

UNITED STATES DEPARTMENT OF THE INTERIOR  
NATIONAL PARK SERVICE

**NATIONAL REGISTER OF HISTORIC PLACES  
INVENTORY -- NOMINATION FORM**

FOR FEDERAL PROPERTIES

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SEE INSTRUCTIONS IN *HOW TO COMPLETE NATIONAL REGISTER FORMS*  
TYPE ALL ENTRIES -- COMPLETE APPLICABLE SECTIONS

**1 NAME**

HISTORIC Puget Sound Naval Shipyard Shore Facility Properties in Bremerton,  
Washington

AND/OR COMMON

**2 LOCATION**

STREET & NUMBER  
See individual inventory forms

NOT FOR PUBLICATION  
CONGRESSIONAL DISTRICT

CITY, TOWN  
Bremerton

VICINITY OF  
CODE

STATE  
Washington

COUNTY  
Kitsap

CODE

**3 CLASSIFICATION**

CATEGORY	OWNERSHIP	STATUS	PRESENT USE	
<input checked="" type="checkbox"/> DISTRICT(S)	<input checked="" type="checkbox"/> PUBLIC	<input checked="" type="checkbox"/> OCCUPIED	<input type="checkbox"/> AGRICULTURE	<input type="checkbox"/> MUSEUM
<input type="checkbox"/> BUILDING(S)	<input type="checkbox"/> PRIVATE	<input type="checkbox"/> UNOCCUPIED	<input type="checkbox"/> COMMERCIAL	<input type="checkbox"/> PARK
<input type="checkbox"/> STRUCTURE	<input type="checkbox"/> BOTH	<input type="checkbox"/> WORK IN PROGRESS	<input type="checkbox"/> EDUCATIONAL	<input type="checkbox"/> PRIVATE RESIDENCE
<input type="checkbox"/> SITE	<b>PUBLIC ACQUISITION</b>	<b>ACCESSIBLE</b>	<input type="checkbox"/> ENTERTAINMENT	<input type="checkbox"/> RELIGIOUS
<input type="checkbox"/> OBJECT	<input type="checkbox"/> IN PROCESS	<input checked="" type="checkbox"/> YES: RESTRICTED	<input type="checkbox"/> GOVERNMENT	<input type="checkbox"/> SCIENTIFIC
Thematic group	<input type="checkbox"/> BEING CONSIDERED	<input type="checkbox"/> YES: UNRESTRICTED	<input type="checkbox"/> INDUSTRIAL	<input type="checkbox"/> TRANSPORTATION
	N/A	<input type="checkbox"/> NO	<input checked="" type="checkbox"/> MILITARY	<input type="checkbox"/> OTHER:

**4 AGENCY** Department of Defense/United States Navy

REGIONAL HEADQUARTERS: (If applicable) Puget Sound Naval Shipyard

STREET & NUMBER  
N/A

CITY, TOWN  
Bremerton

STATE  
Washington 98314

**5 LOCATION OF LEGAL DESCRIPTION**

COURTHOUSE, REGISTRY OF DEEDS, ETC. Kitsap County Courthouse

STREET & NUMBER  
614 Division Street

CITY, TOWN  
Port Orchard

STATE  
Washington 98366

**6 REPRESENTATION IN EXISTING SURVEYS**

TITLE  
Historic Survey of Puget Sound Naval Shipyard

DATE  
April, 1986

FEDERAL  STATE  COUNTY  LOCAL

DEPOSITORY FOR SURVEY RECORDS Puget Sound Naval Shipyard

CITY, TOWN  
Bremerton

STATE  
Washington 98314

## 7 DESCRIPTION

CONDITION		CHECK ONE	CHECK ONE
<input checked="" type="checkbox"/> EXCELLENT	<input type="checkbox"/> DETERIORATED	<input checked="" type="checkbox"/> UNALTERED	<input checked="" type="checkbox"/> ORIGINAL SITE
<input checked="" type="checkbox"/> GOOD	<input type="checkbox"/> RUINS	<input type="checkbox"/> ALTERED	<input checked="" type="checkbox"/> MOVED DATE _____
<input type="checkbox"/> FAIR	<input type="checkbox"/> UNEXPOSED		See individual forms

DESCRIBE THE PRESENT AND ORIGINAL (IF KNOWN) PHYSICAL APPEARANCE

### How the Component Properties Relate to the Theme

The boundaries of this thematic evaluation are the boundaries of the Puget Sound Naval Shipyard. This facility faces Sinclair Inlet west of Point Turner and is within the southern limits of the City of Bremerton in Kitsap County, Washington. The Puget Sound Naval Shipyard thematic places four districts within a context representative of the development and functional characteristics of the yard as a naval shore facility. This concept recognizes that service to the fleet involves more than ship repair, maintenance or construction. It includes providing housing, medical care and recreation to personnel in addition to servicing the auxiliary needs of the fleet in terms of security, communication, administration, ordnance and other forms of supply. By 1919, various sections of the Puget Sound Naval Shipyard had been developed to fulfill the physical requirements of a shore facility. The areas related to officers' housing, the radio station, the hospital and the Marine Reservation remain and are evaluated in this nomination as four separate districts. The buildings were constructed between 1894 and 1942, and all reflect the role of the yard as a naval shore facility. Nationally these facilities helped to establish the navy as a major component of the United State's defense system.

### Summary of Puget Sound Naval Shipyard Physical Development

In 1891, when the land was acquired for the Puget Sound Naval Shipyard, "the eastern and western ends were low basins with swamps extending far inland. In the center, two forested ridges, jutting out into the bay, rose 250 feet with a deep ravine between them." (Reh. Vol.I,p.1) Between 1891 and 1913, the land used to develop the Puget Sound Naval Shipyard expanded from 190.25 acres to 225.20 acres. Land acquisition, as well as regrading into the original tidelands, continued throughout the early years of shipyard development.

At its inception, yard engineers and planners placed the industrial yard, the hospital and Marine Reservation within the eastern low basin and the ridge above. The Officers' Quarters were placed on a ridge overlooking Puget Sound located to the west of the industrial yard. By 1916, the major shore facility functions represented in this nomination had been established at their present location. The industrial yard was kept at the eastern edge. The Marine Reservation and hospital functions, complete with new construction, were moved to the western uplands. The Officers' Quarters remained where originally built, with new buildings added onto the row. The radio (wireless telegraph) station was established north of Officers' Row on the highest elevation within the yard. Officers' housing constructed between 1902 and 1905 was located southeast of the new Marine Reservation. These, along with the original wood frame Marine quarters, were moved into Officers' Row as a part of the 1919 regrade which expanded the industrial and supply yards south into Puget Sound.

From 1919, functional shore facility districts were clearly defined in the Puget Sound Naval Shipyard as outlined above. Development which took place within the Officers' Row, Radio Station, Hospital and Marine Reservation Districts is discussed on the attached district forms. Also attached are maps showing the chronological development of the Puget Sound Naval Shipyard from 1891 until 1945, as well as the specific boundaries of the districts included in this nomination.

