). The Section 106 application process also requires Native American consultation initiated through the Native American Heritage Commission (NAHC). The tribal group currently identified by the NAHC for Marin County is the Federated Indians of Graton Rancheria (FIGR).

If evaluative testing concludes that the project area contains an archaeological deposit eligible for inclusion on the NRHP, a plan for mitigation of impacts (otherwise known as an Archaeological Treatment Plan) to the resource will be submitted to the appropriate lead agencies and the State Historic Preservation Office (SHPO) for approval before any construction related earthmoving activities are allowed to recommence in the area designated as archaeologically sensitive.

Mitigation can take the form of additional data retrieval through hand excavation coupled with archaeological monitoring of all other soils removal from the archaeologically sensitive

zone to insure that significant archaeological materials and data are retrieved for analysis. Archaeological monitoring also serves to identify human remains and associated grave goods and can reduce or eliminate unnecessary damage to them. In the event of the discovery of human remains, it is the responsibility of the project archaeologist to notify the County Coroner's office and the Native American Heritage Commission (NAHC). The NAHC will assign a Most Likely Descendant (MLD) to represent tribal interests regarding the method of removal and reburial in the form of written recommendations, if this has not already been done during consultation with the Federated Indians of Graton Rancheria, who are the principal contacts recognized by the NAHC.

