

# NAVAL BASE POINT LOMA FY 2021 SECRETARY OF NAVY ENVIRONMENTAL AWARD CULTURAL RESOURCES MANAGEMENT – SMALL INSTALLATION

## INTRODUCTION

Naval Base Point Loma (NBPL) is located in San Diego, California and consists of three main campuses: NBPL Peninsula, NBPL Harbor Drive, and NBPL Old Town, along with numerous separate special areas located throughout San Diego County. Tenant Commands are units that are located on an installation but are not within the Commander, Navy Installations Command chain of command (both Navy and non-Navy). NBPL has 65 of these tenant commands on the base with more than 124 unique facilities. These entities provide a complement of 14,232 military and civilian personnel.

## The Mission

NBPL's mission is to support the Pacific Fleet and other operating forces by delivering great shore support, leading with innovation, satisfying customers, spending smart, driving mission accomplishment, and making a difference. NBPL meets this mission along three lines of effort: Serve the Fleet, our tenant commands and organizations, and their families; Build a base for tomorrow's war fighter with strong ties to our civic community; Protect our people, our resources, and the environment from all threats.

## Historic Properties at NBPL

Compared to many small installations, NBPL is home to a high density of historic and prehistoric cultural resources. NBPL has surveyed and evaluated all of the buildings, structures, and objects on the installation to determine their eligibility for listing in the National Register of Historic Places (NRHP). In addition, NBPL has completed archaeological survey of 100 percent of the installation's main cantonment. At present, NBPL contains four individually NRHP-eligible properties, 22 archaeological sites, and two historic districts with 68 total contributors. All of

the historic properties are detailed in the Integrated Cultural Resources Management Plan (ICRMP), signed in 2018 and updated as recently as 2019.



*Photo 1: Ft Rosecrans looking west 1910 to 1915*

## Fort Rosecrans Coastal Defense Historic District

This historic district consists of 61 contributing elements in a discontinuous district spread out across NBPL. Fort Rosecrans was an Army installation that dominated land use on the Point Loma Peninsula from the late 1890s through 1947. The site of the former Fort Rosecrans has been occupied by the Navy since the early 1950s. The historic district embodies several architectural styles and spans multiple periods of significance. It is eligible for listing in the NRHP for the role it played in defending the San Diego harbor for nearly half a century, from 1897 to 1945, and for its unique collection of buildings, structures and objects built to support that mission.

All of the buildings in the historic district are adaptively reused. NBPL is proud of the fact that its historic Class II inventory continues to serve the Navy's mission, housing several critical tenant commands that play a vital part in the installation's contribution to national defense.

From security to special operations, from environmental management to explosive ordnance disposal training, the historic structures at NBPL are an active part of meeting the installation's key mission objectives.

### **Consolidated Aircraft Plant 2 Historic District**

Located at nearby Old Town Complex (OTC), the Consolidated Aircraft Plant 2 Historic District is eligible for listing on the NRHP for its association with World War II and the Cold War in San Diego.



*Photo 2: OTC Building 1, Northeast Façade 2020*

The historic aircraft manufacturing facility designed and manufactured significant World War II and Cold War planes, orbiters, and missiles. During World War II, those planes were built in large part by women, known in history as “Rosie the Riveter.”



*Photo 3: Women Manufacturers Standing in Front of the B24 They Helped Assemble in 1942*

The historic district's period of significance is 1941– 1945, when the plant was producing large numbers of B-24 heavy bombers and PB

Catalinas, which played critical strategic roles during World War II and were essential weapons in the success of the Allies in both the Pacific and European war theaters. They were designed in San Diego at Consolidated Aircraft and constructed both in San Diego and other plants in the U.S. Women comprised a significant portion of the workforce at the plant (40 percent at the peak in 1943), part of the nationwide utilization of women on the home front during WWII.



*Photo 4: B-24 Wing Assembly at Plant 2, January 1942*

The historic district is also significant for its association with Reuben H. Fleet, who expanded aircraft manufacturing in San Diego and made significant contributions to the innovations and growth of aerospace technology in the United States. Consolidated Aircraft Plant 2 Historic District is the last remaining manufacturing property associated with Fleet's productive career. The Consolidated Aircraft Plant 2 Historic District is also eligible for the NRHP for its World War II architecture as a unique aircraft manufacturing and assembly plant. The large-scale plant buildings are among the last manufacturing buildings built in the United States or Europe that represent the value of plentiful natural light and air in an industrial setting.