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The Marine Reservation originally extended to the western boundary of the yard. During World War I, a portion of the Marine Reservation was developed as a recruit camp. Following this time these buildings were demolished and new ones constructed representative of the recreational, social and economic needs required of naval personnel. This development continued past World War II. The coal bunkers and wharf were originally located to the south of the Marine Reservation. This area was gradually filled and it evolved as the supply area for the yard, a function which is now (1986) under a separate command. To the west of supply, land was acquired during World War II for inactive fleet storage, a function which continues to the present. To the north of this activity a modern utilities plant is under construction. Within the remainder of the Puget Sound Naval Shipyard, construction between 1919 and 1945 is best defined as "in-fill," i.e., buildings were constructed where there was room. Outside the districts being evaluated in this nomination, no districts, buildings, structures or objects were found meeting the National Register of Historic Places Criteria of Evaluation. The one exception is the Central Industrial Area which will be evaluated separately by the National Park Service in its World War II (Pacific) National Landmark thematic nomination.

Similarities and Variations Within the Thematic Groups

All but two of the buildings within the four districts were historically constructed as officers' quarters. The two exceptions are the Radio and Sound Repair Shop (No. 466, 1941) and building No. 51 (1894) which began as the office of the Civil Engineer. It was moved from the Central Industrial Area in 1907 to form the nucleus of the radio station. With the exception of properties within the Radio Station (quarters U [No. 642, 1918] and Quarters Z [No. 651, 1931]), all quarters have a distinct Neo-Classical influence. This was generally established by the civilian architects Chamberlin and Siebrand of Seattle when designing Officers' Quarters A, B, C, D, and E. Marine Reservation Officers' Quarters Nos. 652, 654 and 656, were designed by J.H. De Sibour of Washington, D.C. Most of the properties, however, were designed by shipyard personnel. Architectural similarities cross thematic district lines. For example, the two four-plexes Nos. 658 and 644 have distinct similarities but one, No. 658 (1914) is located in the Marine Reservation, while the other, No. 644 (1923) is located in the Hospital District. Common building materials and practices were utilized in the construction of these buildings. With the exception of routine kitchen and bath modernization, the architectural integrity of each building has been retained. The buildings are well maintained and are in good condition.

Methodology

Between 1985 and 1986, the Puget Sound Naval Shipyard undertook a comprehensive survey of historic resources within the yard. The project was carried out by Grulich Architecture and Planning Services of Tacoma, Washington under contract No. N 62474-85-C-9967. In addition to August Gene Grulich, A.I.A., other survey participants included Jeffrey L. Greene, A.I.A., Caroline Gallacci (historical research), and Marcia Carey and Ken Caldwell (landscape resource investigations). This survey

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evaluated all properties within the shipyard boundaries using federal and U.S. Navy guidelines for historic properties. The results of the survey, which discuss survey methodology in greater depth, have been distributed in a volume entitled "Historic Survey, Puget Sound Naval Shipyard." The properties included in this nomination were selected for their compliance with the National Register of Historic Places Criteria of Evaluation and NAVFACINST 11010.70.

Historic documentation was obtained through a variety of resources. The major source for specific properties was the navy archive of original contract document drawings, microfilm and computerized data on file in the Public Works Department at the shipyard. Major sources for the historical overview included Navy Department Annual Reports to Congress and shipyard files at both the Puget Sound Naval Shipyard and the National Archives-Seattle Branch. This was supplemented by specialized Bureau histories and printed monographs available at local libraries. The thematic statement is a summary of the more detailed historic overview found in the survey document.

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**8 SIGNIFICANCE**

PERIOD		AREAS OF SIGNIFICANCE -- CHECK AND JUSTIFY BELOW			
<input type="checkbox"/> PREHISTORIC	<input type="checkbox"/> ARCHEOLOGY-PREHISTORIC	<input type="checkbox"/> COMMUNITY PLANNING	<input type="checkbox"/> LANDSCAPE ARCHITECTURE	<input type="checkbox"/> RELIGION	
<input type="checkbox"/> 1400-1499	<input type="checkbox"/> ARCHEOLOGY-HISTORIC	<input type="checkbox"/> CONSERVATION	<input type="checkbox"/> LAW	<input type="checkbox"/> SCIENCE	
<input type="checkbox"/> 1500-1599	<input type="checkbox"/> AGRICULTURE	<input type="checkbox"/> ECONOMICS	<input type="checkbox"/> LITERATURE	<input type="checkbox"/> SCULPTURE	
<input type="checkbox"/> 1600-1699	<input type="checkbox"/> ARCHITECTURE	<input type="checkbox"/> EDUCATION	<input checked="" type="checkbox"/> MILITARY	<input type="checkbox"/> SOCIAL/HUMANITARIAN	
<input type="checkbox"/> 1700-1799	<input type="checkbox"/> ART	<input type="checkbox"/> ENGINEERING	<input type="checkbox"/> MUSIC	<input type="checkbox"/> THEATER	
<input checked="" type="checkbox"/> 1800-1899	<input type="checkbox"/> COMMERCE	<input type="checkbox"/> EXPLORATION/SETTLEMENT	<input type="checkbox"/> PHILOSOPHY	<input type="checkbox"/> TRANSPORTATION	
<input checked="" type="checkbox"/> 1900-	<input type="checkbox"/> COMMUNICATIONS	<input type="checkbox"/> INDUSTRY	<input type="checkbox"/> POLITICS/GOVERNMENT	<input checked="" type="checkbox"/> OTHER (SPECIFY)	
		<input type="checkbox"/> INVENTION			

See individual inventory forms for Architecture

SPECIFIC DATES 1891-1945

BUILDER/ARCHITECT See individual inventory forms

STATEMENT OF SIGNIFICANCE

The Puget Sound Naval Shipyard Shore Facility, 1891-1945 thematic places districts, buildings, structures and objects within a context representing the development and functional characteristics of a facility of this type. The following quote from a history of the Bureau of Yards and Docks explains the meaning of this context.

When the average citizen thinks of the Navy, his first thought is of ships and airplanes -- and more especially of war ships and war planes. The tremendous industrial and administrative plant of the Navy which supports those ships and planes is rarely seen in its true perspective. But a modern navy would soon be unable to put to sea were it not for the activities of its shore facilities, and the effective cruising range of the fleet is in large measure determined by the efficiency and location of its bases of operation. (Building the Navy's Bases. Vol. I, p.1)

This same source lists the major components of shore establishments. These include ship repair/building, training, personnel facilities, supply/storage, ordnance, hospital, radio station and buildings required for general operations and administration. The focus of navy shipyard development is its industrial plant. How it is created and maintained is a combined product of national events, Chief Executive policy, Congressional appropriations and the recommendations of naval personnel. The remaining components of the shore facility are essential to efficient yard management. While often times they are not specifically referenced in the general thematic statement, it must be emphasized that without their existence, the industrial yard could not function.

Between 1891 and 1945, the Puget Sound Naval Shipyard created buildings, structures and objects associated with all the shore facility components. Shipyard design and planning was an evolutionary process based on changing technologies. The architecture of yard buildings comprise a combination of styles determined by the Public Works Officers and other shipyard personnel. The basic configuration of the yard was firmly established by the post World War I era with each function assigned a particular geographic area within the yard boundaries making district evaluations feasible. Dominating the historic significance of the Puget Sound Naval Shipyard during this period is its role as the only facility on the West Coast able to repair capital ships, a function of supreme significance immediately following America's entry into World War II. This latter significance will be evaluated separately by the National Park Service in its World War II (Pacific) National Landmark thematic nomination.