Sincerely,



Miley Paul Holman
Holman & Associates

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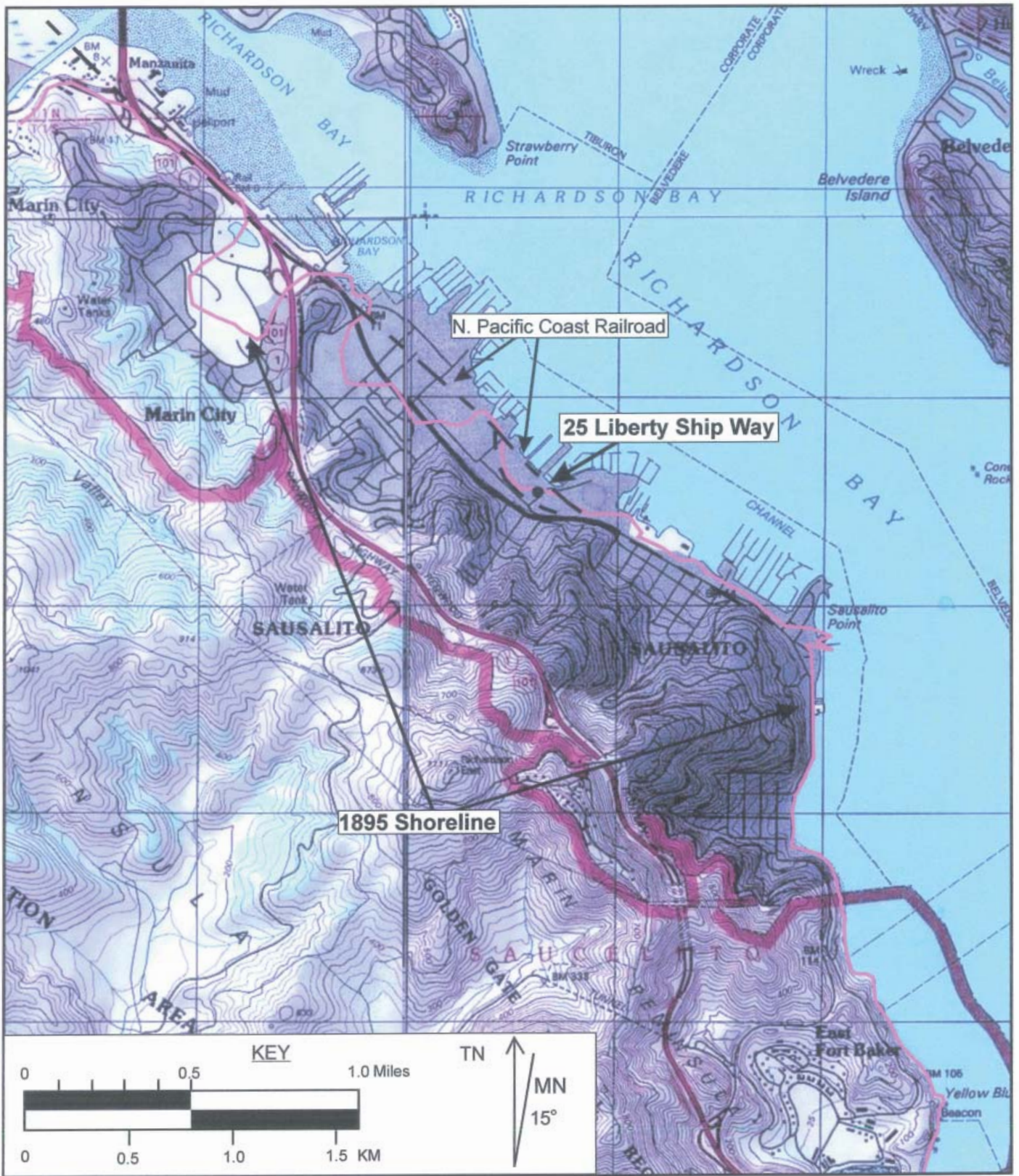
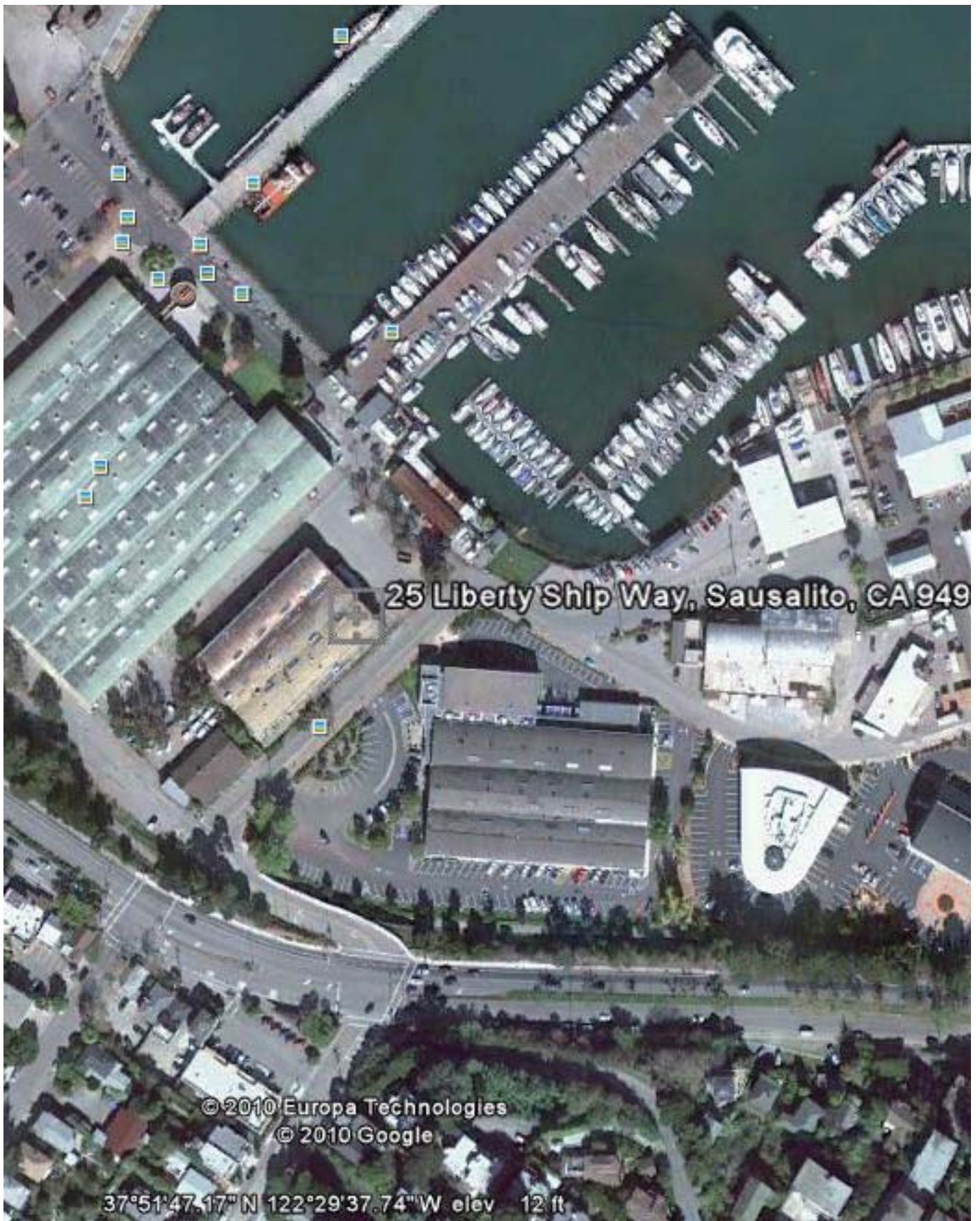


Figure # 1. USGS Map showing the railroad alignment and the shoreline prior to 1942.
 Source: Holman & Associates.



Section 1.1 Location Map

FIGURE #1 Aerial Photograph of the site of the proposed undertaking and APE Sausalito CA. Source: Google Earth Pro

3 Summary Assessment

(36 CFR Part 800. 16(y)) Undertaking means a project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a Federal agency, including those carried out by or with Federal financial assistance; those requiring a Federal permit, license or approval; and those subject to state or local regulation administered pursuant to a delegation or approval by a Federal agency.

The SFVAMC proposes to use federal funds to redevelop the property at 25 Liberty Ship Way, Sausalito, Marin County, California. The proposed undertaking will affect the 36,500 square foot, 2 1/2 story, wood industrial building that was the Marinship Machine Shop, constructed in 1942 as part of the WWII effort to construct Liberty ships and tankers.



