

**2014 Secretary of Defense Environmental Awards
Cultural Resources Management – Installation
Fiscal Years 2012 -2013
Defense Logistics Agency
Defense Supply Center Richmond**

Introduction:

The Defense Supply Center Richmond, located in Chesterfield, County, Virginia, has been a consistent, dependable supplier of quality goods and services to those defending freedom around the world since it was activated in 1942.

Designated as the aviation demand and supply chain manager within the Defense Logistics Agency (DLA), the Center serves within the Department of Defense (DoD) supply chain as the primary source of supply for over 1.1 million repair parts and operating supply items. More than 444,000 of the items managed are aviation parts, including spares for engines on fighters, bombers, cargo aircraft and helicopters; airframe and landing gear parts; flight safety equipment; and propeller systems. Defense Supply Center Richmond's core mission is to supply products with a direct application to the world of DoD aviation. These items support over 1,800 major weapons systems utilized throughout the DoD.

With slightly over 600 acres and approximately 80 warehousing, utility and administrative buildings, totaling over 4.5 million square feet, the Defense Supply Center Richmond is host for a number of other DoD, Federal and state organizations. The largest of these tenants are DLA Distribution Richmond, DLA Distribution Mapping Activity and the Virginia Army National Guard Vehicle Consolidated Support and Maintenance Shop.

The Center and its tenant activities employ nearly 3,000 civilians, service members and contractor personnel, whose mission is to provide critical material support across the DoD and to other Federal agencies.

DLA Installation Support at Richmond's Cultural Resources Program is worthy of recognition because of the significant strides made to improve and refine the program at the installation without impacting its mission and support to the warfighter. Recently that mission necessitated the development of plans for the modernization of the World War II (WWII) era facility, including the demolition of 23 contributing structures and the renovation of many remaining structures within the Bellwood-Richmond Quartermaster Historic District. To that end, during a several-month process, the installation successfully negotiated with the Virginia Department of Historic Resources (VDHR) and the Advisory Council on Historic Preservation (ACHP) a programmatic agreement that cleared the way for the modernization of the installation and future cultural resources actions. That agreement, and the long term plan and completion dates it contains, has made a significant and lasting contribution to the cultural resources management of the installation.

Background:

The Cultural Resources Management Program at the Defense Supply Center Richmond falls within the responsibilities of the DLA Installation Support at Richmond Environmental

Office, which has a dedicated Cultural Resource Manager (CRM). The CRM works closely with the VDHR to ensure compliance with all cultural resource regulations and the programmatic agreement. In addition to receiving guidance from the VDHR, the CRM routinely consults with various local organizations, including the Jefferson Davis Association, the Chesterfield County Historical Society, the Chesterfield County Preservation Committee and the Virginia Council on Indians. The installation uses contract support to provide specialty and on-site consultation, such as a historian, an archaeologist and an architectural historian as needed. Such consultation ensures continual full compliance with federal laws and DoD and DLA regulations.

The Defense Supply Center Richmond has operated under an approved Integrated Cultural Resources Management Plan (ICRMP) since 2006. In December 2011, that ICRMP was revised and updated to reflect the long range plans for the installation. Ongoing initiatives within the current ICRMP include the development of a database for each historic structure and the implementation of geographic information system (GIS) layers that summarize existing data and cultural resources recorded within the Defense Supply Center Richmond.

The Defense Supply Center Richmond has several significant cultural resources that are listed or eligible for listing in the National Register of Historic Places (NRHP). These reflect Native American, Antebellum, Civil War, Reconstruction, WWII and Cold War military history. DLA Installation Support at Richmond manages resource features each of which is independently significant.