1891-1914: Early Development

The Puget Sound Naval Shipyard was founded in 1891, two years after the Naval Act of 1889 signaled a new departure in American naval policy through the construction of a sea-going battleship fleet, and one year after Alfred Thayer Mahan published The Influence of Sea Power Upon History. This was a time of intensified commercial and colonial rivalry among European powers and culminated in the United States acquiring overseas

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possessions. Mahan advocated not only the importance of sea power during wartime, but the need for a large peacetime navy. This would require colonies for bases, coaling stations and a large merchant marine to trade with the colonies. His work represented an intellectual renaissance occurring within the U.S. Navy which paralleled the changing technology of sea power, and America's improved status as an industrial nation.

Lieutenant Ambrose Barkley Wyckoff, the Puget Sound Naval Stations's founding commandant, located the facility on wilderness land on the Sinclair Inlet side of Turner's Point. The Civil Engineer set up his office in the only extant building on the property and began work on the station's first drydock. In December, 1892, construction work began. Four years later, in 1896, the drydock was completed, along with Building No. 50, the General Office Building, Building No. 51, a new office for the Civil Engineer, and five officers' quarters. Also at this time the Marine Reservation was established under the command of First Sergeant George Carter.

Construction work continued at the naval station as America entered the Spanish-American War (1898). This action proved the importance of the battleship in naval warfare, facilitated the construction of the Panama Canal and resulted in a Congressional debate about the need for a two ocean naval fleet, a debate that was never finally resolved until World War II. A symbol of these events was the battleship Oregon, its voyage around the Horn, and its subsequent success at the Battle of Santiago Bay. Prior to this voyage, the Oregon was the first American battleship to undergo a complete overhaul in the newly completed Drydock No. 1 at the Puget Sound station. The battleship had been ordered to Puget Sound because Mare Island, the only other West Coast naval shipyard at that time, could not drydock a battleship of her size and weight. From this time until the outbreak of World War II, the Puget Sound Naval Shipyard was the only one on the West Coast with the capacity to repair battleships.

Between 1900 and 1914, the development of the Puget Sound facility was dependent upon naval strategists who could not decide where to station the fleet. Their preference was to keep it on the East Coast until 1906, when a political crisis erupted with Japan which resulted in the greatest show of United States naval strength up to that time. This was the cruise of the "Great White Fleet." Part way through the voyage some of the battleships were overhauled in the Puget Sound shipyards. Of greater importance, the voyage proved the importance of the Puget Sound Naval Shipyard as both a coaling station and as a main supplier of coal for colliers on the Pacific Coast, a status it retained as long as coal was used as fuel.

In spite of uncertainties of strategy, Congress did appropriate funds to provide for additional construction at the naval station. In 1901, it was raised in rank to Navy Yard Puget Sound. Between 1906 and 1914, the yard saw the completion of a second drydock (1913), the largest possessed by the navy at that time, additional officers' quarters and other buildings within the industrial area. Hospital facilities were improved, and the Marine Reservation was moved to the western end of the yard. In 1906, a wireless station was established. The latter was created following the deliberations of an Interdepartmental Board of Wireless Telegraphy (July 12, 1904). This body recommended that the navy be responsible for all governmental coastal radio stations,

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as well as communication to and from ships at sea. The removal of the Marine Reservation to the western end of the yard reflected a change in the role which this service was to play following Executive Order 969 signed by President Roosevelt in 1908. Prior to this time the Marine Corps' primary role was as a security force at sea and at shore installations for the navy. After this time the Corps, in addition to garrison duties, was to provide the first line of defense on naval bases outside the continent, man the defenses for these bases, and provide expeditionary forces as necessary.

By the time of World War I, the Puget Sound Naval Shipyard possessed the major components required of a naval shore facility. These included buildings related to ship repair and construction, personnel facilities, a radio station and hospital, ordnance facilities as well as buildings required for supply, general operations and administration. In a "Base Plan and Development of Navy Yards" chart prepared toward the end of World War I, it was evaluated as one for "repairs, ammunition and all supplies for ships based on this yard." According to this document, it was "to be developed as a main repair and supply base on the Pacific Coast" and "to be one of two main supply bases on the Pacific Coast, including caring for ships brought from the Atlantic."

1914-1921: World War I and Post-War Development

In August, 1914, when war broke out on the European continent, America chose to be neutral. It took a series of events between this year and 1916, including the sinking of the Lusitania, to force President Wilson to authorize the construction of a modern navy. This included the completion of sixty capital ships by 1925. The building program had barely begun by April, 1917, when the United States entered the war against Germany. The primary role of the U.S. Navy during World War I was to provide supplies to European allies, a function facilitated by the development of a convoy system. American transport vessels were immediately transferred to European waters. The construction of capital ships, authorized through the Big Navy Act of 1916, were suspended in favor of destroyers, submarine chasers and other ships required to aid the convoys. Because American shipyards could replace shipping lost through submarine attack, as well as provide the vessels required in the convoys, the United States was able to transport the men and material needed to assure Allied victory by November, 1918.

In determining the role which the Puget Sound Naval Shipyard played in these events we are fortunate to have records immediately available at the Seattle Branch of the National Archives. In part these documents, dating from 1913 to 1920, outline the needs of the facility as it evolved from a repair base to one where shipbuilding, personified through the construction of Drydock No. 3, became an important function of the yard. Extant records begin in 1913 with estimates for public works construction for the 1915 fiscal year. These were submitted by V.L. Cottman, Commandant from July, 1910 until February, 1914. The recommendations, dated June and July, 1913, reflect an awareness that the opening of the Panama Canal (1914) would result in future yard expansion necessitating the acquisition of new property, and the rebuilding of buildings within the industrial yard. Cottman's major recommendation was that "the Main Base for the Pacific Fleet be at the Puget Sound Navy Yard, that this station be thoroughly equipped for caring for our entire fleet on a war basis before appropriations are asked for for any other new

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project." (National Archives-Seattle Branch. From V.L. Cottman to Secretary of the Navy Daniels, July 22, 1913. File No. 1627.) The next commandant, D.W. Blamer, submitted a plan for the orderly development of the yard.

Experience here, as elsewhere, has shown repeatedly that lack of such a plan leads to placing buildings or appliances so that they interfere greatly with later necessary improvements, while the existence of an approved general plan makes it easy to determine the location of new buildings so as to assist in an economical development. (*Ibid.* November 13, 1914)

Four years later, in April, 1919, the House Naval Affairs Committee toured Puget Sound to determine the requirements of the yard. At this time the Navy Department had approved plans to enlarge the Puget Sound yard through land acquisition, regrading within the yard, and the construction of additional buildings. A Presidential proclamation on November 4, 1918, allowed for the acquisition of the required land. Congress, however, had not appropriated funds to allow for the development approved by the Navy Department.

The hearing, which followed the tour, included an analysis of the geographical limitations of the site as this pertained to the industrial yard and the navy's proposal to comprehensively plan for its future development.

