



**UNITED STATES DEPARTMENT OF COMMERCE**  
**National Oceanic and Atmospheric Administration**  
**NATIONAL OCEAN SERVICE**  
**Office of National Marine Sanctuaries**  
**West Coast Regional Office**  
99 Pacific Street, Building 100F  
Monterey, CA 93940

January 24, 2013

Mr. Jeff W. Brooke  
Associate State Archaeologist  
Office of Historic Preservation  
Review and Compliance Unit  
1725 23<sup>rd</sup> Street, Suite 100  
Sacramento, CA 95816

RE: Monterey Bay National Marine Sanctuary Boundary Expansion: San Francisco-Pacific Exclusion Area (Donut Hole), Section 106 Review

The Monterey Bay National Marine Sanctuary (MBNMS), administered by the National Oceanic and Atmospheric Administration (NOAA), within the Department of Commerce, is proposing to expand the northern sanctuary boundary to include the San Francisco-Pacific Exclusion Area known as the Donut Hole (see Undertaking). As part of the National Environmental Policy Act (NEPA) compliance process the MBNMS and Gulf of the Farallones National Marine Sanctuary (GFNMS) which is responsible for the administration and management of the northern region of MBNMS, submits the proposed undertaking for your review in compliance with the Section 106 Review process.

Historic archaeological properties (shipwrecks) are reported lost the Donut Hole region, some of which have been located by use of side-scan sonar surveys by the National Park Service, U.S. Geological Survey, and NOAA, as well as direct observations by maritime archaeologists conducting surveys in the region. Many of the shipwrecks have not been located, but were reported lost in the region and the inventory (see Historic Properties) has been compiled using primary source documentation, NOAA U.S. Pacific Coast shipwreck database, and shipwreck assessment reports by the National Park Service (see References). In terms of prehistoric resources, nothing underwater has been located, but there are known prehistoric sites on the coast off Ocean Beach and at Point Lobos.

Jurisdictional Authorities of the GFNMS/MBNMS overlaps and borders the jurisdictions of several other state and federal agencies and this is consistent with the Donut Hole expansion (see Regulatory Setting). NOAA, preservation mandates for maritime archaeological resources derive directly from elements of the Federal Archaeology Program, including the National Historic Preservation Act of 1966. Section 110 of the National Historic Preservation Act states that each federal agency shall establish a preservation program for the protection of historic properties. Other relevant preservation guidelines include the Antiquities Act of 1906, Archaeological Resources Protection Act of 1979, NEPA of 1982, Preserve America Executive Order (EO 13287 2003) and Sunken Military Craft Act of 2004. These laws codify the protection of heritage sites from illegal salvage and looting. NOAA jurisdictional authority would be applicable to the Donut Hole boundary expansion causing no adverse effect to archaeological properties.



Upon receipt of this letter and thereafter a thirty-day review (January 24 – February 24), and/or your signature of concurrence that the Section 106 Review has been satisfied, the parties stated above will consider the California Office of Historic Preservation is in agreement to the proposed expansion.

We value the opportunity to work with the State of California to protect our nation's historic maritime resources.

Best regards,



Robert Schwemmer

West Coast Regional Maritime Heritage Coordinator  
NOAA, Office of National Marine Sanctuaries

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California State Historic Preservation Officer  
Concur With Proposed Channel Islands Datum Installation Project  
Section 106 Review Process Has Been Satisfied

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Date

CC: Pamela Griggs, California State Lands Commission



## **GULF OF THE FARALLONES / MONTEREY BAY NATIONAL MARINE SANCTUARIES SAN FRANCISCO – PACIFICA EXCLUSIONARY AREA (DONUT HOLE) EXPANSION**

### **1.0 DESCRIPTION OF UNDERTAKING**

#### **1.1 Geographic Setting**

The Monterey Bay National Marine Sanctuary (MBNMS), designated in 1992 is a federally protected marine area offshore of California’s central coast. Stretching from Marine County to Cambria, the MBNMS encompasses a shoreline length of 276 square miles of ocean and 6,094 square miles, extending an average distance of 30 miles from shore. At its deepest point, the MBNMS reaches down 12, 713 feet (more than two miles). The MBNMS encompasses a range of habitats from sandy beaches to rocky intertidal areas to open ocean, as well as the nation’s largest submarine canyon.