- Bellwood, an antebellum plantation home originally built by the Gregory family around 1800, along with the accompanying family cemetery and the Bellwood elk herd and pasture, was originally listed in the National Register of Historic Places (NRHP) in 1978. DLA Installation Support at Richmond recently updated that listing.
- The Bellwood-Richmond Quartermaster Depot Historic District, which includes the entire installation, was determined eligible for listing in the NRHP in 2004.
- Archaeological sites 44CF568, 44CF616 and 44CF648 consist of multi-component prehistoric campsites. The prehistoric archaeological sites were determined eligible for NRHP listing in 2010 and 2012. Protected by other laws, an African American burial ground with six graves was discovered on the location of 44CF568. The graves were excavated, researched and reinterred nearby.

These historic and cultural resources are described further below:

Bellwood: Richard A. Gregory built this early nineteenth century antebellum plantation house in 1804. During the Civil War, the property was home to Augustus Drewry, a Confederate officer. During the Civil War, Drewry constructed Fort Darling, a fortification located east of the house along the James River which was used to prevent Union troops from traveling up-river to the Confederate capital of Richmond, Virginia. Drewry's property included what is now the Defense Supply Center Richmond, and was the site of two battles during the Civil War. The Bellwood house (then known as Auburn Chase) served as General P.G.T. Beauregard's headquarters in 1864 during the campaigns in Petersburg and Richmond, Virginia. The house also served as an important meeting place where General Braxton Bragg, General Beauregard and Confederate States of America president Jefferson Davis discussed the strategic defense of Richmond.

The property was purchased in 1887 by James Bellwood, a Canadian farmer. Through innovative agricultural practices, Bellwood transformed the unproductive farm into a modern showplace and an internationally renowned farming operation. The Bellwood Farm also became noted for a more eclectic reason: its herd of imported elk. Soon after purchasing the property, Bellwood set aside a wooded portion of the farm to be used as wildlife preserve. Reportedly, Bellwood missed his native Canada and, around 1900, he imported two Rocky Mountain elk to begin a herd on his own property. Given the ideal conditions, the two elk soon multiplied. A contemporary article in the *Richmond Times Dispatch* revealed that the elk had become a popular attraction, stating "On weekends, hundreds of visitors would take the Richmond-Petersburg trolley, to picnic and enjoy Bellwood's animal park." When the property was purchased by the federal government in 1941, one condition of the sale was that the government would maintain the elk herd in perpetuity. A herd of eighteen elk currently run free on three fenced pastures totaling nearly 28 acres. The Gregory Family Cemetery, located behind the Bellwood house, is an important feature of this NRHP listed resource.

The Bellwood-Richmond Quartermaster Depot Historic District: The entire 611 acres of the Defense Supply Center Richmond, including the 28 acres of pasture reserved solely for the elk, fall within the Bellwood-Richmond Quartermaster Historic District. The Defense Supply Center Richmond was formally established in 1942 as a military supply depot when, as part of WWII preparedness efforts, the U.S. military sought to build a supply depot inland with access to a deep-water river port and railroads as well as U.S. Highway 1. In June 1941, the Quartermaster General purchased the land, and the first building foundation at the installation was laid in September 1941. Construction proceeded at a rapid pace with one warehouse foundation per week being poured. Activated on January 2, 1942, 13 large warehouses comprised the core of the installation. Other improvements to the property included the installation of 81 miles of railroad, new roads and the installation of storm and sanitary sewers, a water distribution system, electrical transmission lines and an underground telephone cable system. From WWII through the end of the Cold War, the depot played an integral part in supplying domestic posts, camps and stations, as well as overseas shipments. At the height of activity in March 1945, more than 350 million pounds of supplies were being shipped through the depot and 8,450 workers were employed. These employees were supplemented by nearly 2,000 German prisoners of war who resided on the installation. Although overall staff decreased post WWII, the depot further supported the Korean conflict and Vietnam War until the military scaled back operations in Southeast Asia in the late 1960s. By 1971, annual procurement reached its lowest point at the installation. Since that time, the mission of the depot has evolved from storage and supply shipment to the administrative oversight and management of these activities.