Consideration was given to an enlargement of the level portions of the navy yard by two operations. First that of purchase of a small amount of land at critical points where increases were required; and secondly, grading down the high ground and filling in along the water's edge and extending the water front further out into the Sound. The additional land was to be utilized by grouping various shop activities in such a manner that an extension could be obtained and still have the work passed in logical sequence from one shop to another by the most direct means of transportation. (*Ibid.*)

The east part of the yard was to be developed for shipbuilding, and storage would be along the waterfront in the center of the yard. Shore facilities would be located to the north and west of the industrial and supply areas. Included in the plans were a machine shop and two additional drydocks designed to accommodate capital ships. Also proposed were pier fittings which would allow the yard to handle the largest ships proposed by the navy. Three months after the hearings Congress appropriated the funds needed to physically expand the yard. This work, which would consume the energy of the yard as it entered the isolationist phase of the 1920's was only a beginning. Other work outlined in the yard plan was eventually completed. The result is the yard configuration still present today.

1922-1932: The Era of Naval Disarmament

The nation's immediate response at the end of World War I was to insist on minimum Congressional appropriations for the navy. Ship construction was held to a minimum as a result of the Naval Disarmament Conference of 1921-1922. Between public mood and international treaty the United States Navy was faced with the need to keep outdated ships in continuous repair at a cost way below what was realistic for the task. The system that was developed included a program of equipment modernization, ship self-maintenance and the development of "fleet trains" and floating ship repair. Naval shipyard activity was restricted to the completion of projects already authorized by the

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Naval Act of 1916, the regularly scheduled overhauls of the ships, and supply.

This era saw the implementation of a radio modernization program begun during World War I. In 1915, civilian radio engineers were dispatched to the navy yards (Puget Sound's was W.H. Marriot). Following the establishment of naval districts a ship-to-shore and coastline communications network was established. Puget Sound, as the District Center for the 13th Naval District, was responsible for all transmissions from the 44th parallel (approximately Florence, Oregon) to the Canadian border. As a medium powered station is was capable of transmitting at least 1,000 miles for the purposes of connecting adjacent naval districts as well as provide long distance ship-to-shore service. The Puget Sound Naval Station was also the designated yard for all matters pertaining to radio within Oregon, Washington and Alaska. To meet this need, by World War II, the Puget Sound radio station had been modernized and enlarged to include additional quarters, a radio receiving control building, a laboratory, and a radio and sound repair shop.

Between 1920 and 1930, ship construction was curtailed and the repair facilities were improved to aid in ship modernization. Pier No. 6 was constructed in 1926 for additional fitting out space for battleships. Drydock No. 2 was extended in 1930 to accommodate America's aircraft carriers. (One year before this work the carrier Lexington received local notariety by providing electrical power to the City of Tacoma during an abnormally dry spell.) This work, to some degree, reflected the navy's efforts to improve its capacity for self-maintenance and mobility. Even so, the navy was aiming for a supply and maintenance arrangement whereby the fleet in the Pacific would be relatively independent of its shore facilities. New propulsion systems, as well as the conversion from coal to oil, enabled ships to travel large distances without navy yard overhauls. The techniques of fueling at sea were improved. Repair tenders were constructed. Combined with other service and supply oriented ships these "fleet trains" were designed to serve as alternatives to shore facilities located at too far a distance from potential field of battle.

As the navy sought modernization, the public mood continued to be anti-navy. On January 15, 1929, the United States Senate ratified the Kellogg-Briand Pact. With this agreement contracting powers renounced war as an instrument of national policy. As a whole, this period of normalcy and isolationism brought little development activity at the Puget Sound yard. The most noteworthy outside the industrial area was the completion of the hospital in 1925. This facility serviced personnel throughout Puget Sound. Quarters for medical officers and warrant pharmacists were constructed between 1923 and 1926. In 1927, Peter Oemlauf of the Seattle Park Board assisted with the hospital landscaping. The recreational (and training) needs of shipyard personnel were met by the construction of a swimming pool in 1922. In 1930, the Theater Ziegmeier was opened, so named for the base commandant.

1933-1941: Pre-World War II Preparedness

One of President Franklin D. Roosevelt's first acts in office was the signing of Executive Order 6174 allocating \$238 million in National Recovery Administration funds for ship construction. With these funds, plus more which followed a limited national

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emergency in 1939, the Puget Sound yard's shipbuilding activity was resumed. This included the construction of eight destroyers, and major overhauls of primary battleships of the fleet. The yard was aided by the installation of a 250 gross ton hammerhead crane, placed at the end of pier No. 6 in 1933. A gas plant and machine shop were also constructed during this period of time. Even though small in comparison to what was to follow, the ship construction program encouraged by Roosevelt was the largest since the Big Navy Act of 1916. It was expanded further by Congressional passage of the Vinson-Trammel Act of 1934. The bill established procedures and funds to replace overaged naval vessels. Its primary purpose was to build the fleet up to the limits allowed in the naval disarmament treaties. In establishing priorities for future construction, the navy determined that work at the West Coast, the Canal Zone, Hawaii, the Philippines and Guam naval shore facilities were imperative. Additional appropriations following the fall of France in 1940 gave the navy \$4 billion to begin the construction of a "two ocean navy."

With funds available the navy began to plan for the expansion and improvement of its shore installations. The immediate problem faced was that previous plans "had been developed by local stations during peacetime and were not directly integrated into a general plan for expanding the Navy to meet the emergency conditions." (Building the Navy's Bases, Vol. I, p. 8)

The older navy yards, and to a lesser extent the more recent yards, had undergone progressive evolution and piecemeal development during the years as ships of the fleet evolved from the frigates and sloops of Revolutionary days to the complex and varied types of the modern navy. Although they had undergone considerable expansion during World War I, none of the yards were fully equipped to cope with the building and repair requirements of the two-ocean navy of World War II and most of them were congested, obsolescent, and poorly arranged. (Ibid. p.169)

Between 1920 and 1938 only a moderate amount of significant construction had occurred in the navy yards, of which the 1934 machine shop at Puget Sound was considered important. In order to plan for expansion the navy convened, in 1940, "The Greenslade Board." Its study, issued in January of 1941, became the basic guide for the development of shore facilities. According to it, "it was proposed that each coast should have repair capacity sufficient to maintain 60% of the 1946 fleet in peace on a single-shift basis."

The West Coast was found to have capacity, both existing and projected, barely adequate to meet this requirement. However, since it would be imprudent to concentrate any more activities in limited areas, no further development of Mare Island and Puget Sound navy yards, other than to balance existing facilities, was recommended. (Ibid. pp.10-11)

Primary development was to occur at Pearl Harbor and in the San Pedro-San Diego area. In addition, no more than 20% of a navy yard's capacity was to be used for new shipbuilding, as the Board considered it imperative that repair facilities must be available in case war erupted. The Greenslade report "was definitely not a plan for emergency wartime expansion, although, as it outlined a plan for the permanent organization of the shore establishment, it would be used as a valuable guide in the planning of the wartime program." (Ibid. p.11)

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When the Greenslade report recommended no further development at the Puget Sound yard it was aware that two drydocks were under construction. Drydocks No. 4 and 5 were the product of funding made available through the Vinson-Trammell Act of 1934. Originally the former were designed to accommodate ships up to cruiser size. In 1938, however, it was decided to enlarge their design so that, when built, they could accommodate any ship of the fleet at that time. Other construction activity reflects the Board's recommendation to "balance the existing facility." Pre-existing buildings were moved around, added onto or remodeled. New cranes were put in place and other buildings, such as the shipfitters shop (No. 460, 1941) were added to improve the efficiency of the yard for both construction and repair, and to prepare the yard as a supplier of goods to the fleet.

