



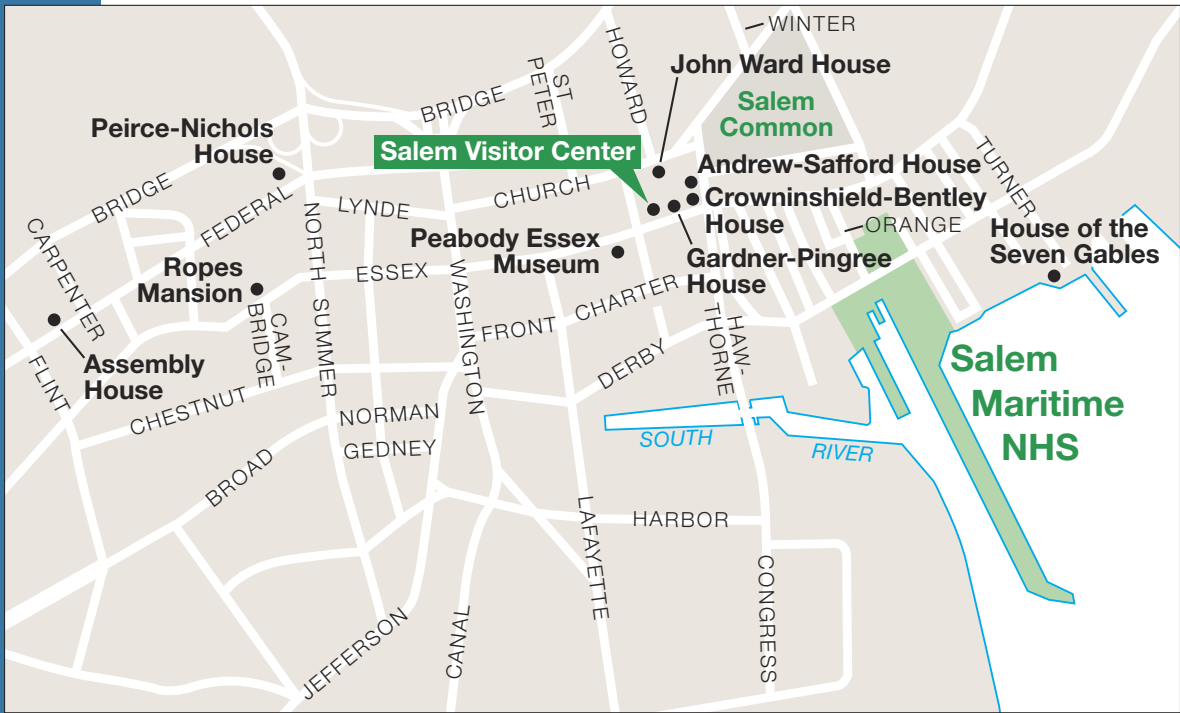
Foundation Document

Salem Maritime National Historic Site

Massachusetts

September 2019





Contents

Mission of the National Park Service 1

Introduction. 2

Part 1: Core Components 3

 Brief Description of the Park. 3

 Park Purpose 4

 Park Significance 5

 Fundamental Resources and Values 6

 Other Important Resources and Values 10

 Related Resources 11

 Interpretive Themes 14

Part 2: Dynamic Components 15

 Special Mandates and Administrative Commitments 15

 Special Mandates. 15

 Administrative Commitments. 15

 Assessment of Planning and Data Needs 16

 Analysis of Fundamental Resources and Values 16

 Analysis of Other Important Resources and Values 30

 Identification of Key Issues and Associated Planning and Data Needs . . . 36

 Planning and Data Needs 38

Part 3: Contributors 43

 Salem Maritime National Historic Site 43

 Essex National Heritage Area 43

 NPS Northeast Region. 43

 Other NPS Staff 43

Appendixes 44

 Appendix A: Secretarial Order and Legislative Acts for
 Salem Maritime National Historic Site 44





Mission of the National Park Service

The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS core values are a framework in which the National Park Service accomplishes its mission. They express the manner in which, both individually and collectively, the National Park Service pursues its mission. The NPS core values are:

- **Shared stewardship:** We share a commitment to resource stewardship with the global preservation community.
- **Excellence:** We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- **Integrity:** We deal honestly and fairly with the public and one another.
- **Tradition:** We are proud of it; we learn from it; we are not bound by it.
- **Respect:** We embrace each other's differences so that we may enrich the well-being of everyone.

The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises more than 400 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.



The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological values.

Introduction

Every unit of the national park system will have a foundational document to provide basic guidance for planning and management decisions—a foundation for planning and management. The core components of a foundation document include a brief description of the park as well as the park’s purpose, significance, fundamental resources and values, other important resources and values, and interpretive themes. The foundation document also includes special mandates and administrative commitments, an assessment of planning and data needs that identifies planning issues, planning products to be developed, and the associated studies and data required for park planning. Along with the core components, the assessment provides a focus for park planning activities and establishes a baseline from which planning documents are developed.

A primary benefit of developing a foundation document is the opportunity to integrate and coordinate all kinds and levels of planning from a single, shared understanding of what is most important about the park. The process of developing a foundation document begins with gathering and integrating information about the park. Next, this information is refined and focused to determine what the most important attributes of the park are. The process of preparing a foundation document aids park managers, staff, and the public in identifying and clearly stating in one document the essential information that is necessary for park management to consider when determining future planning efforts, outlining key planning issues, and protecting resources and values that are integral to park purpose and identity.

While not included in this document, a park atlas is also part of a foundation project. The atlas is a series of maps compiled from available geographic information system (GIS) data on natural and cultural resources, visitor use patterns, facilities, and other topics. It serves as a GIS-based support tool for planning and park operations. The atlas is published as a (hard copy) paper product and as geospatial data for use in a web mapping environment. The park atlas for Salem Maritime National Historic Site can be accessed online at: <http://insideparkatlas.nps.gov/>.



Part 1: Core Components

The core components of a foundation document include a brief description of the park, park purpose, significance statements, fundamental resources and values, other important resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

Brief Description of the Park

Salem Maritime National Historic Site is located in Salem, Massachusetts, only 15 miles north of downtown Boston. The park is situated along the waterfront in Salem Harbor at the northern extent of Massachusetts Bay and at the southern base of the Cape Ann peninsula in the southeastern corner of Essex County. The park is historically associated with the important role that Salem played in the development of international maritime trade from the late 17th century through the 19th century. During the 18th and early 19th centuries, Salem controlled valuable trade markets, first with the West Indies and the Atlantic Coast of Europe and then with Asia and Indonesia, funneling wealth and influence into the small city.

The intact historic setting of the park allows visitors to experience multiple facets of American history, ranging from a Colonial-period dwelling to the stately home of one of America's first millionaires, Elias Hasket Derby, to the early-20th-century St. Joseph social hall that is reflective of the Polish immigrant population during a time of industrial development. The wharves and buildings of the park tell the story of the development of colonial port towns, the critical role of international trade in the early economic development of the United States, and the relationship between maritime trade and growing industrialization. The *Friendship of Salem*, a replica late-18th-century tall ship owned and operated by the National Park Service, reflects Salem's economic heyday from the 1790s through 1830s.

Designated in 1938, the property was the first to be preserved as a national historic site and is an important local manifestation of the early-20th-century Colonial Revival movement. National Park Service landscape architect Norman T. Newton developed a master plan for the park between 1938 and 1944. The plan was reflective of National Park Service philosophies for preservation and interpretation of historic properties during the 1930s. The intent of the plan was to add visitor facilities and enhance the landscape setting with materials similar to those present during the historic period.

While the original management approach for the park was limited to the theme of maritime trade of the late 18th and early 19th centuries, subsequent legislation broadened the park's focus to include domestic life of colonial Salem, immigration and industrial history of Salem in the 19th and 20th centuries, and historic preservation and cultural landscapes associated with the National Park Service.

Today, Salem Maritime National Historic Site is an 8.93-acre historic district containing 10 historic buildings, nine archeological sites, four historic wharfs, and a historic light station that date between 1675 and 1944. The park is also responsible for managing the Salem Regional Visitor Center in downtown Salem at the Salem Armory, which supports the National Park Service mission of supporting the Essex National Heritage Area. Salem Maritime National Historic Site is a key site and gateway to the Essex National Heritage Area, which encompasses 500 square miles along the coast and inland in Essex County, Massachusetts.

Salem Maritime National Historic Site is open year-round and welcomed 371,000 visitors during 2016.



Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Salem Maritime National Historic Site was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The park was established by order of the Secretary of the Interior on March 17, 1938 (3 FR 787) (see appendix A for the secretarial order and legislation associated with the park). The purpose statement lays the foundation for understanding what is most important about the park.

*SALEM MARITIME NATIONAL HISTORIC SITE
preserves and interprets New England's
maritime history. The buildings and
landscapes on the waterfront of Salem,
Massachusetts, illustrate global maritime
connections from the Colonial period
through the 19th century.*



Park Significance

Significance statements express why a park's resources and values are important enough to merit designation as a unit of the national park system. These statements are linked to the purpose of Salem Maritime National Historic Site, and are supported by data, research, and consensus. Statements of significance describe the distinctive nature of the park and why an area is important within a global, national, regional, and systemwide context. They focus on the most important resources and values that will assist in park planning and management.

The following significance statements have been identified for Salem Maritime National Historic Site. (Please note that the sequence of the statements does not reflect the level of significance.)

1. Salem played a pioneering role in global trade from the Colonial era through the early republic, particularly to the Far East. These New England maritime connections contributed immensely to the foundation of many institutions and the expansion of American banking, insurance, and market systems.
2. New England's prominent role in maritime commerce over three centuries is present in both the site's many historic structures and its influence on architecture and literature.
3. Salem's waterfront served as a critical center of American resistance during the Revolutionary War; its active privateering fleets and its open port allowed trade throughout the war. The Port of Salem also represents one of the most significant generators of revenue for the new republic's federal treasury through customs duties collected at the U.S. Custom House.



Fundamental Resources and Values

Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance. Fundamental resources and values are closely related to a park's legislative purpose and are more specific than significance statements.

Fundamental resources and values help focus planning and management efforts on what is truly significant about the park. One of the most important responsibilities of NPS managers is to ensure the conservation and public enjoyment of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. If fundamental resources and values are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

The following fundamental resources and values have been identified for Salem Maritime National Historic Site:

- **Historic Structures.** Historic structures that constitute the core of the park are preserved to tell the story of a once vital and prosperous commercial seaport. These structures include:
 - **Narbonne House (1675).** The Narbonne House is a post-medieval, English-style house that was home to mariners and generations of widowed single mothers. The home is one of three houses in Salem built before 1675 and is an important example of early colonial architecture in New England. It is also a “witness house” to the 1692 witch trials and is a resource for exploring that important Salem story, as well as the experience of women in this seaport across 300 years.
 - **Derby House (1762).** This Georgian-style, brick house was commissioned by Richard Derby, Sr., and constructed for Elias Hasket Derby and his wife Elizabeth Crowninshield. The profits Elias Hasket Derby amassed through privateering during the Revolutionary War enabled him to spearhead Salem's maritime commerce in the following decades. The house was restored in 1929 by the Society for the Preservation of New England Antiquities, and the National Park Service has conducted numerous restoration projects between 1938 and 2017.
 - **Derby Wharf (1762).** The wharf is located directly across from the U.S. Custom House and extends 2,045 feet into the Salem Harbor. Richard and Elias Hasket Derby began construction on the wharf in 1762. They, and their family, added to the wharf into the 19th century. The wharf now serves as the docking location for *Friendship of Salem*.