Gulf of the Farallones National Marine Sanctuary (GFNMS) protects an area of 1,279 square statute miles (966 square nautical miles) off the north-central California coast that include the Farallon Islands and along the mainland coast of the Point Reye Peninsula between Bodega head and Rock Point. The sanctuary was designated in 1981 because of its national significance as an area that encompasses a diversity of highly productive marine habitats, supports an abundance of species and including historically significant maritime heritage resources. The MBNMS and GFNMS sanctuaries are administered by the National Oceanic and Atmospheric Administration (NOAA), within the Department of Commerce.

#### **1.2 Regulatory Setting**

Each national marine sanctuary is designated with a broad “scope of regulations” within which regulations may be promulgated as necessary to ensure the protection and management of the conservation, ecological, recreational, research, educational, historical, cultural and aesthetic resources and qualities of the sanctuary.

Jurisdictional Authorities of the Gulf of the Farallones National Marine Sanctuary overlaps and borders the jurisdictions of several other state and federal agencies. Two other national marine sanctuaries share boundaries with the Gulf of the Farallones sanctuary: to the north and west is Cordell Bank National Marine Sanctuary, and to the south and east is Monterey Bay National Marine Sanctuary.

The National Park Service is a significant collaborator with the sanctuaries. The Golden Gate National Recreation Area and Point Reyes National Seashore work closely with the sanctuaries on the protection and management of natural and cultural marine resources. Golden Gate National Recreation Area includes an extensive network of recreational and historic sites. The sanctuary coordinates and cooperates with Point Reyes National Seashore and Golden Gate National Recreation Area in the areas of resource protection, enforcement, interpretation, administrative support, wildlife protection, oil spill preparedness and natural resource damage

assessment and restoration. Point Reyes National Seashore represents the largest stretch of shoreline adjacent to GFNMS, with a small portion of the national seashore overlapping the sanctuary boundary within Tomales Bay. It includes certain state tide and submerged lands that have been conveyed to the national seashore. The national seashore's management plan defines "natural zones" that are to remain unaltered by human activity. Portions of the Golden Gate National Recreation Area shoreline, from the mean high tide out to 400 feet offshore (one quarter mile in proposed Donut Hole expansion region, see 1.4), overlap jurisdiction with the sanctuary. These areas are along the Marin Headlands, Stinson Beach, Bolinas Lagoon and Tomales Bay.

Other agencies with management responsibility in the sanctuaries or in coastal areas adjacent to the sanctuaries include the California State Lands Commission, the California Department of Parks and Recreation and the counties of San Francisco, Marin and Sonoma. All of these counties have Local Coastal Plans certified by the California Coastal Commission.

### **1.3 Protection of Maritime Archaeological Resources**

A number of established laws govern the protection and management of maritime heritage resources. The Abandoned Shipwreck Act of 1987 charges each state with preservation management for "certain abandoned shipwrecks, which have been deserted and to which the owner has relinquished ownership rights with no retention." For NOAA, preservation mandates for maritime heritage resources derive directly from elements of the Federal Archaeology Program, including the National Historic Preservation Act of 1966. Section 110 of the National Historic Preservation Act states that each federal agency shall establish a preservation program for the protection of historic properties. Other relevant preservation guidelines include the Antiquities Act of 1906, Archaeological Resources Protection Act of 1979, National Environmental Policy Act of 1982, Preserve America Executive Order (EO 13287 2003) and Sunken Military Craft Act of 2004. These laws codify the protection of heritage sites from illegal salvage and looting.