Archaeological site 44CF568: This site consists of a multi-component prehistoric campsite and an African American burial ground. The archaeological site 44CF568 was identified during investigations in 1998. The site was characterized as an Archaic period (8000 B.C. – 1200 B.C.) multi-functional campsite. A later evaluation determined that, while portions of the site retained intact stratification, the majority of the site area had suffered severe deflation and erosion; however, in November 1998, an unmarked historic cemetery was discovered during construction of the installation's Child Development Center (CDC) at this location. Six graves were identified, removed and reinterred nearby. In late 2010, a proposed expansion of the CDC resulted in a second archaeological evaluation. This evaluation revealed a large, high density, stratified, multi-component prehistoric site containing intact cultural deposits that can yield

information important to prehistory. The site represents both short- and long-term occupations associated with Middle Archaic, Late Archaic, Late Archaic/Early Woodland and Middle Woodland cultural components. The site is significant because it has the potential to yield information on lithic procurement, lithic technological organization, subsistence, chronology and intra-site structure. During the past two years, and as a result of the investigations and management oversight conducted by DLA Installation Support at Richmond staff, the site was recommended eligible for listing in the NRHP. As part of this management process, informative signs, explaining the content and significance of the site to installation employees and visitors are posted throughout.

Archaeological Site 44CF616: This site consists of a Middle Woodland temporary campsite located in the southern central portion of the installation adjacent to what are currently delineated wetlands. During an archaeological evaluation of the site in the summer of 2012, over 1,400 artifacts were recovered. Because the site has the potential to yield information relevant to prehistoric lithic procurement, lithic tool production and technological organization, subsistence, chronology and intra-site structure, site 44CF616 is now considered eligible for listing in the National Register of Historic Places under Criterion D (i.e., information important in prehistory or history).

Archaeological Site 44CF648: This site consists of a Late Archaic and Middle Woodland campsite located in the southern portion of the area currently designated as the eastern Elk Pasture. During a Phase II archaeological evaluation of the site in summer of 2012, over 1,700 artifacts were recovered from the excavations. This site has the potential to yield information about prehistoric lithic technology and subsistence and the transition to agriculture in the fall line zone of central Virginia. As such, site 44CF648 is now considered eligible for listing in the NRHP under Criterion D.

Program Summary:

The current mission of DLA Aviation located on Defense Supply Center Richmond necessitated a modernization of installation facilities, including the upcoming construction of a new operations center and the demolition of 23 buildings that contributed to the Historic District. To comply with Section 106 of the National Historic Preservation Act for this proposed modernization, the installation worked with the VDHR and the ACHP to develop a coordinated agreement. The installation invited organizations with an interest in local history and historic preservation, as well as Native Americans with interests in the region, to participate in the process. Organizations included the Jefferson Davis Association, Chesterfield County Historical Society, Chesterfield County Preservation Committee and the Virginia Council on Indians, Catawba Indian Nation and Eastern Band of the Cherokee Indians. The Section 106 process for the project resulted in a signed agreement among the installation, VDHR and the ACHP.

The finalized agreement led to an outstanding working relationship with the VDHR. At an installation routinely undertaking multiple projects to modernize and improve its facilities, this excellent working relationship has resulted in streamlined processes and reviews by the VDHR. The actions required in the programmatic agreement resulted in overall benefits to the cultural resources program of the installation. Through additional negotiations with VDHR, DLA Installation Support at Richmond was able to develop a list of routine maintenance activities that do not require Section 106 consultation. This agreed upon list of activities has streamlined the Section 106 process allowing minor repair and maintenance activities to proceed in a timely fashion

thus minimizing the mission impact. Another benefit of facing and overcoming the previous cultural resources challenges is the positive historic-based working relationship fostered among all of DLA Installation Support at Richmond, resulting in increased and proactive collaboration for all. The Cultural Resources Management Program as administered by DLA Installation Support at Richmond is captured in the Integrated Cultural Resource Management Plan (ICRMP). An annual workshop on the Section 106 process and the ICRMP is provided to the DLA Installation Support at Richmond workforce who deals in projects that may be impact Cultural Resources on the installation.

