

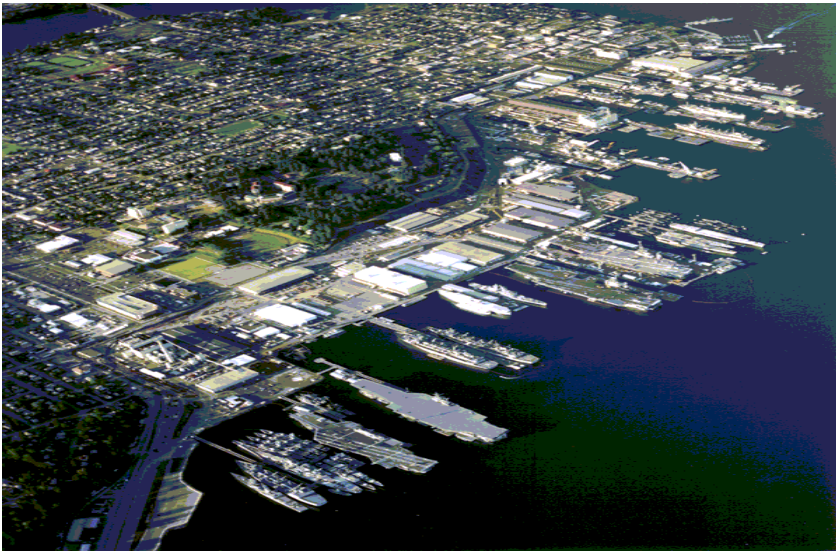
# Award Nomination

## FY 04 Cultural Resource Management (Installation)

### Naval Base Kitsap at Bremerton.

#### INTRODUCTION

Naval Base Kitsap was established in June 2004 by merging Naval Station Bremerton and Naval Submarine Base Bangor into one command. This realignment also gave Naval Base Kitsap (NBK) shore infrastructure oversight of several satellite properties, including Naval Magazine Indian Island and Naval Undersea Warfare Center (NUWC) Division, Keyport. The



Naval Base Kitsap at Bremerton looking northeast. Puget Sound Naval Shipyard in background

mission of Naval Base Kitsap (NBK) at Bremerton is to serve as a deep draft homeport for aircraft carriers and supply ships. One aircraft carrier and two supply ships are currently homeported at Bremerton. Facilities on Bremerton's 150 acres include six piers and moorings, a steam plant, housing, shopping, recreation and dining facilities for 8686 military personnel and their families. NBK at Bremerton also serves as host to several tenant commands, approximately 600 personnel, including the Naval Inactive Ships Maintenance Facility, which has responsibility to provide for long-term care of inactive naval vessels,

and the Fleet and Industrial Supply Center (FISC), which includes Manchester Fuel Depot. FISC provides material acquisition and warehouse services to west coast Navy commands. NBK at Bremerton is contiguous with Puget Sound Naval Shipyard (PSNS), which is a major ship repair, conversion, modernization and recycling facility. Civilian employees and contractors total 8744 and 8524, respectively. With all ships in port, the total population of the two commands swells to over 26,000 personnel.

NBK at Bremerton staff also manages the Jackson Park Housing Complex (JPHC), a 150-acre, 870 unit multifamily housing facility for Navy families. Jackson Park is located about two miles north of NBK at Bremerton.

**HISTORICAL SUMMARY.** Prior to the European and American influx into the area an estimated 5000 Native Americans inhabited the coastal areas and islands of Puget Sound. The Suquamish were a central Puget Sound group that traditionally inhabited the land around Sinclair and Dyes Inlets on which present day NBK at Bremerton and JPHC respectively are located. In the middle of the 19<sup>th</sup> century, the first white settlers arrived on the Kitsap Peninsula and began exporting timber resources to San Francisco. Sawmills and lumber company towns sprang up



along the shores of Puget Sound as timber was easily accessible and shipment south by water was convenient. During the course of this growth, the Puget Sound was also identified as a strategic location for the U.S. Navy, resulting in the development of a number of naval facilities. The timbered lands on which NBK at Bremerton now sits were originally claimed by Albert



Looking southeast, from what is today Naval Base Kitsap at Bremerton, towards the Puget Sound Naval Shipyard, 1911.