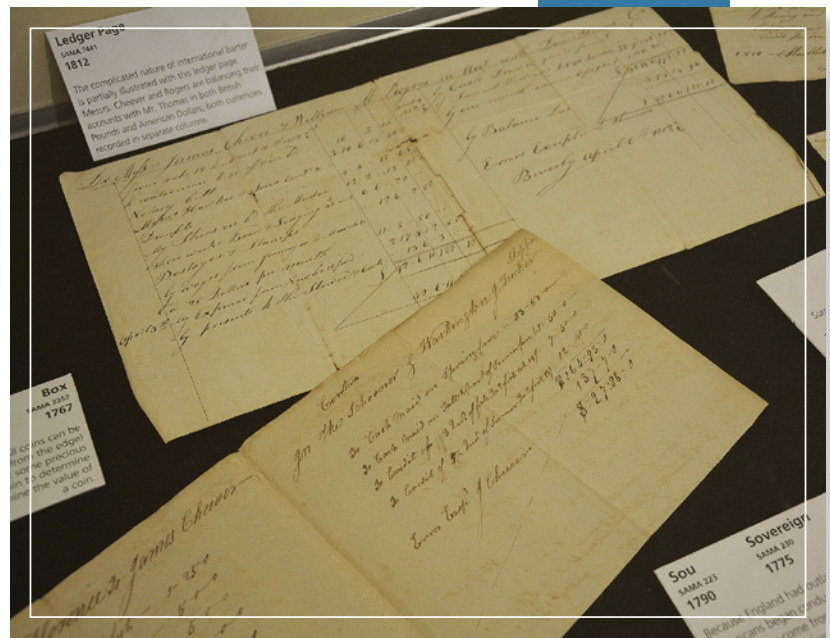
- Hatch's Wharf (1768). The original portion of Hatch's Wharf was built in 1768 and expanded to its current length in 1805. In 1853, the wharf was reconfigured to its current shape.
- Hawkes House (1780). Famous Salem architect Samuel McIntire designed this home for Elias Hasket Derby, but Derby did not complete the house. In 1801, ship builder Benjamin Hawkes purchased the house, completed the structure, and renovated it for his use.
- Pedrick Store House (c. 1770). The Pedrick Store House was originally erected in Marblehead, Massachusetts. The structure was dismantled in 2003 and moved to Derby Wharf where it was rehabilitated from 2008 until 2011. The building is a rare representation of a late-18th-century waterside warehouse in Essex County.
- Central Wharf (1791). Central Wharf was originally built as two separate wharves (dating from 1768) on adjacent lots that were joined together in 1791. Several extensions and modifications were made during the 19th century, but the wharf retains portions of the original timber wharves.
- West India Goods Store (c. 1800). Built by Henry Prince, a later owner of the Derby House, this building was originally a warehouse, but was a store for most of the 19th century. The structure has been moved twice and now stands in its original location.
- Tucker Wharf. Tucker Wharf dates from the late 18th to early 19th century. Today, most of the wharf is encompassed with earth fill used to expand the waterfront.



- Central Wharf Warehouse (c. 1805). In 1977, the National Park Service moved the Central Wharf Warehouse from Front Street in Salem to its current location for preservation purposes. The warehouse retains its original massing, design, and a portion of its historic materials. It is used as the Waite & Peirce National Park Information and Museum Store operated by Eastern National. Like Pedrick Store House, this building is a rare surviving example of a waterfront warehouse.
- U.S. Custom House and Public Stores (1819). The U.S. Custom House was the site of the important government function of managing the taxation of imported goods entering through the port of Salem. Nathaniel Hawthorne worked at the U.S. Custom House as Inspector of Revenue for the Port of Salem from 1846 until 1849. He wrote his famous novel *The Scarlet Letter* while working at the U.S. Custom House and titled the book's introduction "The Custom-House."
- Scale House (1829). The Scale House was used as equipment storage space for the U.S. Customs Service. The structure contains an interpretive exhibit of 19th-century U.S. Customs Service weighing and gauging equipment original to the building.
- Derby Wharf Light Station (1870). Constructed by the U.S. Lighthouse Bureau, the Derby Wharf Light Station was used by the U.S. Coast Guard from 1917 to 1930 before being transferred to the National Park Service in 1979.
- St. Joseph Hall (1909). St. Joseph Hall was originally a Polish social club. It was acquired by the National Park Service in 1988 and serves as park administrative offices, maintenance facilities, and community meeting space.
- **Designed Cultural Landscape.** The park's cultural landscape is a contributing resource to the significance of the park. The cultural landscape is important as a representative and highly intact work of NPS landscape architect Norman T. Newton. Salem was the first national historic site designated under the 1935 Historic Sites Act, and Newton's master plan reflects early NPS thought regarding the restoration and interpretation of historic properties within the national park system.

- **Museum Collections and Archives.**

The museum collection at the park contains approximately 4,500 objects, including the original furnishings and equipment for the Custom House, Derby Family associated objects, historic furnishings, Salem-related materials, and materials related to maritime industries and life. The park also retains approximately 189,000 archeological artifacts recovered from excavations around the park. Archival material includes organizational records for the St. Joseph Polish Roman Catholic Association; personal papers related to Salem Maritime's founding and resources; historic books; and the management records for the site, including more than 3,500 photographs.



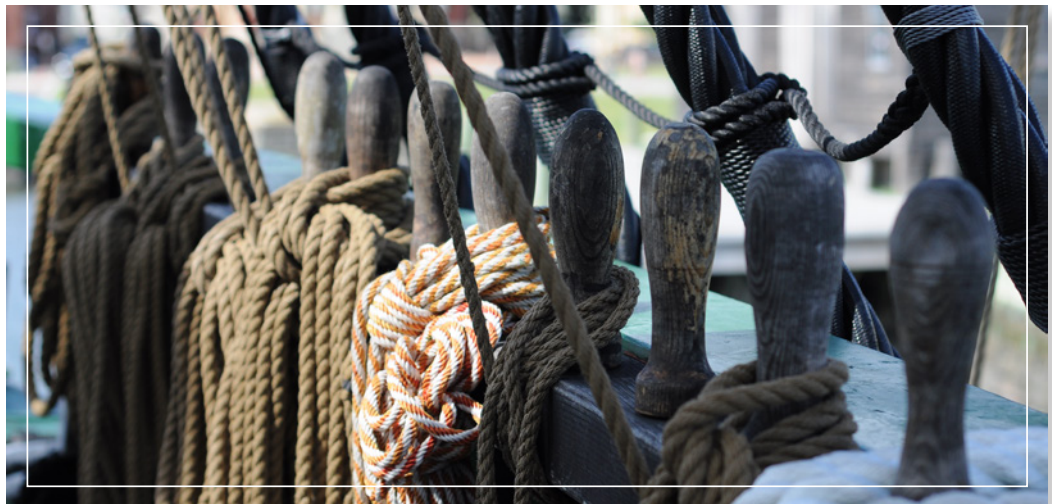
- **Archeological Resources.** Nine archeological sites have been identified within the park, the majority of which are directly related to its maritime shipping history. The two largest resources include the buried remains of Derby and Central wharves, dating from 1762 to 1914. In addition, a number of commercial building and warehouse remains dating from 1765 to 1938 also have been identified, including Elias Hasket Derby's counting house or Upper Store Site, the Forrester Warehouse Foundation, Forrester's Warehouse 77 Site, John Derby's "New" Store, John Prince's Store, and the Office and Shed 74 site. Finally, the Narbonne House Site, a residential site with an occupancy spanning from 1675 to 1967, has also been identified as a contributing archeological resource.
- **Salem Harbor Viewshed and Waterfront.** The juxtaposition of the built cultural environment on the shore and Salem Harbor and the Atlantic Ocean is a fundamental value. The park's proximity to Salem Harbor is an important feature of the park. The park is the principal gateway for Salem residents and the visiting public to see, experience, recreate on, and access Salem Sound. The Salem Harbor viewshed is important as both a cultural landscape and natural resource value.
- **The American Revolution at Sea.** Privateering was an important part of naval warfare from the medieval age to the mid-19th century. During the American Revolution, Salem sailors and merchants used their knowledge of the North American, Caribbean, and European coastlines to capture British shipping for the patriot cause. Elias Hasket Derby and his family were the most successful owners of privateers during the revolution and were also involved in the development of the Massachusetts Navy. Salem also remained open during the British occupation of Boston, providing an important port for continued trade during hostilities.
- **Atlantic and Global Trade Networks.** The economic and social experiences of trade and the wealth it brought to Salem and other New England communities is a fundamental value. The establishment of the park revolves around the crucial role maritime trade to the early republic through expanding trade routes and the significance of tariffs on trade goods to the federal treasury, primarily collected by the U.S. Customs Service.

Other Important Resources and Values

Salem Maritime National Historic Site contains other resources and values that are not fundamental to the purpose of the park and may be unrelated to its significance, but are important to consider in planning processes. These are referred to as “other important resources and values” (OIRV). These resources and values have been selected because they are important in the operation and management of the park and warrant special consideration in park planning.

The following other important resources and values have been identified for Salem Maritime National Historic Site:

- ***Friendship of Salem, Derby Wharf.*** This modern replica of a 171-foot, three-masted East Indiaman built in 1797 is a thematic touchstone for visitors, allowing them to see, touch, and feel a tall sailing ship of the 18th-century global trade. *Friendship of Salem* has been an exhibit since 1999 and is a tangible outcome of the Salem Partnership planning effort that the National Park Service initiated in the mid-1990s.
- **Salem Regional Visitor Center (former Salem Armory), 2 New Liberty Street.** The Salem Regional Visitor Center serves as an information and orientation gateway for Essex National Heritage Area, Salem Maritime National Historic Site, and the City of Salem. Located close to the center of Salem, the visitor center was established to increase the awareness of Salem’s visitors to the park, to Essex National Heritage Area interpretive themes and Salem’s attractions. It is one of 13 regional visitor centers and welcome centers in the National Heritage Area. The Salem Armory, erected in 1890, was the headquarters and training facility for the Second Corps of Cadets, which traces its history to the late 18th century. In 1982, the Gothic Revival building was almost destroyed by fire; a portion of the remaining drill shed was converted into the visitor center in 1994.
- **Maritime Industries.** Shipbuilding, ropemaking, coopering, and blacksmithing were only a few of the industries in Salem that supported the trade. In particular, shipbuilding technological changes from the Colonial period through the 19th century represent opportunities for expansion as well as consequences—including the ultimate decline for Salem’s role in globalized trade because of the rise of large clipper ships that could not safely access Salem Harbor.
- **Partnerships.** The National Park Service and partners work closely to collaboratively support interpretive themes in the Salem Regional Visitor Center and to support improved access and recreation to Salem Sound. The park also works with the leading preservation organizations of Salem.

