MINUTE ITEM
This Calendar Item No. C30
was approved as Minute Item
No. C30 by the State Lands
Commission by a vote of 3
to 0 at its 6/11/90
meeting.

CALENDAR ITEM

C 30

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06/11/90
W 24437 PRC 7408
Louie
Pelkofer
Walker

SALVAGE PERMIT - PUBLIC AGENCY USE

APPLICANT: California Department of Parks and Recreation
Attn: John Foster
P. O. Box 942896
Sacramento, California 94296

AREA, TYPE LAND AND LOCATION:
A 19.74-acre parcel of tide and submerged land in the Pacific Ocean near Cabrillo Point, Mendocino County.

LAND USE: Mapping, identification, and retrieval of surface artifacts from the shipwreck "Frolic".

TERMS OF PROPOSED PERMIT:
Initial period: One (1) year beginning on the date of execution of the permit by the State Lands Commission.

CONSIDERATION: The public benefit.

BASIS FOR CONSIDERATION:
Pursuant to 2 Cal. Code Regs. 2003.

PREREQUISITE CONDITIONS, FEES AND EXPENSES:
Filing fee has been received.

STATUTORY AND OTHER REFERENCES:

A. P.R.C.: Div. 6, Parts 1 and 2; Div. 13.

B. Cal. Code Regs.: Title 2, Div. 3; Title 14, Div. 6.

AB 884: 09/01/90.

OTHER PERTINENT INFORMATION:

1. The California Department of Parks and Recreation (DPR) has applied for a salvage permit to map, identify, and retrieve surface artifacts from the shipwreck "Frolic". The project will enable Parks and Recreation to identify the extent and integrity of the remains of the "Frolic", and assist DPR in evaluating the site for possible inclusion in the State park system as an underwater park.

   The "Frolic" is a Baltimore Clipper built in 1844 and was used to transport opium from Bombay to Canton. The ship sank off the Mendocino coast in 1850 while transporting Chinese goods.

   The Department of Parks and Recreation has contracted with San Jose State University Foundation to perform the underwater mapping project. Curation of artifacts will be done at the National Maritime Museum in San Francisco, with eventual exhibition at a proposed interpretive center at Point Cabrillo Lighthouse.

2. The permit fee of the site is estimated to be $500. Staff is recommending that the application processing fee be waived due to the project's statewide benefits.

3. Pursuant to the Commission's delegation of authority and the State CEQA Guidelines (14 Cal. Code Regs. 15025), the staff has prepared a Proposed Negative Declaration identified as EIR ND 510, State Clearinghouse No. 89030070. Such Proposed Negative Declaration was prepared and circulated for public review pursuant to the provisions of CEQA.

Based upon the Initial Study, the Proposed Negative Declaration, and the comments received in response thereto, there is no substantial evidence that the project will have a significant effect on the environment. (14 Cal. Code Regs. 15074(b))

4. This activity involves lands identified as possessing significant environmental values pursuant to P.R.C. 6370, et seq. Based upon the staff's consultation with the persons nominating such lands and through the CEQA review process, it is the staff's opinion that the project, as proposed, is consistent with its use classification.

EXHIBITS:
A. Negative Declaration, SCH #89030070.
B. Location Map.

IT IS RECOMMENDED THAT THE COMMISSION:

1. CERTIFY THAT A NEGATIVE DECLARATION, EIR ND 510, STATE CLEARINGHOUSE NO. 89030070, WAS PREPARED FOR THIS PROJECT PURSUANT TO THE PROVISIONS OF THE CEQA AND THAT THE COMMISSION HAS ADOPTED, REVIEWED, AND CONSIDERED THE INFORMATION CONTAINED THEREIN.

2. DETERMINE THAT THE PROJECT, AS APPROVED, WILL NOT HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT.

3. WAIVE THE APPLICATION PROCESSING FEE IN LIGHT OF THE STATE WIDE BENEFIT OF THE PROJECT.

4. AUTHORIZE ISSUANCE TO CALIFORNIA DEPARTMENT OF PARKS AND RECREATION OF A ONE-YEAR SALVAGE PERMIT - PUBLIC AGENCY USE, BEGINNING ON THE DATE THE PERMIT IS EXECUTED BY THE STATE LANDS COMMISSION; IN CONSIDERATION OF THE PUBLIC BENEFIT, FOR THE MAPPING, IDENTIFICATION, AND RETRIEVAL OF SURFACE ARTIFACTS FROM THE SHIPWRECK "FROLIC" IN THE GENERAL LOCATION SHOWN ON EXHIBIT "B" ATTACHED AND BY REFERENCE MADE A PART HEREOF. AUTHORIZATION TO EXECUTE THIS PERMIT SHALL BE VALID FOR NINETY (90) DAYS FROM THIS DATE.