1941-1945: World War II

When Japan attacked Pearl Harbor the Puget Sound Naval Shipyard was only one of two naval yards on the West Coast which was fully operational. It was, in addition, the only battleship repair yard on the Pacific Coast. Mare Island was limited in the size of the ships it could accommodate by shallow water and silting. While the destroyer base at San Diego could assist with the repair of smaller vessels, and Terminal Island and Pearl Harbor were being developed to handle larger vessels prior to the outbreak of the war, Puget Sound was the home yard for the capital ships. At Pearl Harbor, eight of America's seventeen battleships were attacked. Of these, two were sunk and destroyed. Of the remaining six, five were returned to Bremerton for repairs and modernization.

At the Puget Sound facility by this time there were three drydocks and four piers as well as its hammerhead crane. Drydock No. 3, built at the end of World War I, was the navy's initial shipbuilding dock. As a result of Congressional appropriations since 1934, two additional drydocks (Nos. 4 and 5) were nearing completion at the end of 1941. Both were capable of docking battleships and carriers. During the war two double shipbuilding ways large enough to build escort vessels were constructed as were service and shop buildings for the shipways and the new drydocks. The yard was expanded to capacity by the acquisition of thirty additional acres. At least twenty extant buildings were moved, added onto or changed in other ways within the industrial yard. Between 1942 and 1945, at least fifty-two buildings and structures were built to meet wartime needs.

How the yard developed during this period of time was determined by the Bureau of Yards and Docks whose chief during World War II, Admiral Ben Moreell, had been, in the 1930's, Public Works Officer at Puget Sound. Prior to 1941, public works planning by the navy had "as its goal the building of a shore establishment to meet the needs of the two-ocean Navy that had been authorized by Congress." (Ibid. p.13) With the outbreak of the war, the problem became one of allocating scarce materials and manpower. It was ordered that buildings should be no more elaborate than was absolutely necessary. Substitutes were found for scarce materials. This affected the appearance and design of buildings constructed during this period.

Admiral Moreell recommended that shore facilities be dispersed, and "that, instead

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Puget Sound Naval Shipyard Shore Facility

CONTINUATION SHEET

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of constantly adding to existing stations, with the resulting congestion, the expansion be achieved by establishing new stations in new locations. In spite of this, however, the tendency to add to existing stations persisted...." (Ibid. p.15)

The manpower situation was especially critical because of the tremendous expansion of the aircraft and shipbuilding industries. On April 15, 1944, the Vice Chief of Naval Operations issued instructions that thereafter the Bureau of Yards and Docks give an estimate of the labor required for the initial construction and subsequent maintenance of all West Coast projects and the sponsoring bureau or office provide an estimate of the civilian labor necessary for the operation of the facility. The information was to be used by the Secretary of the Navy in making a final decision on the project. (Ibid. pp.18-19)

Admiral Greenslade, Pacific Coordinator of Naval Logistics, studied conditions on the West Coast this same year and concluded that a saturation point had been reached. In addition, new construction for naval public works were being authorized at twice the rate they could be completed.

The realization, no doubt, affected construction activity at the Puget Sound yard. The only notable work undertaken in 1944 was a five mile railroad spur to connect it with the ammunition supply base at Bangor. Fewer ships were built and a greater number repaired after 1944. This was in keeping with the requirement that only 20% of the yard's capacity should be reserved for shipbuilding. Even so, the record of the Puget Sound Naval Shipyard cannot be ignored. An impressive number of ships were built, fitted out, repaired, overhauled and modernized at Bremerton during World War II. These include seaplane tenders, seaplane wrecking tenders, destroyers, destroyer escorts, aircraft escort vessels, oil and gasoline carriers, barracks barges, battlehips, submarines, aircraft carriers and cruisers. It was, as most historians agree, the industrial capacity of the United States which assured victory.

Japan could not maintain the power with which she began the war. Even in the first year of war she had a net loss of warships. Up to the end of 1944 she lost 275 combat ships excluding escort vessels and she replaced only 162 of these. During the same period the United States lost only 128 and added 1005 warships by new construction. (Ibid. p.316)

Between 1942 and 1945, almost 400 ships passed through the Puget Sound Naval Shipyard.

### Exceptions and Exclusions

From 1891 until the present day, the Puget Sound Naval Shipyard has evolved and continues to evolve as a repair facility of the United States Navy. The changing needs of this service have resulted in buildings being moved, constructed, reconstructed or demolished. Several of the buildings included in this thematic have been moved. The circumstances of each move are discussed in the individual inventory forms. Some Officers' Row buildings were moved in 1919 to make way for an extensive regrade in the industrial area. Aesthetically the Officers' Row achieved a unique significance following this date by forming an integrated residential unit whose relative integrity has been maintained since 1919.

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Puget Sound Naval Shipyard Shore Facility

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The one moved building in the Radio Station district was originally moved in 1907, and then moved a second time in 1939. The latter move was within the district area with the orientation, setting and general environment of the new site similar to the 1907 site. This building was originally moved to form the nucleus of the yard's radio station, a function whose significance evolved after the 1907 date.

While the importance of the Central Industrial Area is discussed in the thematic significance statement, the industrial yard is not included in the National Register nomination. The National Park Service has identified this district as one to be included in its World War II (Pacific) National Landmark thematic nomination. Inventory data of these buildings, however, was completed as a part of the survey cited under Sections 6 and 7 of this document.

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## 10 GEOGRAPHICAL DATA

ACREAGE OF NOMINATED PROPERTY \_\_\_\_\_

UTM REFERENCES See individual inventory forms

A	ZONE	EASTING	NORTHING	B	ZONE	EASTING	NORTHING
C	ZONE	EASTING	NORTHING	D	ZONE	EASTING	NORTHING

VERBAL BOUNDARY DESCRIPTION

See individual inventory forms

LIST ALL STATES AND COUNTIES FOR PROPERTIES OVERLAPPING STATE OR COUNTY BOUNDARIES

STATE	CODE	COUNTY	CODE
N/A			
STATE	CODE	COUNTY	CODE

## 11 FORM PREPARED BY

NAME / TITLE

Caroline Gallacci and August Gene Grulich

ORGANIZATION

Grulich Architecture and Planning Services

DATE

September, 1986

STREET & NUMBER

707 Court A

TELEPHONE

(206) 272-0007

CITY OR TOWN

Tacoma

STATE

Washington 98402

## 12 CERTIFICATION OF NOMINATION

STATE HISTORIC PRESERVATION OFFICER RECOMMENDATION

YES

NO

NONE

STATE HISTORIC PRESERVATION OFFICER SIGNATURE

In compliance with Executive Order 11593, I hereby nominate this property to the National Register, certifying that the State Historic Preservation Officer has been allowed 90 days in which to present the nomination to the State Review Board and to evaluate its significance. The evaluated level of significance is  National  State  Local.