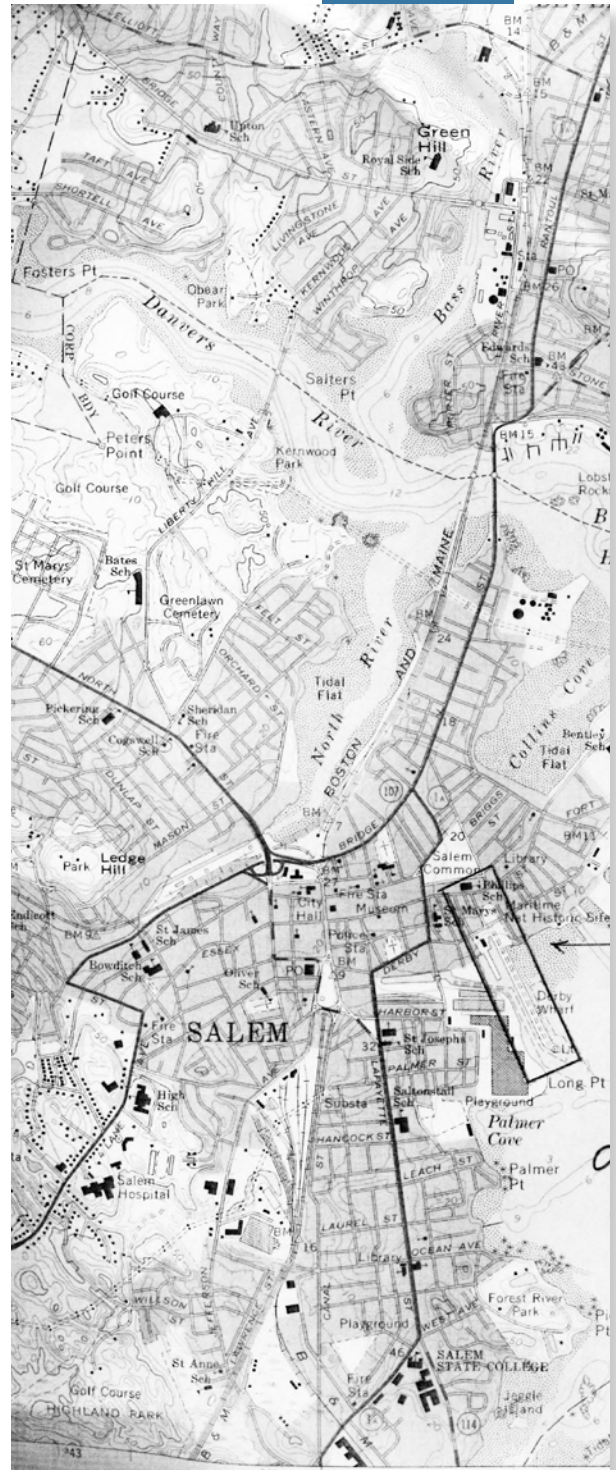


Related Resources

Related resources are not owned by the park. They may be part of the broader context or setting in which park resources exist, represent a thematic connection that would enhance the experience of visitors, or have close associations with park fundamental resources and the purpose of the park. The related resource represents a connection with the park that often reflects an area of mutual benefit or interest, and collaboration, between the park and owner/ stakeholder.

The following related resources have been identified for Salem Maritime National Historic Site:

- Essex National Heritage Area.** In 1996, the U.S. Congress established the Essex National Heritage Area on 500 square miles of northeast Massachusetts. The heritage area is home to 9,968 historic structures listed in the National Register of Historic Places, 400 historic farms, 86 significant museums, 26 national historic landmarks, nine scenic state parks, two national park units, and one national wildlife refuge. The Essex National Heritage Area emphasizes three interpretive themes: early European settlement, maritime history, and early industrialization in the textile and shoe industries. The Essex Heritage Commission (the nonprofit that runs the area) also owns and operates Bakers Island Light Station, located on Bakers Island at the entrance to Salem Harbor.
- Peabody Essex Museum, 161 Essex Street.** With roots stretching back to 1799 and the establishment of the East India Marine Society, the Peabody Essex Museum houses a major collection of art works, artifacts, and archives representing Salem's period of trade preeminence. In addition, they also care for several buildings directly associated with the maritime history of Salem, including the National Historic Landmark 1804 Gardner-Pingree House (built by Elias Hasket Derby's nephew); National Historic Landmark c. 1684 John Ward House; National Historic Landmark 1782 Pierce-Nichols House (built by one of the owners of the original *Friendship*); and the National Register-listed 1804 Andrews-Safford House (John Andrews was a mate aboard the original *Friendship*); 1727 Crowninshield-Bentley House (birthplace of Elizabeth Crowninshield and George Crowninshield, who married Derby siblings); 1799 Derby Summer House (one of the only remaining pieces of the great mansion built by Elizabeth Crowninshield and Elias Hasket Derby); and the 1727 Ropes Mansion (built by one of the great pre-revolutionary merchant families in Salem).
- The Salem Athenaeum, 337 Essex Street.** The Athenaeum was formed in 1810 out of two older membership libraries: the 1760 Social Library and the 1781 Philosophical Library. Its collections contain insights into the literary and intellectual lives of Salem's elite and provided the basis for the work of many notable citizens of Salem, including mathematician Nathaniel Bowditch, author Nathaniel Hawthorne, and U.S. Supreme Court Justice Joseph Story.



- **National Register Districts.** Salem Maritime National Historic Site is not a destination unto itself; rather, it is part of a diversified experience that collectively conveys Salem's historical significance. Salem Maritime National Historic Site situates the most prominent features of the town's waterfront in national and international context, but it is embedded in a complex of national landmarks and historic districts and their contributing resources that share the park's significance and present interpretive programming that augment and complement the park's offerings. These include:
 - McIntire Historic District – The Chestnut Street National Historic District has been combined with the locally designated Federal Street Area Historic District to form the McIntire Historic District, which contains one of the greatest concentrations of notable pre-1900 domestic structures extant in the United States. Collectively, they stand as a monument to the mercantile and maritime ascendancy of Salem in the latter 18th and early 19th centuries. Nationally significant for its association with architecture and commerce between 1600 and 1955, it is a predominately residential area containing more than 300 buildings dating from the 17th through the early 20th centuries. A number of principal structures in the district are associated with prominent merchant families who were engaged in maritime commerce. Aligning with Salem Maritime National Historic Site's significance are the Saunders House (1805), the Pickering House (ca. 1651), Jonathan Corwin House, Francis Cox House (1846), Ropes Mansion (1720s), and John Bertram Mansion (1855). The district also includes four national historic landmarks that align with Salem Maritime National Historic Site's significance. These include the Nathaniel Bowditch House National Historic Landmark (1760), which was the home of the "founder of modern maritime navigation" and now the home of Historic Salem, Inc.; the Pierce-Nichols House National Historic Landmark (1782), which was home to a Revolutionary War privateer and later merchant and is a masterpiece of the builder Samuel McIntire. McIntire also designed the Hamilton Hall National Historic Landmark (1805) and the Pierce-Nichols House (1782).
 - Charter Street National Register District – Locally significant for its associations with architecture and literature between 1600 and 1899, it contains the remaining elements of the thriving business and residential neighborhood that once stood here, created in part by the neighborhood's proximity to the South River that formally extended to the foot of Liberty Street. It has strong associations with the earliest settlers in Salem as well as literary associations with Nathaniel Hawthorne and the Peabody sisters. Principal structures in the district that are closely associated with Salem's maritime heritage are the Pickman House (1664), Grimshawe House (1770), and the Charter Street Cemetery (ca. 1637).
 - Crombie Street National Register District – Locally significant for its association with 19th-century domestic architecture. It conveys important information about the character of the city in this period. It includes the home of Joel Bowker, a leading merchant.
 - Derby Waterfront National Historic District – This historic district is nationally significant for its associations with architecture and commerce between 1700 and 1899. It was the center of Salem's maritime activity and one of the single most important seaports in the United States in the 18th century. With its merchants' mansions overlooking shops, residences of the mariners and shipbuilders, and their wharves, the district remains a well-preserved reminder of a once-bustling, sea-trading center. Salem Maritime National Historic Site is located within the district.
 - Old Town Hall National Register District – Possessing state significance for its associations with architecture and commerce from the 17th to the 20th centuries, it includes 11 brick buildings of the Federalist period (1790–1830) and seven that were built within the next 50 years. Together, they represent the best remaining area of early commercial buildings in downtown Salem.

- Salem Common Historic District – Nationally significant for its association with architecture and commerce between 1600 and 1899, it is located north of the waterfront and includes 266 mostly residential properties that symbolize the wealth and power of Salem’s maritime era. In addition to the Salem Armory and the Narbonne House, the district includes the Joseph Storey House National Historic Landmark (1811), home to an Associate Justice of the United States Supreme Court, which was significant in the development of Admiralty law and judicial opinion on the inherent freedom of Africans kidnapped for slavery (*United States vs. Schooner Amistad*).
- Seven Gables National Historic Landmark District – This National Historic Landmark District is nationally significant for its association with architecture and education between 1668 and 1958. As a literary shrine to Nathaniel Hawthorne, the property includes the author’s birthplace, which was moved to the site, and the House of the Seven Gables, which has been associated with the building described in Hawthorne’s romance. It may be the only house in the country that was specifically restored (1909) to reflect a specific house described by an important author.
- Downtown Salem Historic District – This national register district is significant at the state level for its associations with architecture and commerce between 1700 and 1900. It includes Salem City Hall (1837), and Salem Old Town Hall (1816).

In addition to the districts, there are properties listed in the National Register of Historic Places that share themes and periods of significance and are important to understanding the park. These are:

- Winter Island Fortifications – Fort Pickering and Fort Lee, located at the entrance to Salem Harbor, protected the approach to the harbor throughout its history. Fort Pickering protected the harbor from 1643 through 1945. Fort Lee was built in the 1740s and was active through the Civil War. Both are examples of coastal defense fortifications and are accessible to the public as part of Winter Island Marine Park.
- Gedney and Cox Houses – Operated by Historic New England and open to the public by private tour, these structures date to 1665. The Gedney House was built for a prominent shipwright and is an example of the first period architecture when Salem was a leading port. It retains its structural carpentry and interior decorative finishes.

Additional properties not listed in the National Register are critical to conveying the themes and significance of the park, especially its relationship to Salem’s maritime community. These include:

- Salem Willows – Site of the annual Black Picnic that for more than a century has been held at the park to celebrate Negro Election Day, which has been a central event for the Boston area’s African American community for almost three centuries. Started in 1741, Salem’s enslaved and freed blacks gathered once a year to elect their own Black Governor, who spoke on behalf of their community and served as a judge, mediator, and liaison. Today, the associated annual parade runs adjacent to the park and conveys to the visitor the importance of the African American community in maritime New England history.
- Salem Witch Trial Memorial – Dedicated in 1992, the site memorializes the executed victims of the 1692 Salem witch trials. It is located near the Salem Regional Visitor Center.

Interpretive Themes

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a park—they define the most important ideas or concepts communicated to visitors about a park unit. Themes are derived from, and should reflect, park purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for park staff to develop opportunities for visitors to explore and relate to all park significance statements and fundamental and other important resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. Interpretive themes go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. These themes help explain why a park story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the park.

The following interpretive themes have been identified for Salem Maritime National Historic Site:

- **New England's Presence in an Atlantic World.** The Port of Salem played an influential role in the development of global maritime trade, nationalism, capitalism, and the economy of the United States within the framework of complex cultural and economic relationships found in the Atlantic World.
- **Securing and Maintaining American Independence.** Privateering, taxation, and the U.S. Customs Service advanced the physical and fiscal security of the newly established country.
- **Living in a Globalized Society.** The globalized integration of industry, trade, financial capital, and communications shaped the lives of men and women in maritime New England's diverse communities, which included merchants, capital investors, workers, European immigrants, enslaved and free people of African descent, and native peoples.
- **New England's Coastal Culture.** The communities along New England's coast—their reliance on both inland resources as well as transport between distant points—has resulted in architectural, literary, governance, economic, industrial, and community experiences that are unique to this region.



Part 2: Dynamic Components

The dynamic components of a foundation document include special mandates and administrative commitments and an assessment of planning and data needs. These components are dynamic because they will change over time. New special mandates can be established and new administrative commitments made. As conditions and trends of fundamental and other important resources and values change over time, the analysis of planning and data needs will need to be revisited and revised, along with key issues. Therefore, this part of the foundation document will be updated accordingly.

Special Mandates and Administrative Commitments

Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memorandums of agreement. Examples include easements, rights-of-way, arrangements for emergency service responses, etc. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the park and facilitate working relationships with other organizations. They are an essential component of managing and planning for Salem Maritime National Historic Site.