EXHIBIT "A"

GEORGE DEUKMEJIAN, Governor

STATE OF CALIFORNIA
STATE LANDS COMMISSION

LEO T. McCARTHY, Lieutenant Governor
GRAY DAVIS, Controller
JESSE R. HUFF, Director of Finance

EXECUTIVE OFFICE
1807 - 13th Street
Sacramento, California 95814

CHARLES WARREN
Executive Officer
(916) 322-4105

NOTICE OF INTENT TO ADOPT NEGATIVE DECLARATION
(Section 21092 PRC)

An application for the following described project is currently being processed by the staff of the State Lands Commission:

Project Title:	Archaeological survey and mapping permit for the brig "Frolic"
Project Proponent:	California Department of Parks and Recreation
Project Location.	Offshore of Mendocino County, north of Point Cabrillo
Project Description:	Underwater mapping and photo survey of wreck site of the Brig "Frolic", with sample collection of surface artifacts

Contact Person: GOODYEAR K. WALKER Telephone: (916) 322-0530

A Negative Declaration identified as EIR ND 510, State Clearinghouse No. 89030070 has been prepared pursuant to the requirements of the California Environmental Quality Act.

The above described document will be considered for adoption at a regular meeting of the STATE LANDS COMMISSION scheduled for June 11, 1990, at 10:30 a.m., City of El Segundo, City Hall, Council Chambers, 350 Main Street, El Segundo, California. Anyone interested in this matter is invited to comment on the document by written response prior to the meeting or by personal appearance at the meeting. Persons wishing to appear at the meeting should call (916) 322-4107 so that time can be allotted for such appearance.

CHARLES WARREN
Executive Officer

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INITIAL STUDY FOR ARCHAEOLOGICAL SURVEY OF THE "FROLIC" WRECK

The State Department of Parks and Recreation (SPR) has applied to the State Lands Commission (SLC) for a permit to do archaeological survey and identification work on the remains of the brig "Frolic", which sunk July 25, 1850, near the present site of the city of Mendocino. This project would take place on sovereign lands of the State of California, and this permit would be issued under the State and Federal Shipwreck Acts.

PROJECT DESCRIPTION

San Jose State University Foundation has been awarded a contract by SPR to perform an underwater mapping project of the wreck site of the "Frolic" (archaeological site CAL-MEN-1947H) as part of a large underwater cultural assessment project covering the Mendocino Coast District. Dave Buller of Landseair Explorations (LSA) and Coastal Diving and Construction (CDC) has been subcontracted by the Foundation to carry out the actual mapping.

The goal of this project is to carry out a preliminary program of research and documentation to identify the extent and integrity of the remains of the "Frolic". The project's findings will be published, and will assist the State in evaluating the site for possible inclusion in the State Park System as an underwater park.

With preliminary assessment as its main purpose, the "Frolic" project is designed to identify and inventory surface features of the wreck site. The proposed project will consist of the following elements:

1. Conduct archival record search for information on the "Frolic" and her history.

2. Prepare an underwater map and photo record of the wreck site.

3. Assess the extent and integrity of the "Frolic" remains, cargo, equipment, stores and personal effects.

4. Conduct a sample surface collection of loose artifacts from the wreck site.

5. Evaluation of the site maps and surface collection to determine if significant potential exists to learn more about the ship's design and contents by formal excavation operations.

6. Conservation of collected artifacts for public exhibit by the State.

7. Preparation and publishing of all results.

Project Location

The wreck of the "Frolic" is located in the large, unnamed cove between Casper Cove and Point Cabrillo. The wreckage lies below the north rims of the cove and is located less than 100 feet from the shore (see attached map). The wreck is shallow, only 10 to 20 feet deep, and exposed to the prevailing northwesterly swell. Very calm ocean conditions are required for any diving operations at the site.