NOAA's Maritime Heritage Program is specifically designed to address these preservation mandates and to both inventory and protect these special resources for the benefit of the public. California state regulations also prohibit the unpermitted disturbance of submerged archaeological and historical resources. Additionally, the Office of National Marine Sanctuaries and California State Lands Commission have an archaeological resource recovery permit system in place. Protection and monitoring of these sites will become a more pronounced responsibility in the sanctuaries' heritage resources management program.

Under Office of National Marine Sanctuaries regulations, removing or damaging any historical or cultural resource is prohibited within the Gulf of the Farallones sanctuary. Additionally, the National Marine Sanctuaries Act requires each sanctuary to inventory and document its maritime heritage resources. Given the existence of historically important shipwrecks in the Monterey Bay and Gulf of the Farallones National Marine Sanctuaries, the likelihood of finding more, and the keen public interest in these resources, it is a priority for the sanctuaries to continue their efforts to inventory and document archaeological resources.

## 1.4 Undertaking

The Gulf of the Farallones National Marine Sanctuary (GFNMS) is responsible for the administration and management of the northern portion of the Monterey Bay National Marine Sanctuary.

In 2008, the Joint Management Plan Review for Cordell Bank, Gulf of the Farallones and Monterey Bay National Marine Sanctuaries determined that GFNMS would “facilitate a public process in the next five years to consider whether the exemption area “San Francisco-Pacific Exclusionary Area” (a.k.a “the donut hole”) should be incorporated into the Monterey Bay National Marine Sanctuary” (Figure 1.).



**Figure 1.  
San Francisco-Pacific Exclusionary Area (Donut Hole)**

There has been a groundswell of public opinion directed towards the inclusion of this area into sanctuary waters. The Gulf of the Farallones Advisory Council has moved unanimously that staff evaluate this action. Additionally, several local researchers have reported increased observations of marine mammals, seabirds, and pelagic species within the exclusion area, including a discrete, local population of harbor porpoise and the rare sevengill shark. In some cases, research shows that the primary habitat for these animals is within the exclusion area. The expansion would also provide additional federal protection for historically significant archaeological resources known to exist within the Donut Hole (Figure 2.).

Upon review of new data from the area, GFNMS has determined that the exclusion area should be evaluated internally for inclusion into sanctuary boundaries by means of an administrative action. GFNMS believes that there is a high level of support for including the area in question amongst the city, regional, state and federal agencies, as well as the NGO community, recreational and fishing interests and eco-tourism industry. Incorporating the exclusion area into the Monterey Bay National Marine Sanctuary could constitute a real environmental “success story” for the municipalities of San Francisco, Pacifica and Daly City, which have invested significant resources into improving the environmental conditions of coastal waters over the last decade.