Special Mandates

- **Boston Harbor Islands National Recreation Area.** Public Law 104-333 (November 12, 1996), the legislation establishing Boston Harbor Islands National Recreation Area, specifically mentions the city of Salem at Salem Maritime National Historic Site as one of its “*landside points required for access, visitor services, and administration.*”
- **Essex National Heritage Area.** Public Law 104-333 (November 12, 1996), the legislation establishing the Essex National Heritage Area, specifically references Salem Maritime National Historic Site and states, “*the story told at the Salem Maritime and Saugus Iron Works National Historic Sites would be greatly enhanced through the interpretation of significant theme-related resources in Salem and Saugus and throughout Essex County.*” It also states that “*a visitor center that has already been constructed at the Salem Maritime National Historic Site . . . will be available to interpret the themes of the Essex National Heritage Area . . . and to coordinate the interpretive and preservation activities of the Area.*”

Administrative Commitments

There are no administrative commitments for Salem Maritime National Historic Site.

Assessment of Planning and Data Needs

Once the core components of part 1 of the foundation document have been identified, it is important to gather and evaluate existing information about the park's fundamental and other important resources and values, and develop a full assessment of the park's planning and data needs. The assessment of planning and data needs section presents planning issues, the planning projects that will address these issues, and the associated information requirements for planning, such as resource inventories and data collection, including GIS data.

There are three sections in the assessment of planning and data needs:

1. analysis of fundamental and other important resources and values
2. identification of key issues and associated planning and data needs
3. identification of planning and data needs (including spatial mapping activities or GIS maps)

The analysis of fundamental and other important resources and values and identification of key issues leads up to and supports the identification of planning and data collection needs.

Analysis of Fundamental Resources and Values

The fundamental resource or value analysis table includes current conditions, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value.



Fundamental Resource or Value	Historic Structures
Related Significance Statements	Significance statements 1, 2, and 3.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> The U.S. Custom House and Public Stores, Scale House, Central Wharf Warehouse, Salem Regional Visitor Center, Derby House, and Narbonne House are open to the public. The Derby House was restored in 1929 by the Society for the Preservation of New England Antiquities, and the National Park Service conducted restoration work 10 times between 1938 and 2017. The Asset Priority Index (API; 1-100 scale, with 100 indicating the most valuable asset to the park) is 80. The Facility Condition Index (FCI; less than 0.10, good condition; 0.11-0.14, fair condition; 0.15-0.49, poor condition; greater than 0.50, serious condition) is 0.032 (good). The Narbonne House is substantially intact since its last addition in 1820. API 80; FCI 0.055 (good). The Hawkes House is currently used for office space. Major preservation and rehabilitation of the interior and exterior of the Hawkes House has occurred. API 82; FCI 0.216 (poor). The U.S. Custom House and Public Stores are used for interpretive purposes. API 87; FCI 0.201 (poor). Pedrick Store House is used as an interpretive and maintenance facility for <i>Friendship of Salem</i>. API 63; FCI 0.003 (good). Central Wharf Warehouse supports a retail operation and park office spaces. API 71; FCI 0.061 (good). The Scale House currently contains an exhibit on the use of scales and is an accessible building. API 80; FCI 0.075 (good). The West India Goods Store is used as park office and storage space. The building has undergone interior and exterior rehabilitation in recent years, including a new roof and windows. API 82; FCI 0.026 (good). A resource condition assessment for the entire waterfront area (Tucker Wharf to Central Wharf) is underway and will provide condition information for the following structures: Derby Wharf, Derby Wharf Light Station, Central Wharf, Hatch's Wharf, and Tucker Wharf. Derby, Central, and Tucker wharves have seen significant ongoing rehabilitation during the time the National Park Service has managed them. The Derby Wharf National Recreation Trail (1982) provides a 0.5-mile walk between the U.S. Custom House and the Derby Wharf Light Station. There are no signs indicating the designation of the trail. Derby Wharf Light Station API 72; FCI 0.099 (good). St. Joseph Hall has been restored to its historic exterior appearance. Its interior reflects rehabilitation for park administrative purposes and public meeting space. API 70; FCI 0.051 (good). Few buildings include accessible features to enter and circulate within the buildings. The National Center for Accessibility has conducted a site visit and has submitted a list of recommendations for visitor circulation. <p>Trends</p> <ul style="list-style-type: none"> All historic structures have updated historical documentation with the completion of the recent national register update, with the exception of historic structure reports for the Derby Wharf Light Station and the Narbonne House.

Fundamental Resource or Value	Historic Structures
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Regular flooding impacts waterfront cultural resources including all of the wharves. The National Oceanographic and Atmospheric Administration tide gauge at Boston has documented sea level rise of 10 inches during the 20th century, and the rate of rise is projected to accelerate in the future. • The observed increase in storm frequency and intensity has the potential to damage historic structures. These impacts have been observed by park staff over the past several years. • The Salem Maritime waterfront is deteriorating and in poor condition. • The exterior surfaces and most internal structure systems of the historic buildings require extensive maintenance and attention on an ongoing basis (i.e., masonry, wood preservation, heating, ventilation, and air-conditioning system, etc.). • Preservation plans and adaptive reuse approaches for the buildings are not well documented. • There is no parkwide “space use” plan to support improved visitor experiences and more efficient park administrative uses. <p>Opportunities</p> <ul style="list-style-type: none"> • Implement sustainable operations and design to help address threats as outlined in the Climate Friendly Parks workshop and proceedings. • Update 2001 long-range interpretive plan to incorporate recent research and new approaches for interpretation and the visitor experience.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Paint analysis for Narbonne House. • Data and/or GIS mapping related to sea level rise and climate change-related risk, especially related to the waterfront. • Technology analysis for exhibits and visitor experience. • Digitize resource management documents. • Climate change vulnerability assessment.
Planning Needs	<ul style="list-style-type: none"> • Resource stewardship strategy. • Wharf resiliency plan. • Salem Waterfront resiliency plan. • Historic structure reuse plan. • Historic structure reports for Narbonne House and Derby Wharf Light Station. • Historic structure reports for park area at Tucker Wharf and Forrester Warehouse Foundation. • Update historic structure reports. • Strategic facilities plan. • Visitor experience plan. • Parkwide accessibility plan.

Fundamental Resource or Value	Historic Structures
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Archeological and Historic Preservation Act of 1974 • Historic Sites Act of 1935 • National Historic Preservation Act of 1966, as amended • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • "Protection of Historic Properties" (36 CFR 800) • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" • Architectural Barriers Act of 1968 (P.L. 90-480) • Rehabilitation Act of 1973 (P.L. 93-112, Section 504) • Uniform Federal Accessibility Standards (UFAS) • Americans with Disabilities Act Accessibility Guidelines <p>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies</i> 2006 (chapter 5) "Cultural Resource Management" • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i> • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i> • <i>The Secretary of the Interior's Standards for Rehabilitation & Illustrated Guidelines on Sustainability for Rehabilitating Historic Buildings</i> • <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i>





Fundamental Resource or Value	Designed Cultural Landscape
Related Significance Statements	Significance statements 1 and 2.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The 8.93-acre cultural landscape of Salem Maritime National Historic Site on Salem Harbor is important as a representative and intact work of National Park Service landscape architect Norman T. Newton, who created the park's original general development plan / master plan (1939). Newton's master plan reflects restoration and interpretation standards for historic properties within the national park system at that time. Representative of the Colonial Revival Movement, the master plan landscape was intended to enhance visitors' experience through the improvement of amenities, views, and ornamental plantings. Park plans, starting with Newton's master plan, have regularly incorporated a series of berths for sailing ships that are moored immediately outside of the site boundary, but in the basin between Central and Derby wharves. • Preservation perpetuates landscape characteristics that date to a period of significance from 1670 to 1944. • A cultural landscape report, with treatment recommendations, has recently been prepared. The proposed treatment recommendations include preservation and rehabilitation efforts on the inland side of Derby Street to perpetuate the Colonial Revival park-like "appropriate setting" for the civic and residential buildings as articulated in the 1939 general development plan / master plan. On the waterfront side of Derby Street, preservation and rehabilitation efforts would allow visitors to understand the site's significance with respect to the nation's maritime and industrial history. • Specific proposed cultural landscape treatments include preservation of the spatial organization of the park and its setting, monitoring mature trees within and adjacent to the park, continued maintenance and replacement of shrubs on the property, improved pedestrian and vehicular wayfinding and access to the property, and preservation of small-scale features. • Visitor circulation throughout the site is not intuitive, and there are barriers that prohibit accessibility. • The park has hired a gardener to support cultural landscape report treatment recommendations related to the grounds. • The City of Salem and the National Park Service are collaborating to install a set of "dinghy docks" that will allow small vessels to tie up for a short period of time at the end of Central Wharf. • The cultural landscape area is located on the waterfront and inland areas and is a quarter mile from the Salem Regional Visitor Center. Visitor Center staff have traditionally promoted a strong message for visitors to wayfind from the visitor center to the waterfront area. <p>Trends</p> <ul style="list-style-type: none"> • In general, the condition of the cultural landscape is good. • Several major upcoming projects, if funded, will dramatically improve the condition of the cultural landscape. • There is a continued interest expressed by the community for use of waterfront and inland spaces for events and activities (not all of which are related to the NPS mission).

Fundamental Resource or Value	Designed Cultural Landscape
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> The waterfront area, in particular Derby Wharf, has areas where erosion from storm-related flooding is significant. Sea level rise and frequent storm surges are contributing to flooding, salt inundation, and wharf deterioration. There is a significant need for another period of rehabilitation efforts for the entire waterfront area. Treatment recommendations identified in the cultural landscape report will require extensive planning and funding strategies on a scale much larger than previously encountered at the park. The implementation of this work, along with rehabilitation and resiliency work in an intensively used visitor space will be a management challenge. The potential for nearby development of privately owned waterfront property is high, with the recent sale of the Shetland Park property and proposed conversion from light industry/office park use to higher end residential/commercial use. <p>Opportunities</p> <ul style="list-style-type: none"> A cultural landscape report has been completed and includes almost the entire site. Treatment recommendations are ready to be implemented, with some additional implementation planning. Strengthen pedestrian circulation and water transportation on the Salem Waterfront. Link the waterfront visitor experience with other maritime sites in the Essex National Heritage Area and New England. Identify an appropriate area at Narbonne House for replanting historic era vegetation. A specific treatment recommendation from the cultural landscape report includes additional “massing” of wharf-based warehouse buildings. One opportunity to implement this recommendation would be to construct a building adjacent to Pedrick’s warehouse to cover the boarding structure of <i>Friendship of Salem</i>. This would address visitor management needs, improve visitor experience and resolve large storage needs for vessel equipment/materials.
Data and/or GIS Needs	<ul style="list-style-type: none"> Incorporate 1939 designed landscape plans into park GIS. Historic resource study of wharf systems in Salem. Climate change vulnerability assessment.
Planning Needs	<ul style="list-style-type: none"> Climate change adaptation plan. Cultural landscape rehabilitation and preservation maintenance plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> Archeological and Historic Preservation Act of 1974 Historic Sites Act of 1935 National Historic Preservation Act of 1966, as amended Executive Order 11593, “Protection and Enhancement of the Cultural Environment” “Protection of Historic Properties” (36 CFR 800) Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources” <p>NPS Policy-level Guidance (NPS <i>Management Policies 2006</i> and Director’s Orders)</p> <ul style="list-style-type: none"> NPS <i>Management Policies 2006</i> (chapter 5) “Cultural Resource Management” Director’s Order 28: <i>Cultural Resource Management</i> <i>The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation</i> <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i>