Phinney, which he logged in the 1860's and 1870's. The Navy's presence in the Bremerton region was officially established in 1891 when Lt. Ambrose Wyckoff used a \$10,000 congressional appropriation to acquire 190 acres, which subsequently became PSNS and NBK at Bremerton.

NBK at Bremerton consists of low-lying waterfront property and hilly housing areas. On base there are 68 historic structures that date from 1896 and are divided into four historic districts. The historical context of these four districts is in its representation of the Navy's role in the Bremerton region, from the inception of the Navy Yard up to World War II.

From 1904 until 1959 JPHC was the site of the former Puget Sound Naval Ammunition Depot (NAD). Prior to this, portions of this property were occupied by poultry farmers and small ranchers who acquired and cleared the lands, which had been cut over by logging operations in the 1880's. Several of the remaining structures from the NAD days, including ammunition magazines and the ammunition-loading pier, are eligible for listing in the National Register as they are distinctive and rare building types for this area and for their association with Naval history in the Puget Sound region. In addition there is a Native American archaeological site at JPHC with information demonstrating hunter-fisher-gatherer use of the site from a period spanning 700 to 100 years before present.

## BACKGROUND

MANAGEMENT PLAN. Naval Base Kitsap at Bremerton currently manages its Bremerton historic houses under the PSNS Historic and Archaeological Protection Plan (HARP) that was developed when all Bremerton property was managed by PSNS. Regionalization in 1998 created Naval Station Bremerton (NSB) from PSNS property. This shift essentially transferred to NSB the homeport related activities that were conducted by the shipyard. In the context of cultural resources, regionalization gave NSB responsibility over the Navy's four Historic Housing Districts in Bremerton and the Jackson Park Housing Complex.

The June 2004 standup of Naval Base Kitsap resulted in a single command with oversight of the Bremerton, Bangor and various satellite properties. This reorganization highlighted the need for a single, unified cultural resources management plan for the NBK property.



**NATIONAL HISTORIC REGISTER STATUS.** Numerous building and archaeological surveys have been conducted over the years at JPHC and NBK at Bremerton. The 68 structures on NBK at Bremerton property deemed eligible were officially listed in the National Register of Historic Places in 1990. Vegetation and hardscaping are included in the four historic Districts at NBK. The recommendations from the Jackson Park Cultural Resource Survey and the Archaeological Site Assessment are incorporated into NBK at Bremerton’s management plans. In FY 2004 two additional properties at JPHC were determined to be eligible through consultation with the State Historic Preservation Officer (SHPO).

**CULTURAL RESOURCE MANAGEMENT STAFF.** In an innovative approach to cultural resource management, the NBK at Bremerton Environmental Office divides the cultural resource (CR) responsibility between the Environmental Planning, Design and Construction (PD&C) manager and the Installation Restoration (IR)/Natural Resources manager. This arrangement of shared roles ensures that 100 percent of base related projects receive equal review and assessment for effects to historic resources. Both of these individuals have formal training in CR management and have been actively managing the program since 2002.



**Explosives magazine at former Puget Sound Naval Ammunition Depot (now site of Jackson Park Housing). 1942.**

## **PROGRAM SUMMARY**

**OUTSTANDING PROGRAM FEATURES.** The station’s outstanding program features for FY 2004 include development of a Programmatic Agreement (PA) for the privatization of Navy Historic Housing units, archaeological monitoring in support of IR work, applying eligibility criteria and assessment of effects to a WWII magazine and shell midden site during discarded munitions cleanup, incorporation of historic resources and culturally sensitive areas into a geographic information system (GIS), development of Memorandum of Agreement (MOA) with a local museum to provide for long-term curation of archaeological materials, and successful completion of 10 consultations with the SHPO and a local Native American Tribe without adverse effects or project delays.