## **BACKGROUND**

### **Installation Environmental Organization**

The NBPL Commanding Officer (CO) leadership is vital to the success of the environmental

programs on NBPL, including cultural resources management. The CO provides guidance and oversight to ensure environmental integration with the military mission and management direction to the Public Works Officer (PWO) and the Installation Environmental Program Director (IEPD). The IEPD reports to the PWO and the CO, and manages the NBPL Public Works Office's Environmental Division (EV). The EV's mission is to provide the NBPL CO and tenant commands with the environmental subject matter expertise necessary to ensure compliance with local, state, and Federal environmental requirements, while also meeting their mission.

### **Cultural Resources Management Program**

The NBPL Cultural Resources Management (CRM) program supports and enhances military mission and readiness. It achieves this objective by managing cultural resources through affirmative stewardship. The mission of the NBPL CRM program is to comply with Federal historic preservation statutes, find creative solutions that favor adaptive reuse of historic structures, protect historic and prehistoric resources, and work closely with stakeholders to secure outcomes that serve the warfighter. The CRM team includes historian Dr. David K. Sproul, archaeologist Jessica Porter-Rodriguez, and GIS specialist Caitlan Dowling. These subject matter experts, with nearly 40 years of combined professional experience, work hand in hand with the NBPL Environmental, Facilities Management, and tenants who require support in the maintenance and management of the historic facilities they occupy. NBPL also has access to additional cultural resources subject matter experts at Naval Facilities Engineering Command Southwest (NAVFACSW).

### **NBPL ICRMP**

The ICRMP is required by OPNAVINST 5090.1 for each installation with cultural resources to ensure the most time and cost-effective methods of integrating preservation requirements with project and operations planning to facilitate the

Navy's mission. The primary purpose of the ICRMP is to address all cultural resources requirements, planning, and management for NBPL. The ICRMP was signed by the installation CO in July 2018. The CRM staff review the ICRMP annually for necessary updates. The plan captures the various tools and procedures utilized in installation project planning to ensure compliance with all applicable Federal statutes, Executive Orders, and Department of Navy instructions.



*Photo 5: Buildings 137 and 138 circa 1911*

### **NBPL Programmatic Agreement (PA)**

NBPL secures effective cultural resources management in pursuit of achieving mission by applying several important tools. The installation currently utilizes a PA between NBPL, the California State Historic Preservation Officer (SHPO), and the Advisory Council on Historic Preservation. The PA is a powerful agreement that delegates enormous authority to the installation in its efforts to comply with Section 106 of the National Historic Preservation Act (NHPA).

NBPL's PA allows installation CRM program personnel, in cooperation with EV, to review all projects for their potential to affect historic properties, and to make determinations of effect based on that review. The PA empowers the installation to internally review and legally approve undertakings that are determined to have either no effect to historic properties or no

adverse effect on historic properties. During this award period, NBPL was able to approve more than 300 projects without consultation with SHPO, vastly increasing the installation's efficiency and reducing project implementation costs. The review and approval process is captured in a flow chart in the ICRMP and is distributed throughout the Environmental review team.

The ICRMP and the PA have several intersections designed to improve efficiency and avoid effects to historic properties. NBPL takes great pride in the quality and quantity of cultural resources data available to planners and project reviewers. Having accurate and updated knowledge of the locations of sensitive historic properties is a valuable tool in NBPL's approach to cultural resources management.

Given the importance of this delegated authority, CRM staff work closely with National Environmental Policy Act (NEPA) planners and the Work Induction Board to ensure any and all projects that might affect historic properties are appropriately documented and reviewed for compliance with 36 CFR 800, the law that implements Section 106. Included in the ICRMP, and available to all personnel who are part of the project review process, are two additional tools that promote robust compliance with all applicable cultural resources management statutes and policies. Chief among those tools is the NBPL Cultural Resources Constraints Map. The constraints map, developed from various report-generated GIS data, allows ready reference to the location of all known historic properties located at NBPL. The map also identifies the buffer zones stipulated in the PA for consideration in project siting and effects analysis. Project proponents, planners, and Environmental review staff have the ability to easily identify known constraints during the project planning and siting phase.