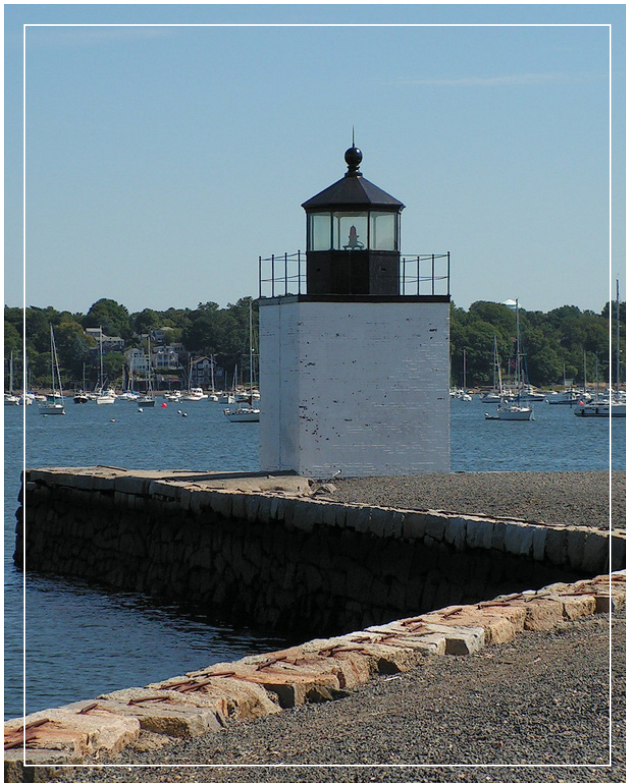
Fundamental Resource or Value	Museum Collections and Archives
Related Significance Statements	Significance statements 1, 2, and 3.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> Salem Maritime National Historic Site preserves the material culture of the city's most important wharf and its dependencies. Approximately 4,500 museum objects include furnishings and housewares associated with Derby House and other historic buildings; more than 1,000 specimens of architectural fragments, maritime-related objects, Colonial Revival-era commemorative materials, objects associated with the original 18th-century vessel <i>Friendship</i>, and plaques and regalia from the St. Joseph Roman Catholic Polish Society. Ten archeological collections total approximately 189,000 artifacts, including 150,000 artifacts recovered during excavations at the Narbonne House and 13,906 artifacts collected at Front Street during relocation of the Central Wharf Warehouse. Archival material includes 90 linear feet of organizational records, personal papers, historic books, and more than 3,500 photographs. <p>Trends</p> <ul style="list-style-type: none"> Climate-controlled collection storage facilities are at capacity and cannot accommodate additional objects, such as from a small archeological dig. The City of Salem and many other community partners share concern about the management of their archives and collections. Recent collection storage decisions by the Peabody Essex Museum has highlighted the need for many individual organizations to collaborate for more efficient administration and increased preservation of archives and collections. The Northeast Region of the National Park Service has promoted an approach of consolidating collection storage facilities for multiple parks. Project proposals for funding feasibility studies have been prepared and are being reviewed by regional and national funding managers.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> The heating, ventilation, and air-conditioning system for storage space is nearing the end of its lifespan and needs to be replaced in the next few years. Museum storage is in the upper floors of a building within the 500-year floodplain, a location potentially vulnerable to sea level rise and storm surge. Although the objects would be safe from flooding, utilities could go out and the building could be inaccessible for several days, which would put the collections at risk for mold and other issues. There is no elevator system in the building, requiring use of stairwells in a historic structure to relocate all materials into/out of the collection storage facility. <p>Opportunities</p> <ul style="list-style-type: none"> The park could engage underserved groups, such as ethnic communities, with exhibits telling their stories in Salem. Important ethnic communities include Polish and Latino communities. Adequate professional staff could enhance management of collections. Both onsite and offsite potential storage opportunities should be explored. Options could include consolidating resources with another NPS unit or rehabilitating portions of the Salem Armory for collections storage. Partnerships with organizations within the Salem area may result in broader community solutions to the need for improved collection and archive storage. Collections, including photographs, should be digitized and an online exhibit of important objects from the collection developed.

Fundamental Resource or Value	Museum Collections and Archives
Data and/or GIS Needs	<ul style="list-style-type: none"> • Obtain GIS map depicting provenance of museum objects and dates. • Collection storage needs assessment.
Planning Needs	<ul style="list-style-type: none"> • Updated collection management plan. • Collection storage plan. • Collection digitization plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Archeological and Historic Preservation Act of 1974 • Museum Properties Management Act of 1955, as amended • National Historic Preservation Act of 1966, as amended • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • "Protection of Historic Properties" (36 CFR 800) • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 5) "Cultural Resource Management" • Director's Order 24: <i>NPS Museum Collections Management</i> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 28A: <i>Archeology</i> • NPS Museum Handbook, parts I, II, and III • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i>



Fundamental Resource or Value	Archeological Resources
Related Significance Statements	Significance statements 1 and 2.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> There are nine National Register of Historic Places contributing archeological sites within the park, the majority of which directly relate to maritime history. The two largest resources are the buried remains of Derby and Central wharves, dating from 1762 to 1914. Commercial building and warehouse remains dating from 1765 to 1938 include Elias Hasket Derby's Counting House or Upper Store site, Forrester Warehouse Foundation (at Central Wharf), Forrester Warehouse 77 site, Tucker Wharf, John Derby's "New" Store, John Prince's Store, and the Office and Shed 74 site. The Narbonne House site, a residential site with occupancy from 1675 to 1927, is also a contributing archeological resource. Of the 66 listed Archeological Sites Management Information System (ASMIS) archeological sites, 57 (67%) are listed in good condition. All sites in the park are considered stable. An archeological overview and assessment (2005) has been completed with an ASMIS survey. <p>Trends</p> <ul style="list-style-type: none"> A significant underwater 'trash pit' is composed of material dumped into the harbor during recovery from the Great Salem Fire in the early 20th century. Material from this debris area regularly washes up onto the beach area—moved by wave and tide action.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Because the archeological sites have been subject to limited investigation, the spatial location and range of archeological materials of the nine national register-contributing archeological sites have not been completely identified. There are a number of uncorroborated ASMIS sites, with no immediate plan to examine most of them; many of these need examination, and several may qualify as local resources for the ASMIS database. Waterfront-area erosion from sea level change and storm surge poses a significant risk to the major archeological resources associated with the wharf system. Deposition of artifacts from wave and tide action create a "false" signal for archeological resources—especially for the public, which sometimes views this material as either significant to the NPS mission or an attractive souvenir. <p>Opportunities</p> <ul style="list-style-type: none"> Use archeological research (especially at Narbonne House site) to enhance the visitor experience and increase understanding of the generations of people who lived there. The extensive archeological resources in the area should be emphasized. Expand research on the discovery of elements of ships on Derby Beach at the seawall. Tell the stories of marine archeology and the discovery of shipwrecks in Salem Sound, including Bakers Island and the Bakers Island Light Station. Develop youth archeology programs. Use GIS mapping to develop an updated base map that incorporates archeological finds. Include pre-contact Native American culture in archeological research and interpretation. Develop partnerships with local colleges and universities to conduct further research/studies on the park's geophysics and archeology. Partner with local historical societies on archeological investigations related to Salem Maritime National Historic Site themes.

Fundamental Resource or Value	Archeological Resources
Data and/or GIS Needs	<ul style="list-style-type: none"> • Archeological evaluation survey of wharves. • GIS system that incorporates all archeological research. • Archeological evaluation of ASMIS sites. • Archeological base map. • Archeological identification study of shipbuilding sites.
Planning Needs	<ul style="list-style-type: none"> • Exhibit plan. • Climate change adaptation plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Archaeological Resources Protection Act 1979 • Archeological and Historic Preservation Act of 1974 • Historic Sites Act of 1935 • National Historic Preservation Act of 1966, as amended • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • "Protection of Historic Properties" (36 CFR 800) • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies</i> 2006 (chapter 5) "Cultural Resource Management" • Director's Order 24: <i>NPS Museum Collections Management</i> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 28A: <i>Archeology</i> • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i>



Fundamental Resource or Value	Salem Harbor Viewshed and Waterfront
Related Significance Statements	Significance statements 1 and 2.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The juxtaposition of the built cultural environment on the shore and the Salem Harbor and the Atlantic Ocean is a defining feature of the park. The park's proximity to Salem Harbor is an important feature of the park. The park is the principal gateway for Salem residents and the visiting public to see, experience, and access Salem Sound. The Salem Harbor viewshed combines both a cultural landscape and natural resources. • Salem Maritime National Historic Site has approximately one mile of shoreline (around the wharves and small beach) on Salem Harbor. This area provides an important viewshed of Salem Sound as well as estuarine resources. • Ecological habitats in the park are limited to the shoreline, a small lawn and beach next to Derby Wharf, and patches of vegetation in the developed landscape. • Access into the water from land is limited to along the beach from the Central Wharf float and at the Central Wharf Marine Railway. Installation of a dinghy dock will partially increase access, but demand is expected to surpass the capacity of the dinghy dock system. <p>Trends</p> <ul style="list-style-type: none"> • There is increased community interest in accessing the Salem waterfront and appreciating the viewshed. • The National Oceanographic and Atmospheric Administration (NOAA) tide gauge at Boston has documented sea level rise of 10 inches during the 20th century, and the rate of rise is projected to accelerate in the future. • The City of Salem has approved a "Harbor Walk" plan that includes a pedestrian walkway along major stretches of Salem Harbor—including through the national historic site waterfront zone. The city has worked to increase water-based transportation and supports efforts to increase boating to/from the Salem Waterfront.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Documented sea level along the North Atlantic coast of the United States is rising at a faster rate than elsewhere on the U.S. coast. Waterfront natural and cultural resources could experience nuisance flooding, saltwater inundation, and erosion as sea level rises and storm surges increase in the harbor. • Observed increase in high intensity storm events, flooding, and extreme heat events have accelerated changes of the flow regime, water chemistry, and biotic community of ecosystems. Water temperature in the Gulf of Maine has been documented to be warming faster than other parts of the Atlantic seaboard. • The Commonwealth of Massachusetts has identified Salem Harbor as "impaired," meaning it fails to attain one or more state-designated beneficial uses. The impairment is due to impaired biota/estuarine bio-assessments and fecal coliform bacteria. The impaired use due to the impaired biota/estuarine bio-assessments is "Fish, Other Aquatic Life, and Wildlife." The impaired uses due to the excessive fecal coliform bacteria are "Primary Contact Recreation" and "Shellfish Harvesting." The probable source contributing to this impairment is listed as urban-related runoff/stormwater. • Foreign invasive plants are increasing in Salem Harbor. • Park air quality conditions reflect the regional air quality of Greater Boston; visibility, ozone, and pollutant deposition exceed recommended values. Air pollution from power plants and vehicle exhaust sometimes obscures historic views with pollution-caused haze and can impact human, wildlife, and vegetation health. Poor air quality affects the condition of the historic structures of the park and, under certain conditions (i.e., state ozone health advisories), the health of park visitors. • Extremely large cruise ships moving into and out of the area can negatively affect historic wharves and other maritime resources by accelerating erosion if movement is not carefully regulated.