## **1.5 Maritime Archaeological Resources**

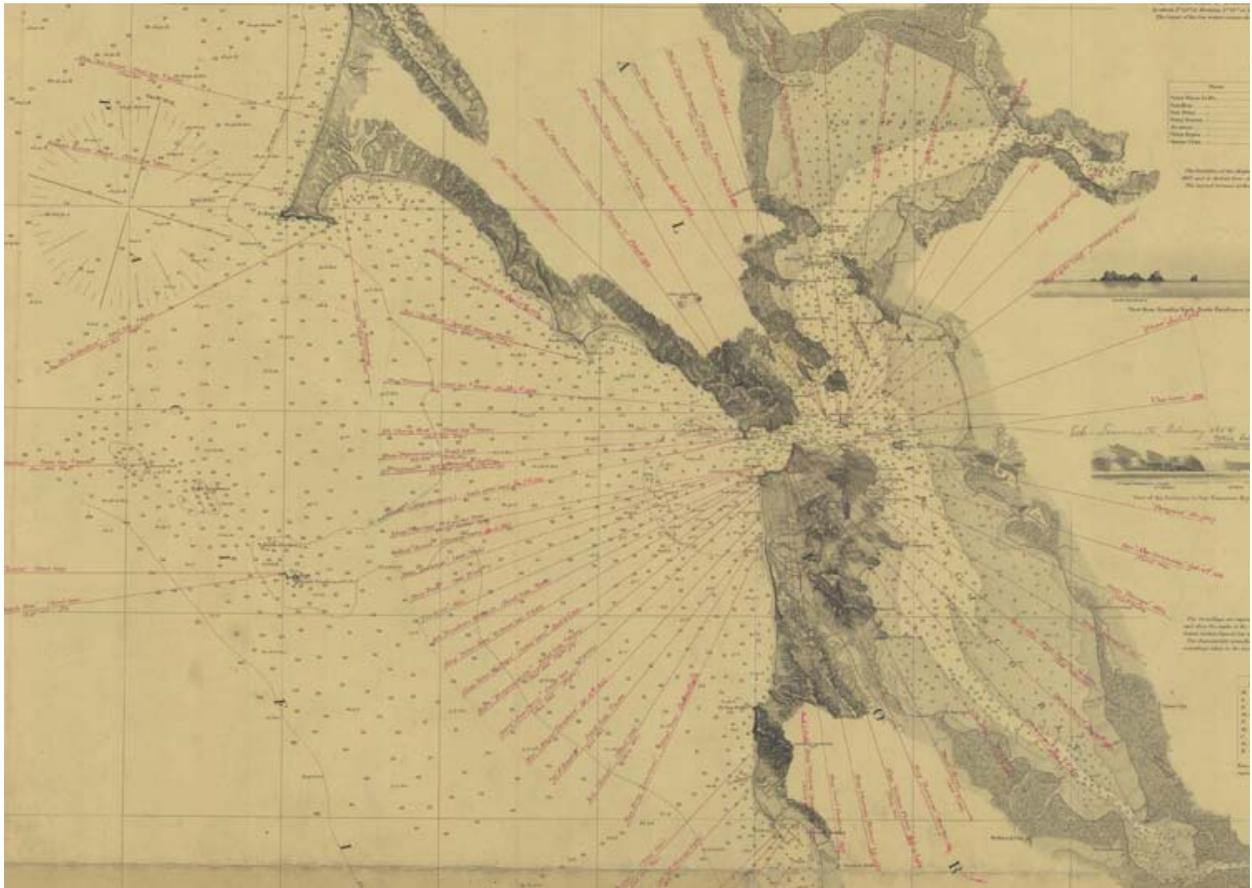
The area encompassed by Gulf of the Farallones and Monterey Bay National Marine Sanctuaries is rich in cultural and historical resources, and has a long and interesting maritime history. The seafloor preserves remnants of the sites where people lived and the vessels they used to conduct trade and combat. Ships, boats, wharves, lighthouses, lifesaving stations, whaling stations, prehistoric sites and a myriad of other heritage treasures lie covered by water, sand and time.

The history of California’s central coast is predominantly a maritime one. From the days of the early Miwok inhabitants, throughout the exploration and settlement of California and up to the present day, coastal waterways have been a main route of travel, subsistence and supply. Ocean-based commerce and industries (e.g., fisheries, shipping, military, recreation, tourism, extractive industries, exploration and research) are an important part of the maritime history, modern economy and social character of this region. These constantly changing human uses define the maritime heritage of the sanctuary and help us to interpret our evolving relationship with maritime archaeological resources. Ports such as San Francisco, and smaller coastal harbor towns, developed through fishing, shipping and economic exchange. Today many of these have become major urban areas, bringing millions of people in proximity to the national marine sanctuaries of the Central California. Many of these people are connected to the sanctuaries through commercial and recreational activities such as surfing, boating and diving.

Historical research suggests that nearly 180 vessel and aircraft losses occurred between 1595 and 1957 in the waters of what is now the Gulf of the Farallones National Marine Sanctuary and over 400 vessel and aircraft losses for the Monterey Bay National Marine Sanctuary. The sanctuaries have collaborated with state and federal agencies and the private sector to gather resource documentation and to create opportunities to locate and record submerged archaeological

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resources. Some of these archaeological resources have been located and inventoried by the National Park Service (NPS). Existing databases, a review of primary and secondary resource documentation, and two reports by the NPS published in 1984 and 1989 provided the framework for the sanctuary to create a shipwreck inventory and site assessment (Murphy 1984, Delgado and Haller 1989). The Minerals Management Service and the California State Lands Commission shipwreck databases have also contributed to the overall resource inventory. Research continues today by NOAA and NPS to expand the inventory and make recommendations for future survey opportunities.



