

**Fiscal Year 2011 Office of the Under Secretary of Defense Environmental Awards
Cultural Resources Management – Installation
Defense Logistics Agency Defense Supply Center Richmond**

Introduction

Defense Supply Center Richmond, located in central Virginia along the I-95 corridor 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 management team within the Defense Logistics Agency (DLA), the Center serves within the Department of Defense (DoD) supply chain as the primary source of supply for nearly 1.3 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; 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 aviation. These items support over 1,300 major weapons systems utilized throughout the DoD. 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 other Federal agencies.

The Defense Supply Center 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. Two years ago, that mission necessitated modernization of a World War II (WWII) era facility, including demolition of 23 historic structures within their designated Historic District and the renovation of many existing structures. To that end, the installation successfully negotiated, during a several month process, a Programmatic Agreement (PA) with the Virginia Department of Historic Resources (VDHR) and the American Council on Historic Properties (ACHP) that cleared the way for the modernization. That PA, and the long term plan and milestones 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 lies within the DLA Installation Support at Richmond Environmental Branch, which since 1999 has included a Cultural Resource Manager (CRM). The CRM works closely with the VDHR to ensure that cultural resource regulations are followed and the PA enacted. The installation utilizes contract support to provide specialty consultation, such as a historian and architectural historian when needed. In addition, the CRM has the full support of the Chief of the Environment, Safety and Occupational Health Office and the Environmental Branch Chief to assure compliance with federal laws and DOD and DLA regulations. In addition to receiving guidance from the VDHR, the CRM routinely consults with various local organizations, including Jefferson Davis Association, the Chesterfield County Historical Society, the Chesterfield County Preservation Committee and the Virginia Council on Indians.

The CRM handles Section 106 requirements, NEPA impact analyses, installation operational requirements and coordination with federally recognized Native American tribes. DLA has operated under an approved Integrated Cultural Resources Management Plan (ICRMP) since 2006. In 1999, a Preliminary ICRMP was completed; the ICRMP was finalized and signed in 2006, and a revision signed December 15, 2011. The current ICRMP initiatives include the development of databases and geographic information system (GIS) layers summarizing existing data and cultural resources recorded within Defense Supply Center Richmond. These long term efforts are currently ongoing. The effort to establish caution procedures for archaeological artifacts found on the installation and in accordance with 36 CFR 79 has also been completed.

Renamed several times over the years, the Defense Supply Center Richmond has several current significant cultural resources involving Native American, Civil War and post WWII military history. The installation includes three major historic resource features, each of which is independently significant.

- The Bellwood Manor, an antebellum plantation home originally built by the Gregory family around 1800, along with the accompanying family cemetery and Bellwood elk herd and pasture, originally listed in the National Register of Historic Places (NRHP) in 1978.
- The Bellwood-Richmond Quartermaster Depot Historic District, determined eligible for listing in the NRHP in 2004.
- Archaeological site 44CF568 consists of a multi-component prehistoric campsite and an African American burial ground. The prehistoric archaeological site was determined eligible for NRHP listing in 2010. Protected by other laws, on the location of 44CF568, six African American graves were earlier identified, removed, and reinterred nearby.

These resources are described further below.

The **Bellwood Manor** is an early 19th-century antebellum plantation house constructed in 1804. During the Civil War, the property was home to Augustus Drewry, a Confederate officer who constructed Fort Darling, or Drewry's Bluff, a fortification located east of the house along the James River, used to prevent Union troops from traveling to the Confederate capital of Richmond. Drewry's property was the site of two battles during the Civil War, and the Bellwood house served as General P.G.T. Beauregard's headquarters in 1864 during the campaigns in Petersburg and Richmond. The house was an important meeting place when General Braxton Bragg, General Beauregard, and Jefferson Davis, president of the Confederacy, met to strategize on the defense of Richmond.

The property was purchased in 1887 by James Bellwood, a Canadian farmer. Under Bellwood's watch and through innovative agricultural practices, Bellwood transformed the tired farm into a modern showplace and an internationally renowned farming operation. Bellwood Farm was also 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 elk to begin a herd on his own property. Given the ideal conditions, the two elk soon multiplied, and contemporary news articles reveal that the elk became a popular attraction. "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.