Accomplishments

In addition to a revised ICRMP for the years 2011-2015, the most outstanding accomplishments of this achievement period are the significant strides made by the DLA Installation Support at Richmond to improve and refine its cultural resource program without impacting its mission or the missions of the tenant activities. The installation will meet its mission to modernize the facility while preserving the integrity of its numerous historic resources and NRHP eligibility. The center worked with the VDHR, the ACHP and others to develop an agreement that incorporated numerous stipulations beneficial for the cultural resources program. These were all completed during this rating period and included Section 106 training for DLA Installation Support at Richmond staff, extensive documentation of historic structures, compatible design review for new construction, a re-evaluation of the Bellwood-Richmond Quartermaster Depot Historic District, an update of the Bellwood Manor nomination, a multimedia presentation on the Bellwood-Richmond Quartermaster Depot Historic District and additional archaeological survey work.

These accomplishments are described further below:

- **Section 106 Training.** The installation now conducts, at minimum, annual Section 106 workshops for those employees having the potential to impact significant cultural resources on the installation.
- **Historic Structures Report.** DLA Installation Support commissioned a report documenting the historic characteristics of the Bellwood house which will be used in an upcoming renovation of the building as well as any future work to including maintenance and minor construction projects. The resulting report provides recommendations on how to preserve existing historic characteristics and recommendations for future work. VDHR concurred with the findings and recommendations of the report.
- **New Construction Design Review.** Within this rating period, the installation improved its process for Section 106 internal coordination. The installation has successfully managed many other projects involving significant cultural resources and without detrimental historic impact. Specifically during this rating period, DLA Installation Support coordinated with the Virginia Department of Historic Resources and the ACHP to advance the proposed Operations Center through the 35% design phase as well as the new Access Control Point which will replace the existing east gate. Both of these designs successfully incorporate characteristic features of the installation in an effort to blend the new structures into the historic district without sacrificing customer requirements. Additionally multiple smaller

renovation projects were coordinated with the VDHR to successfully upgrade historic structures while preserving historically important characteristics.

- **Bellwood Nomination Update.** During this rating period, the installation successfully updated the Bellwood NRHP nomination. This included details on the expansion of the elk pastures, as well as a description of historically compliant repairs and improvements made to the structure. This update was accepted by the NRHP.
- **Bellwood-Richmond Quartermaster Depot Historic District Multimedia Presentation (Video).** As a further benefit of the successful negotiation of the signed agreement with VDHR, during this rating period, the installation has documented the rich cultural history of the installation by producing a demonstration project in the form of a video on the historical significance of the installation. The video allows DLA Installation Support at Richmond to share the rich history of the installation with regional societies as well as with local libraries, educational facilities and archives. Because the installation is closed to the public, few people are able to see the myriad of historic resources contained within this one installation. The video allows DLA Installation Support at Richmond to showcase the interesting historical context of the facility which includes the archaic and woodland eras of prehistory, a robust Civil War history, a post-Reconstruction agricultural renaissance, support for warfighters during World War II, a German Prisoners of War camp and a Cold War military history that helped to define today's military success. The video provides the community with a glimpse of the important history contained within their DoD neighbor without compromising security or impeding the mission of the installation. Two hundred copies of this educational video will soon be distributed in DVD format.
- **Archaeological Survey.** In addition to meeting Section 106 requirements of the National Historic Preservation Act, the installation has diligently worked to meet the Section 110 requirements of the Act assessing the significance of eight archaeological. In FY 2012, three sites were evaluated, clearing one site and identifying the remaining two as eligible for listing in the NRHP. During this rating period all archaeological evaluations were completed, thus finalizing the archaeological assessment of the entire 611 acre installation. The completion of these assessments allows DLA Installation Support at Richmond to more quickly and easily plan for future development related to mission essential requirements for use of the installation.