**MANAGEMENT PLAN OBJECTIVES.** The objectives of the station’s current plan is to guide the long-term management of the National Historic Register (NHR) resources located on NBK at Bremerton and JPHC property and to comply with the requirements of OPNAVINST 5090.1B and the National Historic Preservation Act (NHPA). More specifically the plan includes procedures for maintenance of NHR resources, and for the formal project review of proposed actions. It also includes procedures for SHPO consultations and mitigation measures to avoid potential effects on NHR resources. In FY 04 & 05 NBK at Bremerton staff met all of these objectives.





## ACCOMPLISHMENTS

OVERALL CULTURAL RESOURCE MANAGEMENT. NBK at Bremerton's cultural resource staff worked closely with the base's Facilities branch, Engineering Field Activity NW, and contractors during early planning phases of projects to ensure compliance with NHPA. The base's CR staff have successfully integrated the review process into the general project review for environmental compliance (e.g. storm water and waste management etc.) and into the IR and NEPA process. This has enabled identification of possible project impacts early in the process, make successful assessments, and allowed projects to proceed on schedule. In addition, the CR staff (while wearing the IR/NEPA/Natural Resources hats) worked closely with the Suquamish Tribe on numerous projects. This relationship has proven beneficial in highlighting and addressing their concerns over culturally sensitive areas early in the project. Examples of these collaborative efforts in FY 2004 include proceeding with a groundwater investigation along a culturally sensitive shoreline area and conducting a critical discarded munitions investigation over a previously identified archaeological site.



Looking north at Buildings 8 and 30 at former Puget Sound Naval Ammunition Depot (now site of Jackson Park Housing), 1913.

All properties managed by the NBK at Bremerton Environmental Office have been inventoried and assessed for eligibility for listing. With the FY 2003 Cultural Resources Survey for the Bremerton Subregion (NBK at Bremerton, PSNS, JPHC, and NAVHOSP Bremerton) a working probability model for unidentified archaeological resources was developed. In consultation with the SHPO and the Suquamish Tribe in FY 2004, its use as a planning tool was agreed upon. The probability layers and all inventoried properties were recently incorporated into the NW Region's GIS mapping database allowing its wider use for planning.



Quarters C at NBK at Bremerton, Present day.

HISTORIC BUILDINGS AND STRUCTURES. The listed and eligible structures on NBK at Bremerton and JPHC are all in use and in good condition. Currently upkeep on these structures has gone in phases (such as chimney repairs, painting schedules etc.) or on an as needed basis. In FY 2005 the Public/ Private Venture (PPV) initiative will take effect. With the PPV in place, the Limited Liability Contractor will provide for maintenance and upkeep on the majority of historic structures on NBK at Bremerton property, while the Navy retains ownership and NHPA responsibilities. The



majority of historic structures on NBK at Bremerton serve as officers housing including residences for the former Naval Station Bremerton CO, PSNS CO, and the Public Works Officer. Following implementation of the PPV initiative, Quarters C (constructed in 1896) will serve as the home of the Commander, Naval Region Northwest.

Due to its dilapidated state, the former ammunition-handling pier at JPHC had been permanently fenced off and considered an “eye-sore” along the JPHC waterfront. Known as Pier 2, with associated Building 117, it was constructed in 1940 in the buildup of the NAD prior to WWII. It is considered eligible for listing due to its association with Naval history in the Puget Sound region and with WWII in the Pacific. In cooperation with the SHPO, the pier was rehabilitated. Upgrades included new fencing and railings, a solar powered lighting system, park benches, filling of the former crane tracks with a clear grout, and a linking path to the waterfront trail system. Opening of the pier to JPHC residents is scheduled for FY 2005 and will provide recreational benefits while retaining its historic integrity.

**ARCHAEOLOGICAL RESOURCES.** Several archaeological surveys have resulted in the identification of one, the Elwood Point midden site at Jackson Park. The site has several components starting from approximately 700 years before present up through a historic layer dating to the end of the 19<sup>th</sup> century. A rigorous site assessment was performed in FY 2001 and the site was evaluated for National Register nomination in FY 2004. The SHPO agreed with the NBK determination that one component of the midden site was eligible for National Register Status.