The **Bellwood-Richmond Quartermaster Depot Historic District** comprises the entire 611 acres of the Defense Supply Center Richmond, including the 26 acres of pasture reserved solely for the elk. The Defense Supply Center Richmond was 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, but with access to a deep-water 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 administrative oversight of these activities.

Archaeological site 44CF568 consisted of a multi-component prehistoric campsite and an African American burial ground. The archaeological site 44CF568 was identified during investigations in circa 1998. The site was characterized as an Archaic period (8000 B.C. – 1200 B.C.) multifunctional campsite. A later Phase II evaluation determined that, while portions of the site retained intact stratification, the majority of the site area had suffered severe deflation and erosion. In November 1998, an unmarked historic cemetery was discovered during construction for a child development center (CDC) at this location. Six graves were identified, removed, and reinterred nearby. At this time, the removal of the graves exhausted the site significance. In 2010, a proposed expansion of the CDC resulted in a second Phase II archaeological evaluation. This evaluation revealed under a layer of construction fill 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. The site has now been recommended eligible for listing in the NRHP. Informative signs, explaining the content and significance of the site to installation employees, are posted throughout.

Program Summary

In 2009, the mission of the 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 for this proposed modernization, the installation worked with the VDHR and the ACHP to develop a PA pursuant to 36 CFR 800.14(b). 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, 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 PA (executed November 25, 2009) among the DLA, VDHR, and ACHP with several stipulations

Even though the installation once faced significant cultural resource challenges, it developed an outstanding working relationship with the VDHR during the process to negotiate the PA. At an installation routinely undertaking multiple projects to modernize and improve its facilities, this excellent relationship results in streamlined processes and reviews by the VDHR. The actions required in the PA resulted in overall benefits to the cultural resources program. The program made a significant and lasting contribution to cultural resources management. The installation has streamlined its program and effectively captured its management within the ICRMP. Another benefit of facing and overcoming the previous challenges with Section 106 compliance is the positive historic based working relationship fostered among the installation's staff, resulting in increased and proactive collaboration for future projects. This collaboration allows projects to proceed in a timely manner and in accordance with the Federal laws and DOD/DLA regulations.

Accomplishments

In addition to a revised ICRMP for the years 2011-2015, which was signed on December 15, 2011, the most outstanding accomplishments of the achievement period are the significant strides made by the Defense Supply Center Richmond to improve and refine its cultural resource program without impacting its mission. The installation meet its mission to modernize the facility (and demolish 23 buildings that contributed to the historic district) while preserving the integrity of its numerous historic resources and NRHP eligibility. The Center worked with the VDHR and the ACHP to develop a PA that incorporated numerous stipulations such as Section 106 training for DLA Installation Support Richmond staff, extensive documentation of historic structures, compatible design review for new construction, a reevaluation 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. In October 2011, the parties agreed to amend the PA to include the demolition of a WWII-era water tank with stipulations to documentation Tank 57 and the submission of a report on the history of the water system for the Historic District.

These accomplishments are described further below.

Section 106 Training. The installation now conducts, at a minimum, annual Section 106 workshops for employees, the first of which was provided by the VDHR. The CRM has arranged for four Section 106 training sessions for installation personnel in the last two years.

Historic Structures Documentation. The cultural resource inventories of the installation were recently completed. All structures over 50 years old have been evaluated for NRHP eligibility, to include the completion of extensive documentation.

New Construction Design Review. Within the achievement period, the Center strengthened its Section 106 internal coordination. The Center has further built upon the positive working relationship with the VDHR developed through the negotiation and execution of the PA, continuing to develop cultural resource projects that support the mission while complying with the letter and spirit of the law. The installation has successfully managed many other projects involving significant cultural resources and without detrimental historic impact.

In addition to the changes outlined in the PA, the installation subsequently identified other facility projects that had the potential to impact the prehistory and/or historical context of the installation. For example, an expansion was planned for the Child Development Center, located near archaeological site 44CF568. The installation initiated a Phase II archaeological survey, recovering a high density of artifacts in undisturbed strata from the Archaic and Woodland Periods, and 44CF568 was determined eligible for listing in the NRHP under Criterion D. The proposed Child Development Center expansion was then redesigned to avoid the site. The Center has proactively arranged for a professional archaeologist to monitor all proximate ground-disturbing activities associated with the expansion to make sure intact archaeological resources were not be affected. Several minor projects have also been cleared by the VDHR.