Fundamental Resource or Value	Salem Harbor Viewshed and Waterfront
Threats and Opportunities	<p>Opportunities</p> <ul style="list-style-type: none"> • Partner with municipal agencies, state agencies, Salem Sound Port Authority, United States Army Corps of Engineers, Salem Footprint power plant, and harbor-oriented businesses to protect Salem Harbor. • Dredging near Derby Wharf being planned by the City of Salem could dredge park areas for cost savings. Care should be taken not to dredge too close to the wharf or too deep or the wharf might collapse. • Extension of the Salem Harbor Walk could increase connections to Salem Maritime National Historic Site and enhance appreciation of the city's maritime history. Work with the City of Salem to conduct a feasibility study on small boat access options near the park. • Interpret diminished fishing resources, mercury and PCB-related statewide fish consumption advisory, and climate change. • Expand bird and butterfly population by planting appropriate flowering shrubs in the park and the city. • Reduce the carbon footprint of park operations as identified during the park's Climate Change Friendly Workshop. • Improve park sustainability and environmental leadership through the Climate Friendly Park certification, which entails completing the park's Climate Friendly Park Action Plan. • Work with partners (Salem Sound Port Authority, NOAA) to establish an oyster-bed reef area along the eastern side of Derby Wharf to increase resistance to storm surge erosion and to preclude movement of Salem Fire debris from moving onto the beach.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Monitor sea level rise and salt inundation and their impacts on vegetation, structures, soils, and circulation surfaces. • Data on sea level rise and storm intensity. • Ongoing regional air quality monitoring. • Climate change vulnerability assessment. • Oyster bed reef feasibility study.
Planning Needs	<ul style="list-style-type: none"> • Wharf resiliency plan. • Climate change adaptation plan. • Visual resource management plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Clean Air Act of 1977 (42 USC 7401 et seq.) • Coastal Zone Management Act of 1972 • National Environmental Policy Act of 1969 • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • Executive Order 11988, "Floodplain Management" • Executive Order 13653, "Preparing the U.S. for the Impacts of Climate Change" • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 4) "Natural Resource Management" • NPS Management Policies 2006 (chapter 5) "Cultural Resource Management" • Director's Order 12: Conservation Planning, Environmental Impact Analysis, and Decision-Making and DO-12 Handbook • Director's Order 77: Natural Resource Protection

Fundamental Resource or Value	The American Revolution at Sea
Related Significance Statements	Significance statement 3.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> Salem was an important base for maintaining trade during the American Revolution, and for privateers that carried the fight for independence to the seas. The role of maritime New England communities during the American Revolution is not well-documented for use in interpretive planning—specific events, themes, and people cannot easily be associated with a specific park (or related resources outside the park) and this limits visitor access to an important story. The fortifications and other landforms in the surrounding area can be used to promote a greater awareness of civilian defense leading up to, during, and following the Revolutionary War. <p>Trends</p> <ul style="list-style-type: none"> The role of maritime New England in the American Revolution is recognized, but there are no efforts to consolidate the available information. The upcoming 250th anniversary of the Revolutionary War provides a great opportunity to highlight military elements of New England's maritime heritage.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Without greater research and attention paid to the significance of surrounding landforms and historic locations, there is the potential that loss of these resources may inadvertently occur through development. <p>Opportunities</p> <ul style="list-style-type: none"> Consolidation of the available information on commerce and privateering during the American Revolution would allow accurate interpretation of existing park resources, identify park lands that have a high probability of possessing related but now-unknown resources, and encourage interpretive links to other resources outside of the park.
Data and/or GIS Needs	<ul style="list-style-type: none"> Special history study "The American Revolution at Sea." GIS mapping of national register districts and thematically related resources.
Planning Needs	<ul style="list-style-type: none"> Park partner action strategy. Visitor experience plan. Exhibit plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> Historic Sites Act of 1935 National Historic Preservation Act of 1966, as amended Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</p> <ul style="list-style-type: none"> NPS <i>Management Policies</i> 2006 (§1.10) "Partnerships" NPS <i>Management Policies</i> 2006 (§7.6) "Interpretive and Educational Partnerships" Director's Order 6: <i>Interpretation and Education</i>

Fundamental Resource or Value	Atlantic and Global Trade Networks
Related Significance Statements	Significance statements 1 and 3.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> Salem's prominent role in American maritime commerce over three centuries is locally known and well-documented. However, the available information is not in a form useful for interpretive planning—specific events and important persons, or groups of persons, are not easily associated with specific park resources or with related resources outside of the park, limiting visitor access to this important story. <p>Trends</p> <ul style="list-style-type: none"> The role of Salem in American maritime commerce is recognized locally, but there are no efforts to consolidate the available information for use in interpretive programming or to develop partnerships with related historic properties or organizations. A leadership transition in the Peabody Essex Museum provides an opportunity to highlight the role of New England's maritime heritage. A growing interest in an increased level of research in the history of northern slavery and the key role of New England ship fleets as transport is expanding how the public understands the impact New England had in the triangle trade. Contemporary civil discussions about the appropriate extent of globalized economic ties may be informed by examining the role of seafaring trade from the Colonial period through the 19th century.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> None. <p>Opportunities</p> <ul style="list-style-type: none"> Consolidation of the available information on New England's role in the history of Atlantic and Global trade networks would allow accurate interpretation of existing park resources, identify park lands that have a high probability of possessing related but now-unknown resources, and encourage interpretive links to resources outside of the park.
Data and/or GIS Needs	<ul style="list-style-type: none"> Special history study of New England's role in the Atlantic and global trade. GIS mapping of national register districts and thematically related resources.
Planning Needs	<ul style="list-style-type: none"> Park partner action strategy. Visitor experience plan. Exhibit plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> Historic Sites Act of 1935 National Historic Preservation Act of 1966, as amended Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</p> <ul style="list-style-type: none"> NPS <i>Management Policies</i> 2006 (§1.10) "Partnerships" NPS <i>Management Policies</i> 2006 (§7.6) "Interpretive and Educational Partnerships" Director's Order 6: <i>Interpretation and Education</i>

Analysis of Other Important Resources and Values

Other Important Resource or Value	<i>Friendship of Salem, Derby Wharf</i>
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> The vessel is a replica using modern materials and construction methods while retaining the appearance of a historic ship. It is an interpretive device and a focus of the visitor experience at the Derby Wharf. <i>Friendship of Salem</i> is a seaworthy vessel and can sail regularly during the summer sailing season. The vessel will continue to require a haul-out on a marine railway regularly every four years to maintain watertight conditions. The vessel crew is principally volunteer but led by NPS employees. The vessel requires additional infrastructure (floating docks) that are nearing their lifespan and have limited use when <i>Friendship of Salem</i> is not moored on Derby Wharf. There is recognition among NPS staff and within the community that additional NPS staff are required to maintain the vessel to keep very high cost projects to a minimum and reduce the length of time that the ship is away from Salem. <p>Trends</p> <ul style="list-style-type: none"> NPS staffing and operations costs are increasing. Condition of some components is improving because of ongoing restoration. Condition of some components is deteriorating because of ongoing exposure to rain, snow, and ice.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Increased cost of NPS staffing and operations. Increasingly difficult to moor at park because of deteriorating wharf conditions. Ongoing need for maintenance operations. <p>Opportunities</p> <ul style="list-style-type: none"> Opportunity to expand interpretation to include the lives of common sailors and the effects on their communities over their long absences. Opportunity to expand interpretation into maritime industries supported by the community. Opportunity to develop a plotted series of trip options in Salem Sound area (under favorable conditions) for <i>Friendship of Salem</i> to take when under a day sail program. The City of Salem operates the Blaney Street marina and there is space for very short-term docking of <i>Friendship of Salem</i> at this location (i.e., overnight in good weather). The National Park Service and city expect to cooperate with regular sails in 2021 to include departure from Derby Wharf at high tide and tie up at Blaney Street. The following day would include a return from Blaney Street to Derby Wharf at high tide. The Salem Partnership has re-established "Friends of Friendship" to create a philanthropic friends group to support operational goals for <i>Friendship of Salem</i> and an active waterfront program (maritime skills transfer, sail Salem Sound, community programming). Opportunity to participate in the Salem Sound Active Waterfronts partnership plan (with City of Salem).
Data and/or GIS Needs	<ul style="list-style-type: none"> None.
Planning Needs	<ul style="list-style-type: none"> Visitor experience plan. Park partner action strategy. Parkwide accessibility plan. <i>Friendship of Salem</i> long-term operations plan.

Other Important Resource or Value	<i>Friendship of Salem, Derby Wharf</i>
Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none">• Coast Guard Act of 1915• Architectural Barriers Act of 1968 <p>NPS Policy-level Guidance (NPS <i>Management Policies 2006</i> and Director's Orders)</p> <ul style="list-style-type: none">• NPS <i>Management Policies 2006</i> (§9.6.2) "Interpretive Works that Commemorate"• NPS <i>Management Policies 2006</i> (§7.5.2) "Access to Interpretive and Educational Opportunities"



Other Important Resource or Value	Salem Regional Visitor Center (former Salem Armory)
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The visitor center, located in the Salem Armory drill shed (1895), provides citywide resources and information and includes an Eastern National bookstore, exhibit space, theater, and a staffed information desk. • Exhibits within the visitor center orient visitors to the primary themes of Salem and the Essex Heritage Area—early settlement, maritime trade, and early industry. • The visitor center is a condominium unit owned by the National Park Service within the Salem Armory. The remaining condominium units are owned by the Peabody Essex Museum and used for collection storage and staff space. • The exhibits and visitor circulation plans from the mid-90s are very dated. • The layout of the building is very inefficient—the 220-seat theater typically has 10 to 20 viewers per film (a 3% utilization rate). The theater is extremely expensive to operate given the limited impact to the primary park fundamental resource area. • The visitor center is physically outside—discontiguous from—the park boundary. It has a low visibility presence near the major pedestrian zone in Salem. • Existing exhibits and fixtures are more than 15 years old and in need of upgrades. The physical layout of the space is disjointed. • The restrooms at the visitor center, which serve as the principal comfort facilities for town visitors, are maintained by the National Park Service. Their use during the peak tourist months of September and October are dramatically higher than the rest of the year. <p>Trends</p> <ul style="list-style-type: none"> • Annual visitation to the visitor center ranges between 250,000 and 350,000. • The Salem Regional Visitor Center continues to play an important role in the Salem community, with increased use of the facility for permitted and partner events during afternoon and evening hours. • The visitor center serves as the primary public restroom for thousands of city visitors during the Haunted Happenings season (mid-September through Halloween).
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • The visitor center's role as a multi-purpose facility representing multiple entities presents unique management and operational challenges. • The Salem Regional Visitor Center has not been comprehensively analyzed to determine its effectiveness and value for its function. (For example, the area where the interpretive film is shown has only a 3% use rate.) • Public restroom use during peak months strains the park's maintenance capacity. • The Salem Regional Visitor Center is a condominium managed in conjunction with the Peabody Essex Museum, and recent decisions about the use of their condominium units will impact opportunities for NPS use of its unit. <p>Opportunities</p> <ul style="list-style-type: none"> • Partner with the City of Salem and Essex National Heritage Area to support sustainable future operations at the visitor center through an in-kind exchange of personnel, services, and/or utilities. • Opportunity to examine/evaluate the space needs parkwide, including delivery of visitor orientation and interpretive services, collections storage, and administrative needs across park and partner facilities. • Working more closely with the Peabody Essex Museum may allow greater flexibility in management of the Salem Armory.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Visitor center functional and operational analysis. • Technology analysis for exhibits and visitor experience.