**Figure 2.**  
**“Wrecks To March 18, 1873”**  
**Compiled by A. F. Rodgers Assist. U.S. Coast Survey**  
**Pacific Coast From Point Pinos To Bodega Head 1875**

**2.0 DESCRIPTION OF APE’s ARCHAEOLOGICAL PROPERTIES AND THE UNDERTAKING WITH NO ADVERSE EFFECTS**

**2.1 Historic Properties**

In compliance with Section 106 of the National Historic Preservation Act the APE describes the historic shipwreck properties located in the San Francisco-Pacific Exclusionary Area (Donut Hole).

**Documented Shipwrecks: Point San Pedro To Point Lobos**

\* Vessel Remains Located

<u>Name</u> <u>Official Number</u>	<u>Year</u> <u>Lost/Built</u>	<u>Tonnage</u> <u>Gross</u>	<u>Length</u> <u>Feet</u>	<u>Rig</u>
<i>Robert Henderson</i>	1850/1838	368		Wooden Sailing Bark
<i>J. Sarkie</i>	1851			Wooden Sailing Bark
<i>Cornelius W. Lawrence</i>	1851/1848	144	96.5	Wooden Revenue Cutter
<i>Julia Castner</i>	1859/1858	509	142.0	Wooded Sailing Bark
<i>F. W. Bailey</i>	1863/1854	711	160.0	Wooden Sailing Ship
<i>Beeswing</i>	1863			Wooden Sailing Schooner
<i>Ann Parry</i>	1865/1825	348	107.0	Wooden Sailing Bark
<i>Brignardello</i>	1868/1865	543		Wooden Sailing Bark
<i>Aimer</i> 1885	1871/1870	96	86.0	Wooden Sailing Schooner
<i>Eliza</i> 8001	1871/1868	10		Wooden Fishing Sloop
<i>Josephine Willcutt</i> 13555	1872/1860	86	80.0	Wooden Sailing Schooner
<i>King Philip*</i> 14026	1878/1856	1194	186.6	Wooden Sailing Bark

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**Documented Shipwrecks: Point San Pedro To Point Lobos (Continued)**\*Vessel Remains Located

<i>W. H. Gawley</i> 26655	1880/1861	483	147.0	Wooden Sailing Barkentine
<i>Dublin</i> 6418	1882/1839	706	139.0	Wooden Sailing Bark
<i>Atlantic</i> 628	1886/1851	291	116.2	Wooden Sailing Bark
<i>Parallel</i> 20168	1887/1868	148	98.0	Wooden Sailing Schooner
<i>William Frederick</i> 26783	1887/1863	42	63.6	Wooden Sailing Schooner
<i>Bessie Everding</i> 3007	1888/1876	73	73.5	Wooden Sailing Schooner
<i>William L. Beebe</i> 80559	1894/1875	296	134.7	Wooden Sailing Schooner
<i>Neptune*</i> 130227	1900/1882	184	106.0	Wooden Sailing Schooner
<i>Reporter*</i> 110298	1902/1876	351	141.4	Wooden Sailing Schooner
<i>Eureka</i> 8436	1902/1868	295	134.3	Wooden Sailing Schooner
<i>Gifford*</i> 99822	1903/1892	2245	281.6	Steel Sailing Bark
<i>Drumburton*</i> 84131	1904-1881	266.7	266.7	Iron Sailing Ship
<i>Mystery</i> 17704	1907/1868	31	48.5	Wooden Sailing Schooner
<i>James Rolph</i> 77361	1910/1899	586	169.1	Wooden Sailing Schooner

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**Documented Shipwrecks: Point San Pedro To Point Lobos (Continued)**\*Vessel Remains Located