This improves overall execution and labor

efficiency, and lowers costs by avoiding trial and error. Combining detailed GIS constraints and the delegated authority of the PA reduces the time to complete cultural resources projects reviews from days to hours.



*Photo 6: Building 139 circa 1906*

### **Adaptive Reuse of Historic Properties**

Because all of NBPL's historic buildings and structures are in active use, the PA makes it possible to continue military readiness for various components through adaptive reuse of historic properties. NBPL's highly qualified CRM staff evaluate and assist execution of adaptive reuse projects under the delegated authority of the PA. The projects give new purpose to World War I and World War II era structures that otherwise would degrade through lack of use. These important reuse projects at historic properties under the installation's care include:

### **Explosive Ordinance Disposal Training Range**

Applying the Secretary of the Interior's Standards for Rehabilitation, the CRM team facilitated the adaptive reuse of two historic shore batteries as a training range for Explosive Ordnance Disposal Training and Evaluation Unit One (EODTEU-1). The goal was to provide close to real-world conditions. Adaptive reuse of historic structures made it possible to train on detection, identification, and safe rendering; the use of robots for the same; and to create conditions warfighters might encounter in the field, such as laboratories, equipment repair shops, caves, and

villages. Working with NBPL CRM specialists, EODTEU-1 contracted a team of design experts to convert Battery Whistler (built in 1916) into an Afghan village, and to convert the interior of Battery Woodward (built 1943) into simulated caves. These historic structures became a premier training range for EOD personnel prior to deploying outside the continental United States.

The cultural resources management team works to ensure that the warfighter is prepared. Adaptive reuse is the rule at NBPL, not the exception. With the density of historic properties located at the installation, CRM professionals are adept at applying the delegated authority of the PA within the constraints of complying with the NHPA to allow for creative utilization of historic properties for contemporary mission objectives.

### **Planning Early for Cultural Resources**

The PA also allows for streamlined approaches to ground disturbing activities as those activities relate to project approval. The PA spells out clear protocols for involving Navy historians in reviewing architectural impacts to proposals affecting historic buildings. The PA also articulates the need for archaeologists as monitors in some situations and for involving affiliated Tribal members as monitors. Based on the stipulations of the PA, project planners can react adaptively to site conditions without the added time constraint of consultation, in large part because CRM personnel are integrated into the process early and often. NEPA planners work with CRM personnel to assure projects that may affect historic properties are flagged at the work induction phase. During the award period, most monitoring requirements were planned for through avoiding sensitive areas or using qualified Navy archaeologists to inspect ground-disturbing activities. This adaptability avoided delay and reduced costs that might have otherwise been incurred through the need to use contracted archaeological monitoring services.

The NBPL cultural resources program relies on several elements for successful management of

installation projects and compliance with Federal historic preservation requirements. Vital support is provided by the NAVFACSW cultural resources contracts. The cultural resources contracts allow NBPL to survey and evaluate historic and prehistoric resources, provide archaeological monitoring as needed, and develop unique interpretive features for daily cultural resources management. NBPL has also utilized the annual environmental planning cycle to program and budget for important cultural resources planning documents, adding critical tools to their extensive cultural resources management-planning library.

## **OUTSTANDING ACHIEVEMENTS**

### **Building 158 Rehabilitation**

During the award period, NBPL CRM personnel worked with installation EV, Facilities, and Security to complete a long delayed hallmark project: the rehabilitation of Building 158, an eligible contributor to the Fort Rosecrans Coastal Defense Historic District. Although Building 158 is not individually eligible, it remains one of the premier historic structures on NBPL.



*Photo 7: Building 158 circa 1912*

The Post Exchange and Gymnasium was built in 1908 by the Army Quartermaster Corps. The Exchange acted as a general store providing a place for soldiers to purchase items as well as a gymnasium for recreational activity. In general, the Post Exchange was the cooperative store of a military post and was well stocked with soldier's necessities, a restaurant, a tailor shop, a

shoemaker shop, reading room, gymnasium and bowling alleys. It is the only remaining Colonial Revival brick building from the original Fort Rosecrans period of significance.