Marinship Machine Shop, 2009

3.1 Area of Potential Effect

According to (36 CFR Sec 800.16(d)) the area of potential effects means the geographic area or areas within which an undertaking may directly or indirectly cause changes in the character or use of historic properties, if any such properties exist. The area of potential effects is influenced by the scale and nature of an undertaking and may be different for different kinds of effects caused by the undertaking.

The proposed undertaking is located on both sides of Liberty Ship Way in Sausalito. The site is bounded by industrial use on the south, the Bay Model on the north and a narrow band of waterside business at the edge of Richardson Bay, Marinship Road on the west. Its area of potential effects comprises this site plus those surrounding areas on which it is plausible to anticipate visual and other effects, including one parcel on the north, south and west, and across North Fifth St. one parcel on the east.



Figure # 2 Area of Potential Effect

Source: Google Earth Pro: Urban Programmers

3.1.1 Resources Within the Area of Potential Effect (APE)

The Area of Potential Effect (APE) was selected to provide sufficient area to evaluate what changes may occur as a result of the proposed project, and if these changes cause an effect to any property that is eligible for listing or is listed in the National Register of Historic Places. Within the APE potential resources investigated and evaluated are those buildings over 50 years in age, natural or man-made features, and any area where there is a potential for prehistoric resources.

FIGURE # 3 Key to the Area of Potential Effects



*Figure # 3 Buildings and sites within the APE, Red borders the proposed project site, yellow the APE.
Source: Google Earth Pro: Urban Programmers*

3.1.2 Proposed Development Site:

One apparent historic resource is within the proposed development site.

The Marinship Machine Shop appears eligible for listing in the National Register under Criteria A ,B,C and D. The second building, a common rib-style metal building manufactured by the Butler Building Company that was used by the U.S. Army Corps of Engineers for storage does not appear to meet the criteria and is not regarded as eligible for listing in the National Register. ²⁴



Photograph #1 Marinship Machine Shop, 25 Liberty Way, Sausalito CA

Constructed 1942, Age: 68 years

View: Front (east) Façade of the building

Photographer facing West

Date: October 2009



*Photograph #2 Corps of Engineers Metal Storage building 25 Liberty Way, Sausalito CA
Installed c. 1947 Age: 53 years
View: Front (west) Façade of the building
Photographer facing East
Date: October 2009*

3.1.3 Southeast of the Project Site:

Within the APE, there are no buildings directly Southeast of the project site. There is a two lane street of approximately 30 feet, in width, Liberty Ship Way. Across this street from the proposed project site is a significantly remodeled office building that was once part of the Marinship facility but appears no longer to retain the architectural integrity necessary for listing in the National Register of Historic Places.



*Photograph # 4 10 Liberty Way, Sausalito CA
Constructed 1942 , Age: 68 years; Extensively Remodeled c. 2000
View: Front (North) Façade of the building
Photographer facing South
Date: October 2009*

3.1.4 Northwest of the Project Site:

Within the APE, northwest of the proposed project site is the Bay Model Visitor Center, the former Marinship Warehouse. The building appears eligible for listing in the National Register of Historic Places under Criteria A -- Association with Marinship an important ship building facility during WWII and the location of important civil rights activities and agreements -- and C for distinctive WWII industrial architecture.



*Photograph # 5, Bay Model Visitors Center
Constructed 1942 Age: 68 years, Front facade addition/remodel c. 2000
View: Front (East) Façade of the building
Photographer facing Southwest
Date: October 2009*

3.1.5 Northeast of the Project Site:

Within the APE, Northeast of the project site a row of small shed type buildings has been constructed on piers/pilings that extend over the water's edge into Richardson Bay. The sheds were not part of the Marinship facility and have grown in vernacular design and construction since the 1950's. The sheds do not appear to be eligible for listing in the National Register.



Photograph # 6 Pier Buildings (boat and sail repair shops)

Age: 35-46 years

View: Front (East) Façade of the building

Photographer facing Northwest

3.1.6 Southwest of the Project Site:

Within the APE, to the southwest of the project site are a surface parking lot and a wood frame building occupied by Burjett Plumbing (plumbing contractor). The building appears to have lost the integrity required for listing in the National Register of Historic Places. The building site was occupied by a shed during the Marinship period; however the current building has enlarged and expanded the “shed” to more than twice the original size, changed the roof structure, and added a commercial door and windows. The result is a contemporary building.



*Photograph # 7, 2000 Bridgeway , Sausalito CA
Burkell Plumbing Office (office faces Liberty Ship Way)
Constructed 1943, Age: 67 years- extensively remodeled c. 1980
View: Front (South) Façade of the building
Photographer facing North*



*Picture # 8 2000 Bridgeway, Sausalito CA
Burkell Plumbing modular building.
Constructed 2000, Age: 10 years
View: Front (East) Façade of the building
Photographer facing North*

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