<i>Signal</i> 116160	1911/1887	475	150.0	Wooden Steam Schooner
<i>Aberdeen</i> 107593	1916/1899	499	169.8	Wooden Steam Schooner
<i>Yosemite</i> 202806	1926/1906	827	193.0	Wooden Steam Schooner
<i>Ohioan*</i> 212314	1936/1914	5154	407.7	Steel Freighter

**Documented Shipwrecks: Lands End**

\* Vessel Remains Located

<u>Name</u> <u>Official Number</u>	<u>Year</u> <u>Lost/Built</u>	<u>Tonnage</u> <u>Gross</u>	<u>Length</u> <u>Feet</u>	<u>Rig</u>
<i>Caroline Amelia</i>	1850			Wooden Sailing Bark
<i>Syren</i>	1861/1851	1064	189.0	Wooden Clipper Ship
<i>Schah Jehan</i>	1867			Wooden Sailing Ship
<i>Viscata</i>	1868/1864	1065	204.0	Iron Sailing Ship
<i>Confidence</i> 125698	1880/1878	81	84.0	Wooden Schooner Pilot
<i>Elko</i> 8849	1881/1868	147	96.5	Wooden Scow Schooner
<i>George Louis</i> 10730	1882/1863	40.68	60.7	Wooden Sailing Schooner
<i>Tano</i> 216668	1921/1918	32	59.8	Wooden Gasoline Vessel
<i>Lyman Stewart*</i> 212860	1922/1914	5919	408.8	Steel Oil Tanker
<i>Coos Bay*</i> 206620	1927/1909	5149	386.0	Steel Freighter

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**Documented Shipwrecks: Lands End (Continued)**

\* Vessel Remains Located

<i>Frank H. Buck*</i> 212090	1937/1914	6077	408.8	Steel Oil Tanker
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**Documented Shipwrecks: Fort Point**

\* Vessel Remains Located

<u>Name</u> <u>Official Number</u>	<u>Year</u> <u>Lost/Built</u>	<u>Tonnage</u> <u>Gross</u>	<u>Length</u> <u>Feet</u>	<u>Rig</u>
<i>Samoset</i>	1852/1847	734		Wooden Sailing Ship
<i>Aberdeen</i>	1852/1847	719	154.0	Wooden Sailing Ship
<i>Golden Fleece</i>	1854/1852	968	173.0	Wooden Clipper Ship
<i>Chateau Palmer</i>	1856	800		Wooden Sailing Ship
<i>Lafayette</i>	1857			Wooden Sailing Sloop
<i>General Cushing</i>	1858/1856	681	150.0	Wooden Sailing Ship
<i>Granada</i>	1860/1855	1058	227.0	Wooden Side-Wheel Steamer
<i>Isaac Jeans</i> 12417	1876/1854	813	157.0	Wooden Sailing Bark
<i>Frank Jones</i> 120103	1877/1874	1453	199	Wooden Sailing Downeaster
<i>City of Rio de Janeiro*</i> 110346	1901/1878	3548	315.0	Iron Passenger Steamship

**Documented Shipwrecks: Lime Point To Point Bonita**

\* Vessel Remains Located

<u>Name</u> <u>Official Number</u>	<u>Year</u> <u>Lost/Built</u>	<u>Tonnage</u> <u>Gross</u>	<u>Length</u> <u>Feet</u>	<u>Rig</u>
<i>Crown Princess</i>	1849			
<i>Mersey</i>	1850/1840	393		Wooden Sailing Bark
<i>San Francisco</i>	1853/1853	1307	198.0	Wooden Clipper Ship
<i>Susanita</i>	1853			