After serving the Army and the Navy for nearly 100 years, Building 158 had fallen into disrepair and was in need of upgrade and seismic retrofit. In the late 1990s, NBPL consulted with SHPO over a rehabilitation plan that would allow the building's interior to be modernized without causing any adverse effects. Unfortunately, the task proved too great and too costly, and the contractor defaulted. The building was left unusable for personnel, and with an incomplete retrofit, after the demolition phase in 1997. In 1999, temporary supports were installed to stabilize the structure and the building was placed into caretaker and layaway status.

For nearly two decades, Building 158 remained in layaway and caretaker status. A 2010 Business Case Analysis concluded the most cost-efficient solution was demolition and replacement with a parking lot. However, Building 158 would live to serve again, something that has been the hallmark of NBPL's management of Class II historic buildings.



*Photo 8: Building 158 interior, first deck view of entrance 2016*

After many attempts to find funding and a willing occupant, NBPL succeeded in 2018. \$6.4 million was received as part of the Navy's program to consolidate facilities. NBPL Facilities Planners developed a design contract scope of work with input from NBPL CRM staff. The delegated authority of the PA allowed NBPL to secure a design that was compliant with the original 1990's SHPO concurrence for no adverse effect to historic properties. The updated design was consistent with historic preservation guidelines without sacrificing modern requirements or occupant needs.



*Photo 9: Building 158 exterior October 2020*

Contractors, Historic Buildings Architects, Design Managers, and Construction Managers all worked closely with CRM staff to ensure the building's historic character and features were retained, while providing a modern and seismically sound workspace for the new occupant, NBPL Security Department. Construction managers, designers, and CRM staff all worked through various design challenges related to exterior finishes, HVAC systems, and elevator footprints.

After years of planning, designing, and nearly twelve months of construction, Building 158 is almost complete. NBPL Security will occupy Building 158 soon after the ribbon cutting ceremony, scheduled for late October 2020.



*Photo 10: Building 158 interior first deck September 2020*

The rehabilitated building provides much needed new spaces for NBPL Security forces, including administration, training, lockers, and restrooms. The historic structure is beginning a new life housing an important NBPL component. The project, while being sensitive to the building's historic exterior character, included a seismic retrofit, new interior partitions, mechanical, communications, plumbing, electrical, fire alarm and sprinkler systems, and an elevator.

### **Supporting NBPL Stakeholders**

The NBPL CRM program is committed to serving mission readiness and warfighter preparedness. Part of that responsibility extends to supporting the quality of life of service members and their families. During this award period, NBPL provided important support to San Diego Family Housing (SDFH), the Navy's Public Private Venture partner in Navy Region Southwest. The Admiral Hartman Military Family Housing site is located in an area that has been identified as a Late Prehistoric Kumeyaay Village known as La Rinconada De Jamo. The village site is eligible for listing on the National Register of Historic Places. Because of the proximity of the proposed Tot Lot site to the Village site boundary, NBPL archaeologist and cultural resources manager Jessica Porter-Rodriguez assisted SDFH with the development of a Monitoring and Discovery Plan and necessary tribal consultation.

This effort was specifically required under the

terms of the PA to minimize potential effects if unforeseen resources were encountered during the grading process. NBPL knew which Federally recognized tribes were linked to the site and engaged each regarding the project details and the need for archaeological and tribal monitoring during ground disturbing activity.



*Photo 11: Admiral Hartman Family Housing proposed Tot Lot site October 2020*



*Photo 12: Admiral Hartman Family Housing Tot Lot construction October 2020*

NBPL CRM was instrumental in shepherding the process. They interfaced between SDFH, Installation Environmental and Command Staff, and all of tribes that took part in consultation. NBPL CRM provided required documentation, monitoring plan templates, and drafted consultation correspondence to secure compliance with Section 106 and continued good will with NBPL's tribal partners. As a result, the Tot Lot project successfully navigated the execution phase and groundbreaking began in early October 2020.