FEDERAL REPRESENTATIVE SIGNATURE F. S. STERNS, Director, Installation & Facilities

TITLE

OASN(S&L)

DATE 11-15-88

FOR NPS USE ONLY

I HEREBY CERTIFY THAT THIS PROPERTY IS INCLUDED IN THE NATIONAL REGISTER

*Antoinette Ghee*

DATE 7/16/90

DIRECTOR, OFFICE OF ARCHEOLOGY AND HISTORIC PRESERVATION

ATTEST

DATE

KEEPER OF THE NATIONAL REGISTER

UNITED STATES DEPARTMENT OF THE INTERIOR  
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CONTINUATION SHEET

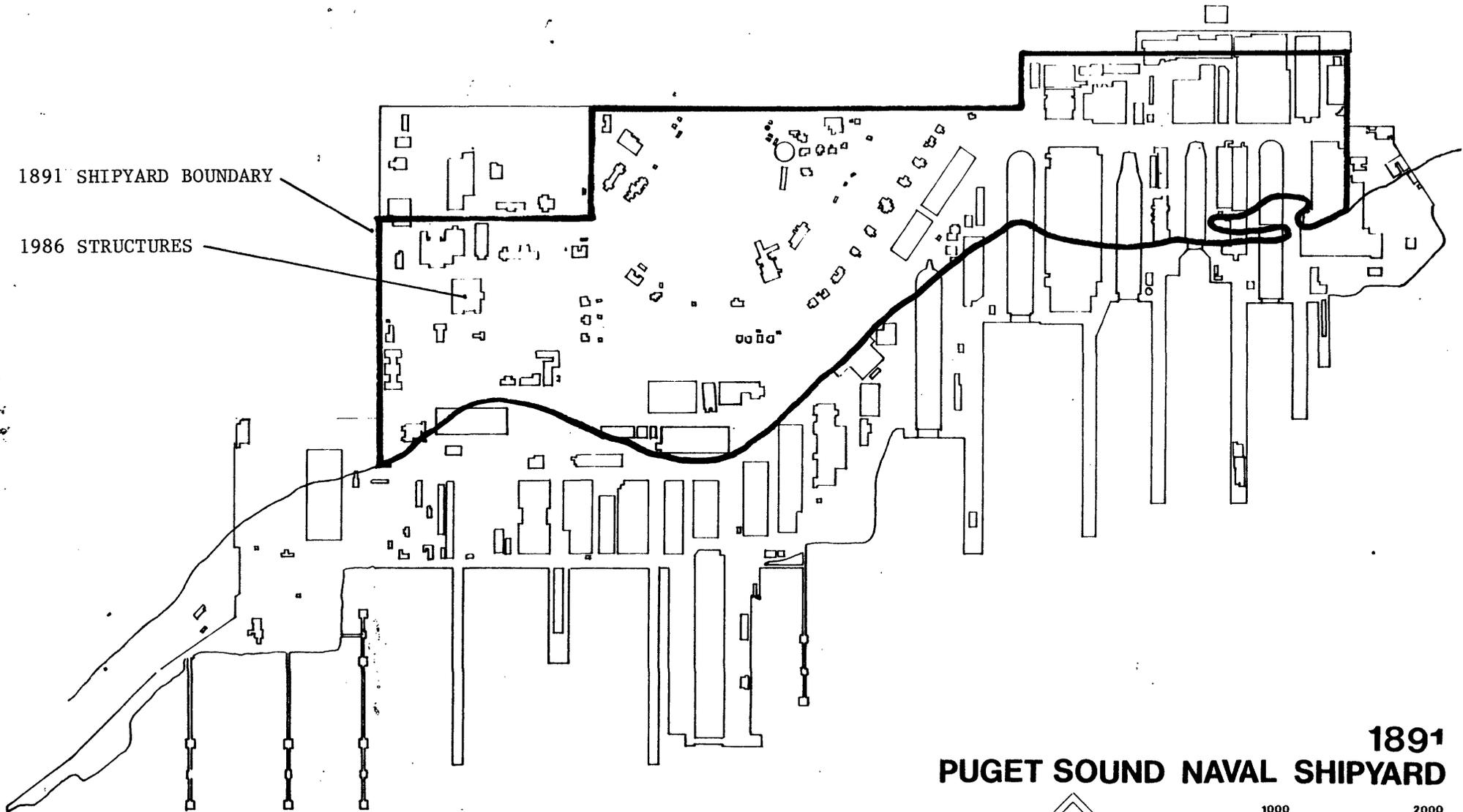
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PAGE 9.1