The "Frolic" wreckage rests on a rock substrate that is densely overgrown with kelp and coralline algae. During the Fall, when kelp growth is at its maximum, the kelp completely masks the wreck site. The wreck lies on a east-west axis with its bow on towards the shore. The most prominent surface features of the wreck are anchors and a capstan in the bow area, a pile of iron ballast bars in mid-ship and a general scattering of Chinese ceramic sherds over the entire site. A mixture of loose to compacted overburden up to several feet deep, consisting of small rock debris, sand, shell fragments and other biological debris, and small artifacts from the "Frolic", covers an unknown portion of the wreckage.

Project Personnel

The project manager will be Thomas Layton, of the San Jose State University Department of Anthropology. He will also do most of the archival research. Dave Buller of CDC will supervise all underwater operations, which will be carried out by himself and four other partners in CDC. Volunteer divers may also be used to assist in the field work. Robert Orlins, California State Archaeologist, will be the contract manager for SPR. John Foster, California State Marine Archaeologist, will act as a consultant to the project.

Equipment

Diving operations will be carried out from a 14 foot inflatable boat moored over the wreck site. Project dives will utilize a combination of SCUBA and surface supplied (hookah) diving equipment while working the site. The hookah equipment will consist of a low pressure compressor and one or two 150 foot long umbilical equipped with second stage regulators. Underwater surveying equipment will include measuring tapes and staffs, poly line marked off in accurate segments for use as a baseline, clip boards with mylar and pencils for recording and drawing, and underwater markers and stakes. Underwater photodocumentation equipment will include 35 mm cameras with wide angle and close-up lenses and an 8 mm video camera.

ENVIRONMENTAL SETTING

The project is located on the California coast in Mendocino County, approximately four miles north of the town of Mendocino.

The coast in this area is marked by cliffs of forty to sixty feet, rocky headlands and numerous small to medium sized coves. The wreck lies in an unnamed cove bounded on the south by Point Cabrillo and on the north by the south headland of Caspar Cove.

The air quality in the region is rated as very good to excellent during all seasons. There is very little industrial development, and California Highway 1 is the primary source of pollutants. Lumber operations can occasionally lower air quality, but this is generally a factor further north than at the project site.

Marine water quality is also excellent, with the exception of suspended particulates. The coast is in a very high energy zone, and particulate material of every kind is kept in almost constant suspension. This leads to poor visabilities, but is not detrimental to the local biota.

The biology of the wreck site is dominated by bull kelp (Nereocystis luetkeana) and giant kelp (Macrocystis pyrifera). They form a surface canopy that blocks out the major portion of sunlight during much of the year. This limits competition from other plants, but allows rich colonies of sponges, hydroids, bryozoans and tunicates. Fishers are also attracted by the kelp forest environment.

Invertebrate life is abundant in the shallow cove. The purple urchin (Strongylocentrotus purpuratus) and giant red urchin (S. franciscanus) are quite numerous, as are dense areas of strawberry anemone (Corynactis californica). The most famous molluscan resident at the site is undoubtedly the red abalone (Haliotis refuscens). These shells are often completely covered with dense growths of algae and other invertebrates. The abalone feed on drift kelp and tend to concentrate in large crevices and surge channels.

VESSEL BACKGROUND

The "Frolic" was a clipper-built brig built in the summer of 1844 by the Gardner Brothers at Fell's Point in Baltimore, Maryland. Her measurements were recorded in Baltimore as 99'2" length overall, 24' beam and 9'11" depth of hull. She was registered at 212 30/95 tons. She is described as a "Baltimore Clipper", with sharp dead rise, square stern, and no galleries. As was typical of the class, she was built for speed, at the expense of cargo carrying capacity.

The "Frolic" was expressly built to transport opium from Bombay to Canton. She was owned and operated by Augustine Heard and Company. They selected Edward Horatio Faucon as her master, and he served in that roll for the ship's entire six year career. The "Frolic's" sailings began on December 9, 1844, when she left Baltimore for Bombay. From 1845 to 1850 she made 11 opium runs from Bombay to Canton, carrying an average of 53 short tons o opium

per trip. On her return trips to India she carried treasure earned as payment for the opium, as well as various sundries to be sold to the British in India. She proved to be a fast sailor; she posted the quickest passages from Hong Kong back to Bombay of the entire opium fleet, covering the distance in only 35 days in 1845.