Judging Criteria:

Program Management: DLA Installation Support at Richmond has successfully and proactively managed its cultural resources program. Cultural resources considerations are at the forefront of all projects without impacting mission. These considerations extend throughout the installation – from facilities engineers to property managers to the financial office – and are documented in training records for all personnel involved in the Section 106 annual training. The installation operates under a signed agreement that necessitates a robust mitigation program. The facility's ICRMP, for which a five-year update was just prepared, sets up the milestones for the upcoming planning period. The robust cultural resources program has developed a proactive relationship with VDHR which has resulted in a signed agreement that allows DLA Installation Support at Richmond to plan for many routine activities that might have triggered the Section

106 consultation process. The streamlined process keeps the installation fully compliant with Federal laws as well as DoD and DLA regulations. In addition, the streamlined process reduces compliance costs and enhances the ability of the facility to move forward on mission-critical projects in a timely manner.

Technical Merit: The technical merits of the Cultural Resources Program at the Defense Supply Center Richmond are numerous and noteworthy. From development of a Programmatic Agreement with VDHR and ACHP, which utilizes conventional as well as innovative mitigation measures, to archaeological testing that unearthed a significant Archaic and Woodland Period prehistoric site, to technical training that allows proactive collaboration on routine projects to modernize and update the facility, the installation has built a world class program effective in protecting and enhancing its historic environment. These techniques have been successful in preserving (as in the case of the Bellwood house) and documenting (as in the case of WWII era warehouses) historically significant structures.

Orientation to the Mission: All activities performed as part of the Cultural Resources Program during the achievement period, which centered around the development of the signed agreement with VDHR and ACHP and the execution of its components, have been in direct support of the installation's military mission. As specified in the programmatic agreement, the development was needed because of "changes in the general nature of the mission and privatization of parts of that mission to other locations." The excellent working relationship has been invaluable as the installation has been able to streamline the Section 106 process for newer mission changes and requirements of the installation. These accomplishments have allowed the program to contribute daily to the successful execution of the installation's mission without interference or delay.

Transferability: The success at Defense Supply Center Richmond is transferrable to many other DLA and military service facilities, as well as civilian agencies. Although other facilities may not possess the historical diversity found at the installation, many of today's military facilities are WWII era installations with some historical significance. The lessons from this site have already been transferred to another DoD installation. Specifically, HQ DLA is using lessons learned during the signed agreement negotiation and similar mitigation efforts to address challenges at another site at which they are a tenant and which has historical significance, specifically, the DLA Depot at Pearl Harbor Naval Base.

Stakeholder Interaction: DLA Installation Support at Richmond is committed to public participation and being a good neighbor. The installation routinely undertakes significant efforts to involve base personnel, residents and the local community in the cultural resources program. Every year, the CRM participates in the facility's Earth Day program, providing displays and exhibits on the prehistory and history of the Center to all base personnel. Local residents and the community are routinely notified of accomplishments and activities through public notices and the participation of local committees/groups. These organizations include the Jefferson Davis Association, the Chesterfield Historical Society, the Chesterfield County Preservation Committee and the Virginia Council on Indians. Additionally, the Virginia Council on Indians toured the archaeological site 44CF568 following the significant discovery of the artifacts. Another recent significant accomplishment, which allows the installation to share its rich history and prehistory with its neighbors, is the development and distribution of the video on the cultural resources and history of the Defense Supply Center Richmond.

Program Impact: The installation established procedures, processes and techniques to preserve and document historically significant structures. The installation trains all appropriate personnel in the facility's historical nuances which will allow the techniques of Cultural Resources Management to endure over time. Because the success of the program lies in the relationship the installation has with the VDHR, the current success will outlast any one person's involvement. In fact, the previous Center CRM retired in late 2011; and, because of the documentation and relationship between the two entities, the new CRM has been able to step right into the management position and coordinate effectively with VDHR.