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1891 SHIPYARD BOUNDARY

1986 STRUCTURES



**1891  
PUGET SOUND NAVAL SHIPYARD**

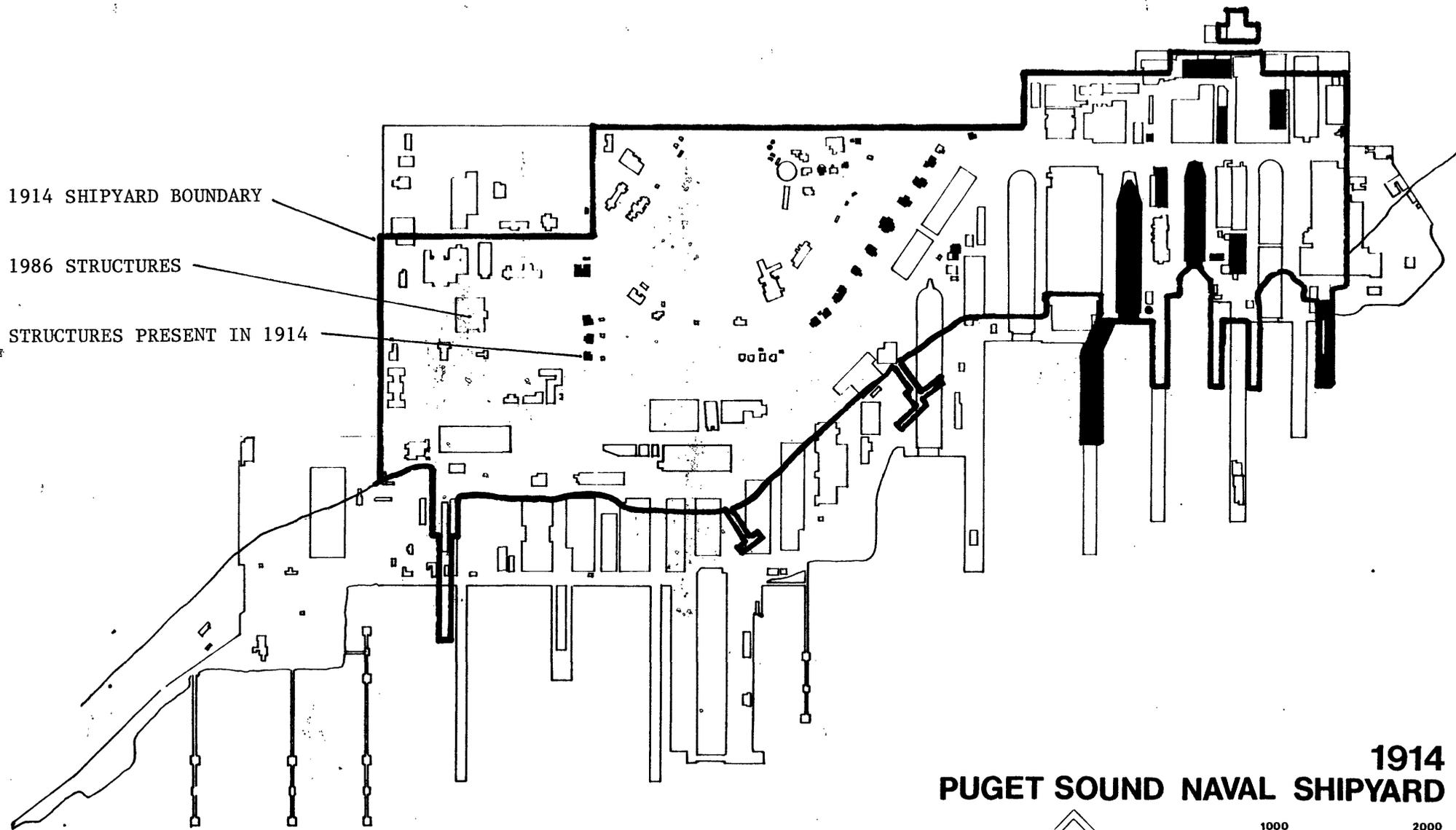


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1914 SHIPYARD BOUNDARY

1986 STRUCTURES

STRUCTURES PRESENT IN 1914

**1914  
PUGET SOUND NAVAL SHIPYARD**

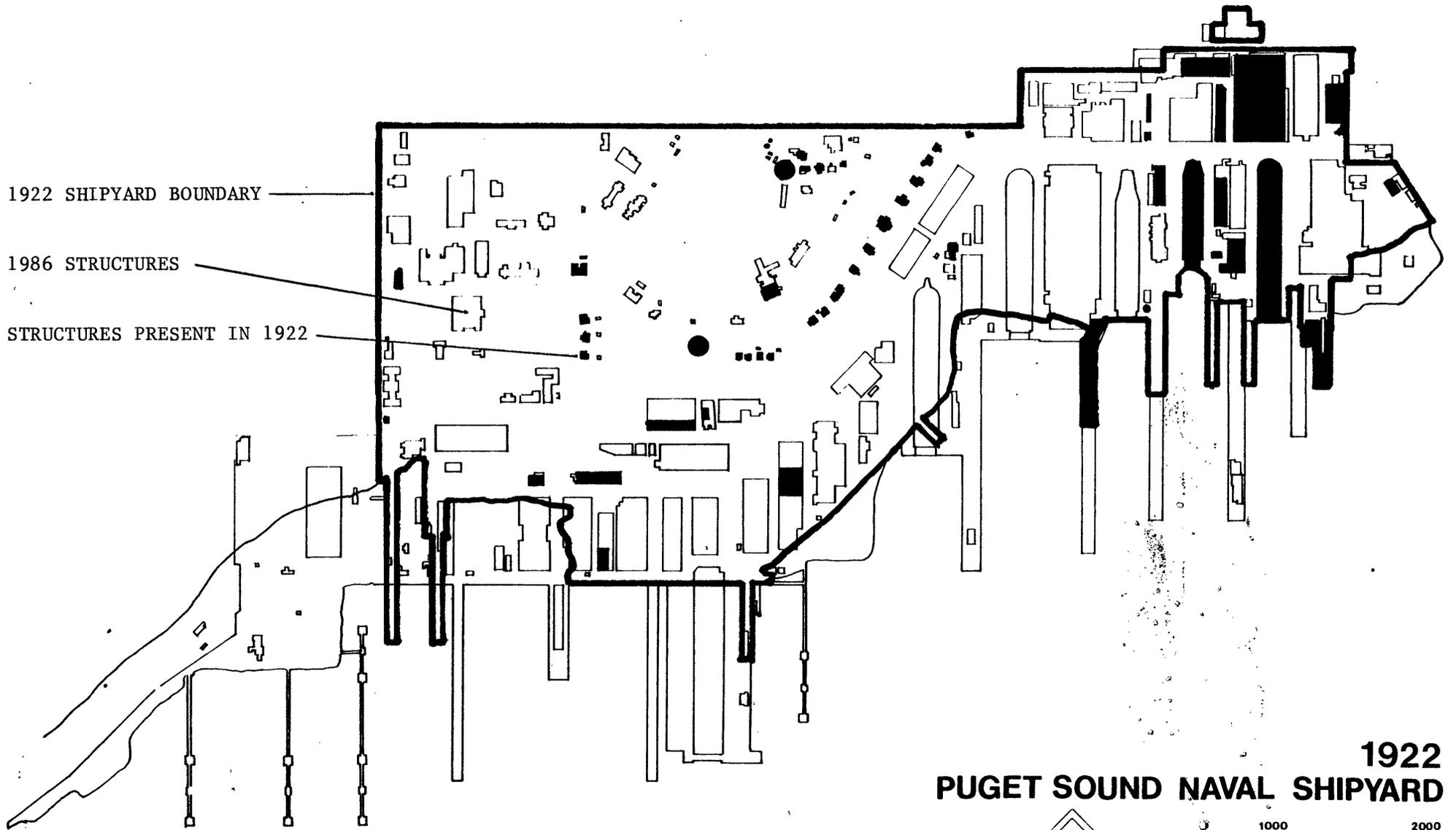


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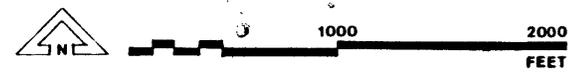


1922 SHIPYARD BOUNDARY

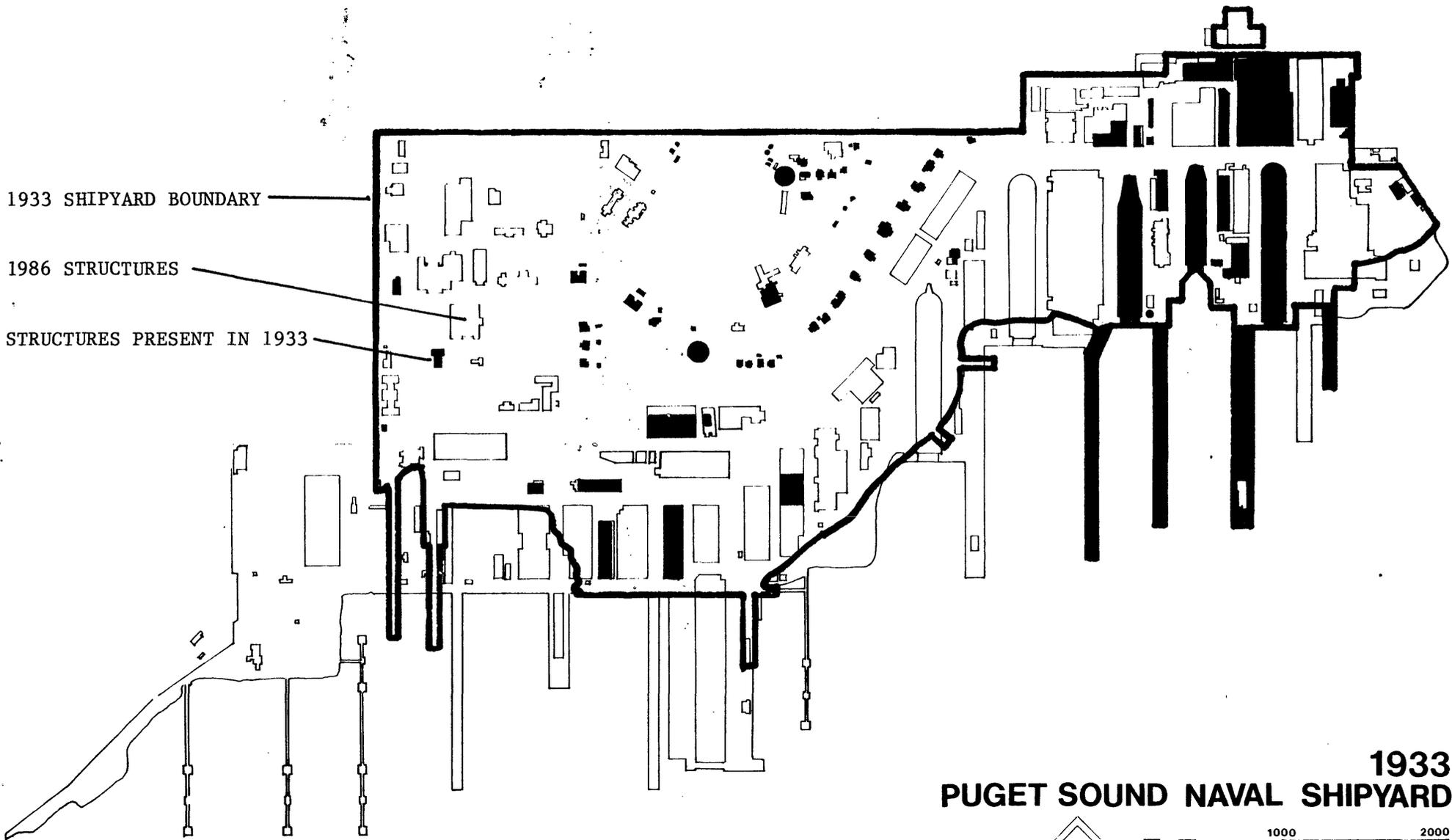
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STRUCTURES PRESENT IN 1922