**CURATION.** The data collected from the Elwood Point midden site is currently being stored by the Navy and awaiting curation. The collection consists primarily of shellfish remains, lithic tools, lithic gaming or ritual pieces, faunal remains, and metal, glass and ceramic debris. Late in FY 2004 a MOA was developed between NBK at Bremerton and the Burke Museum of the University of Washington (UW) providing for the long-term curation of these materials. It is anticipated by the Burke Museum staff that this collection will provide valuable research material for current and future UW graduate students. Signing and implementation of the curation MOA is expected in 2005.

**MISSION ENHANCEMENT.** In FY 2004 the NBK at Bremerton Cultural Resources staff provided leadership to successfully negotiated a Programmatic Agreement (PA) between the Navy, the SHPO, the Advisory Council on Historic Preservation, and the Limited Liability Contractor providing for the privatization of the Navy’s historic housing in the region. Under the privatization program, Navy family housing units will be managed and improved through creation of a public/private venture, which will manage family housing for Navy families through a combination of renovation, new construction, and divestiture. This PA details Section 106 responsibilities following the privatization of the housing units. The development and negotiation of this PA stood as the major hurdle in the NEPA process for the Northwest Regional Family Housing Privatization and was concluded without adverse effect to any of the historic units.

In another important consultation in FY 2004, NBK at Bremerton received acceptance from the SHPO of a newly developed grounds maintenance plan. This plan covers nearly all



aspects of grounds maintenance that occur at NBK at Bremerton from landscaping to hardscapes (e.g. sidewalks and parking lots) repair. Acceptance of this plan is in essence a programmatic agreement and provides a list of activities that will no longer require consultation. With four historic districts encompassing nearly half the base, this acceptance greatly reduces the strain on Facilities planners.

**CULTURAL RESOURCE COMPLIANCE.** FY 2004 offered many challenges for NBK at Bremerton CR staff. In the post 911 world all military installations have seen an immense increase in anti terrorism/force protection (AT/FP) projects. NBK at Bremerton was no different. The AT/FP projects that occurred in FY 2004 include two new gates and vehicle inspection facilities, perimeter fence upgrades, and increasing standoff distances to numerous buildings. Many of these projects required Section 106 consultation to avoid impacts to historic districts, historic structures, and/or archaeological resources. In cooperation with the SHPO all projects proceeded on schedule without adverse effects.

Operable Unit C, an Installation Restoration site on NBK at Bremerton, is the site of a former 5 million gallon underground storage tank. Approximately 80,000 gallons of Bunker-C fuel oil has leaked onto the groundwater table in the past. In FY 2004 it was determined that additional monitoring wells would be needed to assess the site. Following concerns raised by the Suquamish Tribe for undiscovered archaeological resources, NBK at Bremerton provided for archaeological monitoring during this work. In cooperation with the Tribe and the SHPO a monitoring plan was developed to alleviate concerns over inadvertent discoveries while fulfilling Section 106 responsibilities and allowing work to be completed on schedule.

During earlier IR work at JPHC in the 1990's it became apparent that buried munitions still existed on site. In FY 2003 the Navy started the remedial investigation for possible munitions buried within the housing district. This work involved vegetation removal and a near 100% survey with several types of detectors for buried munitions. Near surface munitions discovered during this phase would require removal, storage and on-site treatment prior to off-site disposal. This necessitated siting of a storage magazine, thermal flashing unit, and associated ecology blocks and fencing to provide the required standoff distance to inhabited buildings. Elwood Point was the only location where these units could be placed. This raised concerns from the SHPO and the Suquamish due to the close proximity of these units (and associated explosives storage/handling) to the Elwood Point midden site. In subsequent consultation eligibility criteria were applied and mitigation measures were developed to successfully avoid adverse effects. In March 2004 the conclusion of a long consultation resulted in agreement of eligibility for the midden site and an upland historic structure, allowing critical work to proceed.



**Circa 1940 handling of munitions for BB class ships.**