Other Important Resource or Value	Salem Regional Visitor Center (former Salem Armory)
Planning Needs	<ul style="list-style-type: none"> • Exhibit plan. • Visitor experience plan. • Park partner action strategy. • Strategic facilities plan.
Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none"> • Archeological and Historic Preservation Act of 1974 • Historic Sites Act of 1935 • National Historic Preservation Act of 1966, as amended • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • "Protection of Historic Properties" (36 CFR 800) • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 5) "Cultural Resource Management" • Director's Order 28: <i>Cultural Resource Management</i> • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i> • <i>The Secretary of the Interior's Standards for Rehabilitation & Illustrated Guidelines on Sustainability for Rehabilitating Historic Buildings</i> • <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i>



Other Important Resource or Value	Maritime Industries
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> Two shipyards were located within the park boundary: the Elias Derby Shipyard (ca.1790) on Flats Lot A and B) and one owned by John Browne (ca.1764–1771) on Lot E-1. No known archeological resources have been identified with shipbuilding activities on these lots, although there may be currently unidentified resources. The Hawkes House was home to a noted shipbuilder. Interpretation of these important activities is underdeveloped. <p>Trends</p> <ul style="list-style-type: none"> Over the recent past, the lots known to have been used for shipbuilding have been stable, but more frequent and intense storm damage combined with documented sea-level rise may threaten their integrity. No actions that might impact archeological resources on these lots are planned. There is increasing interest in the local community and at the national level (Maritime Administration) regarding the need for more skilled youth to enter into maritime trades.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> None. <p>Opportunities</p> <ul style="list-style-type: none"> Interpretive programs and exhibits could be expanded to include shipbuilding, rigging, etc. Additional connections to other maritime industries properties in area could be made.
Data and/or GIS Needs	<ul style="list-style-type: none"> Archeological identification study of shipbuilding sites. Research on small-craft vessels that could be constructed as training projects for youth and volunteers. Special history study of maritime industries in Salem.
Planning Needs	<ul style="list-style-type: none"> Visitor experience plan. Exhibit plan.
Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none"> Archeological and Historic Preservation Act of 1974 Historic Sites Act of 1935 National Historic Preservation Act of 1966, as amended Executive Order 11593, "Protection and Enhancement of the Cultural Environment" "Protection of Historic Properties" (36 CFR 800) Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> NPS Management Policies 2006 (chapter 5) "Cultural Resource Management" Director's Order 28: <i>Cultural Resource Management</i> <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i> <i>The Secretary of the Interior's Standards for Rehabilitation & Illustrated Guidelines on Sustainability for Rehabilitating Historic Buildings</i> <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i>

Other Important Resource or Value	Partnerships
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The park is at the nexus of heritage preservation efforts by the City of Salem, the Essex National Heritage Area, the Commonwealth of Massachusetts, and private institutions. • The park is embedded in a dense matrix of national register districts and national historic landmarks that mirror the significance of the park. With its emphasis on maritime history, they are the interpretive bridge to the historic community. • The City of Salem has eight national historic landmarks that match the themes and period of significance of the park. • The Salem Partnership continues to coordinate economic development, including heritage tourism, education, and transportation. • Various elements of the Salem Waterfront are underutilized and represent development opportunities while still meeting NPS mission requirements. • Park partners generally are non-profit organizations with business plans that rely on donations to the nonprofit, rather than organizations with strong profit centers that can direct resources to the National Park Service. <p>Trends</p> <ul style="list-style-type: none"> • Partnerships are stable but underutilized. • Risk to park-related resources in the national register districts is low. • Partners have demonstrated increased interest in collaborating in new endeavors but usually operate as risk-averse because of fiduciary responsibilities.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • None. <p>Opportunities</p> <ul style="list-style-type: none"> • Work with partners to expand the interpretation of the park to encompass a wider range of resources and themes related to maritime history. • Work with partners to incorporate significant Salem historical events and situate them in the context of the park. • Work with partners to expand interpretation and preservation of community resources to illustrate the lives and lifeways beyond those of the principal merchants. • Opportunity to participate in the Salem Sound Active Waterfronts partnership plan (with City of Salem).
Data and/or GIS Needs	<ul style="list-style-type: none"> • GIS mapping of national register districts and thematically related resources. • Special history study. • Ethnographic overview and assessment.
Planning Needs	<ul style="list-style-type: none"> • Park partner action strategy. • Visitor experience plan. • Historic structure reuse plan. • Exhibit plan. • Salem Sound active waterfront partnership plan.
Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none"> • Historic Sites Act of 1935 • National Historic Preservation Act of 1966, as amended. • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources." <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (§1.10) "Partnerships" • NPS Management Policies 2006 (§7.6) "Interpretive and Educational Partnerships" • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 21: <i>Donations and Philanthropic Partnerships</i>

Identification of Key Issues and Associated Planning and Data Needs

This section considers key issues to be addressed in planning and management and therefore takes a broader view over the primary focus of part 1. A key issue focuses on a question that is important for a park. Key issues often raise questions regarding park purpose and significance and fundamental and other important resources and values. For example, a key issue may pertain to the potential for a fundamental or other important resource or value in a park to be detrimentally affected by discretionary management decisions. A key issue may also address crucial questions that are not directly related to purpose and significance, but that still affect them indirectly. Usually, a key issue is one that a future planning effort or data collection needs to address and requires a decision by NPS managers.

The following are key issues for Salem Maritime National Historic Site and the associated planning and data needs to address them:

- **Wharves/Waterfront Rehabilitation and Protection.** The 18th-century wharves—Derby, Hatch’s, and Central Wharf—are the heart of Salem Maritime National Historic Site. Visitors enjoy panoramic views of Salem Harbor and explore the replica tall ship *Friendship of Salem*. Derby Wharf is being eroded away by rising sea levels, higher tides, and more frequent severe storms, undermining the Derby Wharf National Recreation Trail and the foundation and base of Derby Wharf Light Station. The National Park Service must consider how to preserve Derby Wharf and the historic waterfront in the face of these threats.
 - *Associated planning and data needs:* Salem Waterfront resiliency plan, wharf resiliency plan, climate change vulnerability assessment
- ***Friendship of Salem.*** The replica exhibit tall ship *Friendship of Salem* is a focal attraction at Salem Maritime National Historic Site. With the ship’s high-cost maintenance needs and project funding requirements, an operations plan for the role of the vessel within the context of the national historic site is required. Tall ship operations require longer lead times for operations and maintenance than most other structures. The availability of Recreational Fee program funding for deferred maintenance relieves some financial pressure for the park. The park has worked on outreach efforts for the past three years with community organizations and subject-matter experts to define operational and programmatic goals for the vessel. It also has worked to develop a friends group. The vessel as an NPS asset should have an operations plan in place that defines how *Friendship of Salem* will be managed over a 10-year period (to allow for greatest reliability in contracting and programming expectations).
 - *Associated planning and data needs:* *Friendship of Salem* long-term operations plan



- **Resource Stewardship.** Salem Maritime National Historic Site is part of a complex metropolitan environment that creates significant demands on available resources. A resource stewardship strategy is needed to balance the various needs related to cultural and natural resources and available funding.
 - *Associated planning and data needs:* resource stewardship strategy, historic structure reuse plan
- **Understanding of Ethnographic Resources.** There is inadequate historical understanding of workers in Salem’s maritime industries—women, enslaved people, immigrants—and the role of the Colonial Revival Movement in “Americanizing” local immigrant communities. This knowledge gap could be remedied by a historic resource study, which in turn would help interpret neglected stories and enhance the visitor experience. An ethnographic overview and assessment could also be valuable. These studies could contribute to an exhibit plan for interpreting ethnographic history in Salem as well as informing public tours and educational programs.
 - *Associated planning and data needs:* historic resource study, ethnographic overview and assessment, exhibit plan, visitor experience plan
- **Review the National Park Service Roles with Negro Election Day and Salem Witch Trial History Themes.** Two important American history stories, Negro Election Day and the Salem witch trials, are woven into the Salem community and Essex National Heritage Area and are within walking distance of the Salem Regional Visitor Center and the waterfront:
 - More than a century before the Civil War, Salem was among a handful of Massachusetts towns where enslaved and freed blacks gathered once a year and elected their own black governor, who spoke on behalf of all blacks and served as a judge, mediator, and liaison. “Negro Election Day” was held on the same day that white men voted for public officials in New England towns. Started in 1741, it was the first occurrence of voting by blacks in the United States. Today the historic event is celebrated as the Salem Willows Black Picnic. The annual event is an important community organizing and governance process that continues to be celebrated and recognized by hundreds of members of the Boston and North Shore African American communities. The annual continuity of this event, which eventually was centered in Salem, needs to be more comprehensively researched to determine the level of significance relative to the national story of African Americans in North America.
 - The park’s connections with the 1692 Salem witch trials have not been thoroughly explored. Known connections include the Narbonne House, which was added to the park (in part) because it was a “witness” house to the witch trials. The witch trials played a major part in the city’s history and are an iconic moment in the development of a legal system in what became the United States. There is a witch trials video currently being made that will be shown in the visitor center in the general open/exhibits area.

Visitors come to the park with expectations of learning more about these Salem-based stories in addition to the themes already represented within the park. A better understanding of these two historical events, and their relationship to the park, could allow the park to incorporate these two important American history stories. The park unit name, and designation solely as a national historic site, could be reviewed with recommendations for future changes.

- *Associated planning and data needs:* special history studies for Negro Election Day and Salem witch trials, historic resource study, long-range interpretive plan

- **Partnerships for Developing Nationally Significant History in the Essex National Heritage Area.** Salem Maritime National Historic Site has expanded its programmatic and interpretive reach beyond the park boundaries through partnerships. The Essex National Heritage Area, which has proven to be a valuable partnership in interpreting and preserving historical resources throughout Essex County, has additional partnership potential. Partnering with Essex National Heritage Area could strengthen interpretation of the maritime themes of global trade, the maritime industries of boat building and fishing, the unique lifestyle of persons involved in maritime industries then and now, and immigration. The two entities could also play a larger role in interpreting the maritime history of New England. The replica ship *Friendship of Salem* and the facilities on the waterfront offer unique opportunities to connect with the traditional boat and tall ship community along the East Coast, including attracting other heritage ships to visit Salem Harbor.

Partnerships also could help Salem Maritime National Historic Site explore connections with the 1692 Salem witch trials and Negro Election Day. The Peabody Essex Museum, whose collection relates closely to Salem’s maritime history, has significant partnership potential—especially on the topic of the Salem witch trials and civil defense of communities. Partnering with youth and educational groups and tribal partners could expand the park’s audience for the long term.

Other park partners who play a significant role in the preservation and programming of the Salem waterfront and related resources include the City of Salem, Salem School District, Salem State University, Montserrat College of Art, Endicott College, Salem Chamber of Commerce, Salem Partnership, Destination Salem, Schooner Fame, and numerous local national register landmarks and historic districts. The park should work with these entities to expand interpretation beyond the park’s boundaries elsewhere in Salem and the North Shore area.

- *Associated planning and data needs:* park partner action strategy, GIS mapping of national register districts and thematically related resources, Salem Sound active waterfront partnership plan

Planning and Data Needs

To maintain connection to the core elements of the foundation and the importance of these core foundation elements, the planning and data needs listed here are directly related to protecting fundamental resources and values, park significance, and park purpose, as well as addressing key issues. To successfully undertake a planning effort, information from sources such as inventories, studies, research activities, and analyses may be required to provide adequate knowledge of park resources and visitor information. Such information sources have been identified as data needs. Geospatial mapping tasks and products are included in data needs.

Items considered of the utmost importance were identified as high priority, and other items identified, but not rising to the level of high priority, were listed as either medium- or low-priority needs. These priorities inform park management efforts to secure funding and support for planning projects.

Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
FRV, Key Issue	Resource stewardship strategy	H	This strategy could help coordinate stewardship efforts for different resources. It should address issues with <i>Friendship of Salem</i> .
FRV, Key Issue	Salem Waterfront resiliency plan	H	This plan would seek to minimize erosion from sea level rise and to reduce overtopping the 18th-century wharves (Derby, Hatch's, and Central Wharf). Increased erosion is threatening the integrity of these resources.
FRV, OIRV, Key Issue	Exhibit plan	H	This plan would address updating exhibits to attract new audiences and reflect recent scholarship. It would incorporate archeological research, including materials loaned from other institutions.
FRV, OIRV, Key Issue	Park partner action strategy	H	This plan would help the park strengthen and expand its programmatic and interpretive reach through new and existing partnerships.
FRV	Climate change adaptation plan	H	This plan would identify management actions necessary to increase the resilience of high-value at-risk resources as identified in the climate change vulnerability assessment.
OIRV, Key Issue	<i>Friendship of Salem</i> long-term operations plan	H	This plan is needed to identify goals and approaches for managing the vessel, its projects, and resources over a period of 10 years.
FRV, OIRV, Key Issue	Visitor experience plan	H	This plan would define key visitor experiences linking park resources and interpretive themes. It would incorporate recent research including Salem's role in the American Revolution and in global maritime commerce, and evaluate the appropriate role of <i>Friendship of Salem</i> in the park. The plan would also include shipbuilding and naval stores.
FRV	Cultural landscape rehabilitation and preservation maintenance plan	H	This plan would be the National Environmental Policy Act compliance document for implementing the cultural landscape report treatment recommendations.
OIRV, Key Issue	Salem Sound active waterfront partnership plan	H	Increased attention to public uses of the waterfront and strong desire in the local community for <i>Friendship of Salem</i> operations means that a complementary plan should be developed that addresses more active waterfront operations.
FRV, OIRV	Strategic facilities plan	H	This plan is needed to identify management actions to effectively and efficiently use space within the park.
FRV	Historic structure reports for Narbonne House and Derby Wharf Light Station	H	This plan would provide background information and guidance for rehabilitating park structures.
FRV	Historic structure reports for park area at Tucker Wharf and Forrester Warehouse Foundation	M	Because this area is a future location of a Harbor Walk connection, these historic resources need to be well understood to be effectively preserved.

Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
FRV	Update historic structure reports	M	Most historic structure reports were written more than 40 years ago and do not include information from the updated 2011 national register nomination.
FRV	Updated collection management plan	M	This plan would develop strategy for managing the park's archeological, archival, and decorative arts collection.
FRV	Collection digitization plan	M	This plan should address creation of secure records and making the collections more readily available to the public.
FRV, OIRV, Key Issue	Historic structure reuse plan	M	This plan would investigate and identify adaptive reuse alternatives for various structures throughout the park to determine their potential for accommodating space/use requirements. The plan would also provide a feasibility analysis and a selection of strategies for protecting park historic structures.
FRV	Collection storage plan	M	The existing collection storage is full, and the climate control systems are nearing the end of their lifespan.
FRV, OIRV	Parkwide accessibility plan	M	This plan is needed to meet the requirements of the Architectural Barriers Act of 1968.
FRV	Visual resource management plan	L	This plan is needed to identify management actions to preserve the viewshed from the park of Salem Harbor.



Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV, OIRV, or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes
Key Issue	Historic resource study	H	The study would be used to research Salem and surrounding areas focusing on ethnographic stories and resources, as well as Negro Election Day and the Salem witch trials. Salem witch trial and Negro Election Day/Black Picnic history themes represent opportunities to commemorate seminal events in American legal history, women's history, and a poorly known part of African American history that included a form of representative democracy (albeit severely restricted) from the Colonial era through to the present.
OIRV, Key Issue	Ethnographic overview and assessment	H	Study needed to identify ethnographic resources throughout the range of Salem Maritime National Historic Site's period of significance, and continued use/association of those resources by descendent groups.
FRV, Key Issue	Climate change vulnerability assessment	H	Study will identify park resources at risk from sea level rise and increasing storm frequency.
FRV	Data on sea level rise and storm intensity	H	Data needed to inform the climate change vulnerability assessment and climate change adaptation plan.
FRV	Special history study "The American Revolution at Sea"	H	Study needed to understand the role of park resources (and those of potential partners in coastal New England communities) in the American Revolution.
FRV	Special history study of Salem's role in the Atlantic and global trade	H	Study needed to understand the role of park resources (and those of potential partners elsewhere) in the Atlantic and global trade.
Key Issue	Special history studies on Negro Election Day and Salem witch trials	H	These efforts would help to decipher any connections the park may have with Negro Election Day or the Salem witch trials.
OIRV	Research on small-craft vessels that could be constructed as training projects for youth and volunteers	H	Information would be used to develop interpretive training program.
FRV	Monitor sea level rise and salt inundation and their impacts on vegetation, structures, soils, and circulation surfaces	M	Data needed to inform the climate change vulnerability assessment and climate change adaptation plan.
FRV	Data and/or GIS mapping related to sea level rise and climate change-related risk	M	Needed especially related to the wharves.
FRV	Obtain GIS map depicting provenance of museum objects and dates	M	Consolidated map needed.

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV, OIRV, or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes
FRV	Archeological evaluation survey of wharves	M	Survey needed to understand the extent and significance of archeological resources of the wharves. This will be especially useful when engineering is required to stabilize the wharves.
FRV	Historic resource study of historic maritime industry waterfront systems in Salem	M	Work with the City of Salem to identify historic waterfront systems in Salem.
FRV	Collection storage needs assessment	M	A comprehensive analysis of the collection storage needs for a broader Salem community group would support NPS regional/national efforts to understand feasibility of a consolidated collection storage facility.
FRV	Archeological base map	M	Map would include wharf systems and shipwrecks in the Salem area.
FRV	GIS system that incorporates all archeological research	M	Consolidated mapping useful for management.
FRV	Digitize resource management documents	M	Digitize resource management documents and place them online for public access.
FRV	Incorporate 1939 designed landscape plans into park GIS	M	Information to inform decisions about maintaining and/or modifying significant 1939 designed landscape.
FRV, OIRV	Technology analysis for exhibits and visitor experience	M	Information needed to inform the strategic facilities plan.
OIRV	Visitor center functional and operational analysis	M	Information needed to inform the strategic facilities plan.
FRV, OIRV, Key Issue	GIS mapping of national register districts and thematically related resources	M	Consolidated mapping useful to identify significant properties and potential partners in Salem that share the park's interpretive themes.
FRV	Oyster bed reef feasibility study	M	Potential to improve waterfront resiliency.
FRV	Paint analysis for Narbonne House	L	Paint analysis needed to ensure accurate resource restoration.
FRV	Archeological evaluation of ASMIS sites	L	Surveys needed to identify all contributing resources in the park.
FRV, OIRV	Archeological identification study of shipbuilding sites	L	Study would identify resources in park associated with shipbuilding and other maritime industries.
OIRV	Special history study of maritime industries in Salem	L	Study would improve interpretation of maritime industries and provide information to identify associated resources.
FRV	Ongoing regional air quality monitoring	L	Poor air quality affects the condition of the historic structures of the park and, under certain conditions (i.e., state ozone health advisories), the health of park visitors.

Part 3: Contributors

Salem Maritime National Historic Site

Steve Abbott, Painter and Maintenance Worker

Dave Bogdan, Maintenance Work Leader

Jeremy Bumagin, Maintenance Supervisor; Captain, *Friendship of Salem*

Paul DePrey, Superintendent

Bill Fuchs, Biological Science Technician

Gavin Gardner, Chief of Resources Management

Douglas Law, Facility Information and Systems Specialist

Christine MacDonald, Chief of Administration

Patrick Maloney, Maintenance Support

Emily Murphy, Park Historian

John Newman, Maintenance and Ship Rigger

Michael Parr, Chief Ranger / Special Park Uses Manager

Shelly Rodgers, Park Ranger

Susan Russo, Chief of Visitor Experience and Community Engagement

Rick Saulnier, Maintenance and Grounds

Tim Thornhill, Chief of Maintenance

Shawn Twombly, Maintenance and Grounds

Curtis White, Supervisory Park Ranger

Maryann Zujewski, Education Specialist

Essex National Heritage Area

Meredith George, Education, Development, and Communications Associate

Annie Harris, Chief Executive Officer

Emily Levin, Director of Special Events and Communications

Bill Steelman, Chief Operating Officer

NPS Northeast Region

April Antonellis, Education Specialist, History Program

Christine Arato, (former) Chief Historian

Joanne Blacoe, Interpretive Planner

Margie Coffin Brown, (former) Historical Landscape Architect, Olmsted Center for Landscape Preservation

Allen Cooper, Program Lead, Park Planning and Special Studies

Bill Griswold, Archeologist

Amanda Jones, (former) Community Planner, Park Planning and Special Studies

James C. O'Connell, (retired) Project Manager, Park Planning and Special Studies

Alicia Paresi, Museum Curator, Northeast Museum Services Center

Michael Quijano-West, (former) Chief, Park Planning and Special Studies

Holly Salazer, Regional Air Resources Coordinator

Other NPS Staff

Mindy Burke, Contract Editor, Denver Service Center, Planning Division

Pam Holtman, Quality Assurance Coordinator, WASO Park Planning and Special Studies

John Paul Jones, Visual Information Specialist, Denver Service Center, Planning Division

Nancy Shock, Foundation Coordinator, Denver Service Center, Planning Division

Judith Stoeser, (former) Contract Editor, Denver Service Center, Planning Division

Laura Watt, Contract Editor, Denver Service Center, Planning Division

Appendixes

Appendix A: Secretarial Order and Legislative Acts for Salem Maritime National Historic Site

- **Historic Sites Act of 1935 (16 U.S.C. sec. 461-467).** This legislation establishes national policy to preserve for public use historic sites, buildings, and objects of national significance for the inspiration and benefit of the people of the United States.
- **Act of May 26, 1936 (P.L. 74-617, 49 Stat. 1374).** This legislation transfers the control and jurisdiction of the Salem Custom House to the Secretary of the Interior from the Secretary of the Treasury.
- **Secretarial Order of March 17, 1938 (3 FR 787).** This Secretarial Order designates Salem Maritime National Historic Site as the first national historic site to preserve and present America's and New England's maritime history.
- **Act of December 12, 1963 (P.L. 88-199, 77 Stat. 359).** This legislation authorized acquisition of the adjacent Narbonne House to Salem Maritime National Historic Site for architectural value.
- **Act of November 10, 1978 (P.L. 95-625, 92 Stat. 3475).** This legislation transfers the Derby Wharf Light Station from the U.S. Coast Guard to the National Park Service.
- **Act of June 27, 1988 (P.L. 100-349, 102 Stat. 659).** This legislation adds the renaissance revival St. Joseph's Hall to Salem Maritime National Historic Site to support administrative needs.
- **Act of November 28, 1990 (P.L. 101-632, 104 Stat. 4575).** This legislation authorizes acquisition of a property (no more than 12,000 square feet) or interest therein in the city of Salem for use as a regional visitor center.
- **Act of November 12, 1996 (P.L. 104-333).** Under Division I, Title X, Sec. 1029 of this legislation, Congress establishes Boston Harbor National Recreation Area and includes the inland and waterfront (i.e., not the visitor center) areas of Salem Maritime National Historic Site within the boundary of the national recreation area to preserve public use and enjoyment, to manage recreation in partnership, and to increase public understanding of the natural and cultural resources of the Boston Harbor Islands.
- Under Division II, Title V of this legislation, Congress establishes Essex National Heritage Area and makes available the use of the Salem Regional Visitor Center, in partnership with the National Park Service, to interpret the themes of the Essex National Heritage Area.

Northeast Region Foundation Document Recommendation Salem Maritime National Historic Site

September 2019

This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the Northeast Regional Director.



September 16, 2019

RECOMMENDED

Paul DePrey, Superintendent, Salem Maritime National Historic Site

Date



23 Sept 2019

APPROVED

Gay Vietzke, Regional Director, Northeast Region

Date



As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

SAMA 373/137860

September 2019

Foundation Document • Salem Maritime National Historic Site



NATIONAL PARK SERVICE • U.S. DEPARTMENT OF THE INTERIOR