To protect their valuable cargoes from capture the opium fleet had to either outrun or outfight the Chinese, Malay and Dyak pirates that lay in wait among the Indonesian Islands between India and China. During her opium career the "Frolic" carried large crews and several cannons, swivel guns, small arms and edged weapons.

By the end of her time in the opium trade steamers were making it difficult for sailing vessels with small cargo capacities and large crews to compete. The owners of the "Frolic" decided to capitalize on the high demand in California for manufactured goods brought on by the Gold Rush. Taking on 135 tons of Chinese goods, she left Hong Kong, bound for San Francisco, on June 7, 1850.

Shipwreck

After a 46 day passage of the Pacific, breakers were spotted on the evening of July 25, bearing to the North. The helm was put over to port, but a "current or tide" carried the "Frolic" onto a reef where she struck, stern on. Almost immediately she lost her rudder, and the water rose in the hold to within a few inches of the cabin floor. The lifeboats were launched, and 20 of the 26 crew members boarded them, and landed at daybreak on a beach about six miles below the wreck. The six crew who remained with the "Frolic" apparently drowned. There was no time to save anything from the wreck except some crackers and libations. The lifeboats were so "leeky" that most of the crew decided to walk to San Francisco. The captain, officers and 3 crewmen reached Fort Ross in the better of the two lifeboats on July 30.

News of the rich wreck spread quickly after the survivors reached Bodega and became public with the appearance of an article on the disaster in the Daily Alta California on August 5, 1850. The wreck came to rest in shallow water close to shore, making her easy prey for looters. Local Pomo indians and possibly a few white settlers managed to salvage portions of the cargo as the vessel broke up. By August of 1851, numerous cargo items from the "Frolic" were appearing inland as far as what today is Ukiah in the Russian River valley.

Significance of Vessel in California History

The 1849 Gold Rush sparked a massive migration of people into California. This great influx sparked a huge demand for manufactured goods of all kinds that the developing state could not provide. Realizing the potential for high profits, Heard Augustine and Company sent the "Frolic" to San Francisco with a load of Chinese trade goods, all of which were lost in the shipwreck of JUly 25, 1850. The "Frolic's" cargo represents the only known assemblage of Gold Rush China Trade goods available for study

today.

Prior to the wrecking of the "Frolic", there was very little white settlement on the Mendocino coast north of Point Arena. Jerome Ford organized the only documented attempt to salvage the cargo, in 1851. He found local indian women wearing silk shawls salvaged from the "Frolic", but he was too late to salvage anything significant himself. But, during the trip, Ford noted the logging potential of the giant redwoods around Big River, and informed his employer, Henry Mieggs of San Francisco. Meiggs had a lumber mill shipped around Cape Horn, and set up the mill at the mouth of the Big River. Both the establishment of the lumber industry and the first town on the Mendocino coast, known first as Mieggsville, then Big River and finally as Mendocino, were precipitated by the wreck of the "Frolic".

The wreck of the "Frolic" and her partial salvage by the local Pomo indians was an important cultural event that the Pomos preserved in their oral history. Subsequent discovery of Chinese ceramics and green bottle glass at Three Chop Village, a Pomo site located in Jackson State Forest, indicate that the Pomo attempted to use ceramic sherds to make disc beads, and used the bottle glass to flake projectile points. The Three Chop Village "Frolic" artifacts also provide direct dateable evidence of interior to coast trading movements by the Mitom Pomo.