**Documented Shipwrecks: Lime Point To Point Bonita (Continued)** \* Vessel Remains Located

<i>Zenobia</i>	1858/1838	630	143.9	Wooden Sailing Ship
<i>Jenny Ford</i>	1864/1854	397	133.4	Wooden Sailing Barkentine
<i>H. L. Rutgers</i>	1868/1865	491	167.0	Wooden Sailing Bark
<i>Rescue</i> 21645	1874/1865	139	100.0	Iron Steam Screw Tug
<i>Pet</i> 20092	1888/1868	49	67.5	Wooden Sailing Schooner
<i>City of New York*</i> 125460	1893/1875	3019	339.0	Iron Passenger Steamship
<i>Samson</i> 116375	1895/1890	217	109.0	Wooden Sailing Schooner
<i>Daisy Rowe</i> 6977	1900/1879	122	94.5	Wooden Sailing Schooner
<i>Pathfinder</i> 150887	1914/1900	86	81.0	Wooden Pilot Schooner
<i>Eureka</i> 136808	1915/1900	484	142.5	Wooden Steam Schooner
<i>Three Sisters</i> 218372	1929/1917	28	56.3	Wood Motor Fishing Vessel
<i>Silver Fox</i> 260039	1950/1945	10		Wooden Motor Vessel

**Documented Shipwrecks: Donut Hole Offshore**

\* Vessel Remains Located

Name	Year	Tonnage	Length	
<u>Official Number</u>	<u>Lost/Built</u>	<u>Gross</u>	<u>Feet</u>	<u>Rig</u>
<i>Benevolence*</i> AH-13	1950/1944	11000	520.0	Steel Navy Hospital Ship

Additional historic resources may be located within the offshore waters of the Donut Hole, but historic records are vague in last reported positions.

## **2.2 Historic Properties Are Based on Shipwreck Eligibility Criteria to the National Register For Historic Places (NRHP)**

For a shipwreck to be eligible for listing, the vessel must be significant in American history, architecture, archaeology, engineering, or culture; and possess integrity of location, design, setting, materials, and workmanship. It may also evoke an aesthetic feeling of the past. The association of the vessel to its setting can also be important. The shipwreck should meet one or more of the four NRHP criteria:

### Criteria Number

1. Be associated with events that have made a significant contribution to the broad patterns of our history;
2. Be associated with the lives of persons significant in our past;
3. Embody the distinctive characteristics of a type, period, or method of construction, represent the work of a master, possess high artistic values, or represent a significant and distinguishable entity whose components may lack individual distinction; and
4. Have yielded, or may be likely to yield, information important to prehistory or history.

Further consideration of grouping these shipwreck properties into a Maritime District rather than listing as individual sites may also meet the criteria listing to the NRHP. Maritime Districts make up a geographically definable area possessing a significant concentration, linkage, or continuity of maritime sites, buildings, structures, or objects united by past events or by plan or physical development.

## **2.3 PREHISTORIC PROPERTIES**

In compliance with Section 106 of the National Historic Preservation Act the APE describes the prehistoric properties contiguous to the San Francisco-Pacific Exclusionary Area (Donut Hole).

During the Pleistocene/Holocene Epoch, about 11,000 years ago, the Central California coast was inhabited by the Paleo-Indian people at coastal sites that have long since been inundated by rising sea level. By about 8,000 years ago, the Archaic cultural shift occurred in which people became less migratory and settled in established villages. Archaeological evidence (e.g., fishbone and shell fish remains) from this time period indicates that some coastal groups relied more on resources of lagoon marine environments, and hunting of marine mammals declined in importance. Between 5,500 and 1,000 years ago, intense harvesting and processing of shellfish became more important as a food-gathering activity (Terrell 2007).

The indigenous people who lived in the Marin County and coastal Monterey Bay regions about 4,000 years ago were of the Penutian linguistic group, related to the Inland Miwok. The Miwok lived along the coast of San Francisco Bay to about five miles north of Bodega Bay, near the coast and along the lagoons in conical, thatched huts that could hold as many as 10 people. The 18th-century encroachment of the Spanish into the region, who set up missions to Christianize the natives, radically changed the native people's culture (Terrell 2007).

In terms of prehistoric resources, nothing underwater has been found, but there are known prehistoric sites on the coast off Ocean Beach and at Point Lobos.

### **References**

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