# 1922 PUGET SOUND NAVAL SHIPYARD



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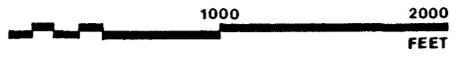


1933 SHIPYARD BOUNDARY

1986 STRUCTURES

STRUCTURES PRESENT IN 1933

# 1933 PUGET SOUND NAVAL SHIPYARD



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1941 SHIPYARD BOUNDARY

1986 STRUCTURES

STRUCTURES PRESENT IN 1941

# 1941 PUGET SOUND NAVAL SHIPYARD



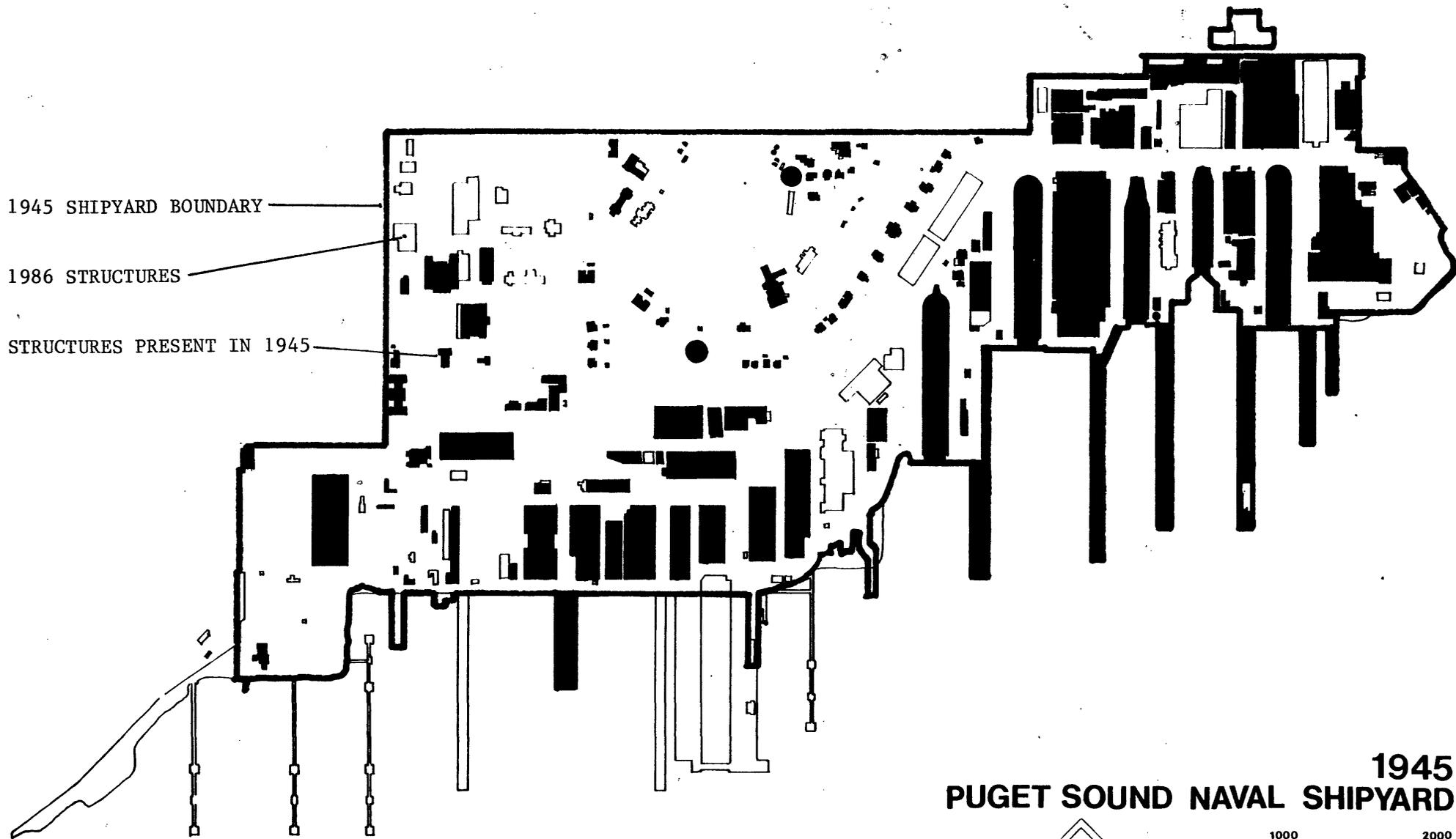
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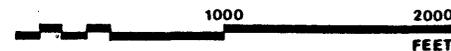
1945 SHIPYARD BOUNDARY

1986 STRUCTURES

STRUCTURES PRESENT IN 1945



**1945  
PUGET SOUND NAVAL SHIPYARD**



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*Revised 4/1/90*

**United States Department of the Interior  
National Park Service**

**National Register of Historic Places  
Continuation Sheet**

Section number \_\_\_\_\_ Page \_\_\_\_\_

Multiple Resource Area  
Thematic Group

Name Puget Sound Naval Shipyard Shore Facilities TR  
State Kitsap County, WASHINGTON

Nomination/Type of Review	Date/Signature
Cover <u>Substantive Review</u>	Keeper <u>7/16/90</u>
1. Puget Sound Radio Station Historic District <u>Substantive Review</u>	Keeper <u>7/16/90</u>
	Attest <u>[Signature]</u>
2. Hospital Reservation Historic District <u>Substantive Review</u>	Keeper <u>7/16/90</u>
	Attest _____
3. Marine Reservation Historic District <u>Substantive Review</u>	Keeper <u>7/16/90</u>
	Attest _____
4. Officers' Row Historic District <u>Substantive Review</u>	Keeper <u>7/16/90</u>
	Attest _____
5.	Keeper _____
	Attest _____
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