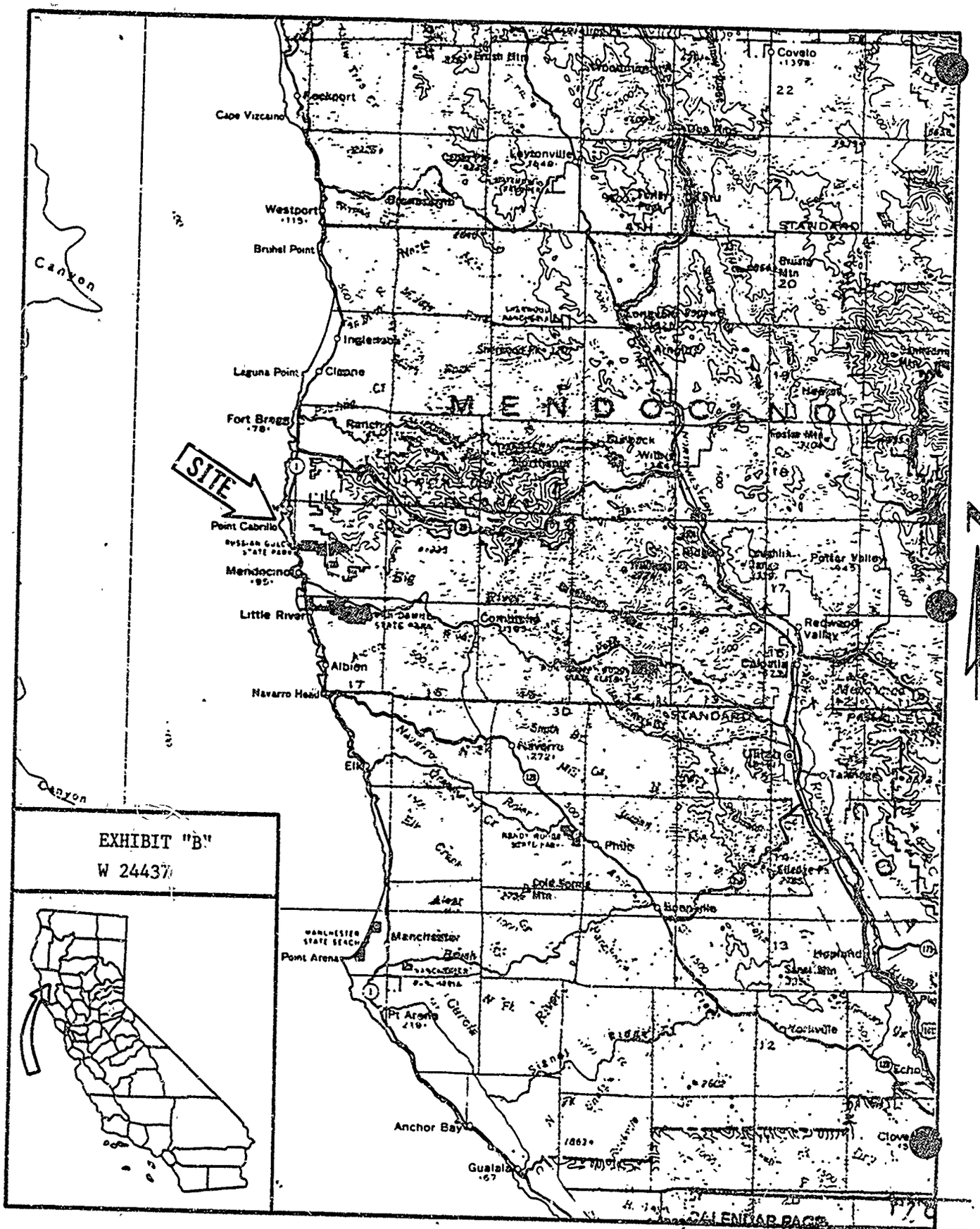
PROJECT IMPACTS

Due to the nature of the project it is anticipated that there will be no impacts to any environmental area except the cultural remains of the ship itself. The small number of people involved, the lack of any heavy equipment and the nature of the survey all insure that air quality, water quality, biological regimes and recreational values will not be impacted.

The impacts to the wreck site will be insignificant. The mapping and photo survey is non-intrusive, and the markers used to locate and reference artifacts will be removed at the conclusion of the project. Only surface artifacts will be collected, and only a representative sample of these. All collected artifacts will be properly conserved, and prepared for eventual public display. It is anticipated that, with the transfer of federal property at the Point Cabrillo lighthouse to the Department of Parks and Recreation, a display of artifacts can be presented essentially at the wreck site.

RECOMMENDED ACTION

It is recommended that the State Lands Commission adopt a negative declaration based on the above Initial Study, and issue a mapping and survey permit to the Department of Parks and Recreation to cover the site of the wreck of the vessel "Frolic".



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