Another example is the installation-wide water distribution renovation project. Because the facility converted to use of a municipal water system, there was no further need for the sizeable Water Tank 57. The installation proposed the demolition of this structure for safety reasons; an amendment to the PA was signed in October 2011 and stipulations for documentation were recently completed

Bellwood-Richmond Quartermaster Depot Historic District Re-Evaluation. During the achievement period, the Center completed a re-evaluation of the Depot Historic District, which was subsequently submitted to VDHR. This re-evaluation clearly defined the remaining structures and their significant role and contributions made to the Depot Historic District.

Bellwood Manor Nomination Update. During the achievement period, the Center successfully updated the Bellwood Manor NRHP nomination. This included details on the expansion of the elk pastures, as well as 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 2009 PA, the

installation has summarized their exemplary cultural resource management by producing a demonstration project in the form of a video on the historical significance of the Center. The video allows the Center to share its rich history and prehistory with its neighbors. Two hundred copies of this educational video were distributed to schools, libraries and archives in the area. The video uses historic photos and current footage to relate the significant and interesting history of the installation. 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 the Center to showcase the interesting historical context of the facility which includes the archaic and woodland eras of prehistory, a robust civil war history of battles and occupation, German Prisoners of War, and a post-WWII military history that helped 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.

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. The Phase II assessment of four archaeological sites was completed and funding secured for the Phase II assessment of the only three remaining sites on the installation in accordance with Section 110. In FY 2010, a Phase II evaluation determined one site ineligible for NRHP listing. In FY 2011, Phase II archaeological investigations cleared three additional archaeological sites, and three more sites will be evaluated in 2012, completing the archaeological assessment of the entire 611 acre installation.

Judging Criteria

The above accomplishments truly exemplify the outstanding management of the cultural resources program and demonstrate the Defense Supply Center Richmond's commitment to promoting the cultural resources conservation ethic.

Program Management. The Defense Supply Center 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 has operated under a PA for the past two years that necessitated a robust mitigation program. The facility's ICRMP, for which a five-year update was just prepared, memorializes the milestone for the upcoming plan period. The management success demonstrates that a proactive relationship with the VDHR allows for streamlining the processes required to comply with the Federal laws and DoD and DLA regulations. 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 the PA, which utilized conventional as well as innovative mitigation measures, to archaeological testing which 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

Center has built a world class program effective in protecting and enhancing the historic environment. These techniques have been successful in preserving (as in the case of the Bellwood Manor) and documenting (as in the case of WWII era warehouses) historically significant structures. The installation has also established procedures and a process by which all appropriate personnel are trained in the facility's historical nuances, which will allow the techniques of Cultural Resources Management to endure over time.

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 PA and the execution of its components, have been in direct support of the installation's military mission. The PA quotes its need as 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 Center has been able to streamline the Section 106 process for newer mission changes and requirements of the installation, such as the installation water distribution renovation project. These accomplishments have allowed the program to contribute daily to the successful execution of the Center's mission without interference or delay.

Transferability. The success at the Defense Supply Center Richmond is applicable 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 Center, many of today's military facilities are WWII era installations with some historical significance. The Center has already transferred lessons learned to its other facilities. HQ DLA is utilizing lessons learned during the PA negotiation and similar mitigation efforts to address challenges at another site at which they are a tenant and which has historical significance: the DLA Depot at Pearl Harbor Naval Base. Because the success of the program lies in the relationship with the VDHR and successful negotiation throughout the chain of command both at DLA and VDHR, the success will be 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.

Stakeholder Interaction. The Defense Supply Center Richmond DLA 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, for 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. During the development of the PA, each of these groups participated in the consultation process. Comments were received from both the Historical Society and the Virginia Council on Indians and incorporated as appropriate. Additionally, the Virginia Council on Indians toured the archaeological site 44CF568 following the discovery of the artifacts. Another significant accomplishment during the period, which allows the installation to share its rich history and prehistory with its neighbors, is the development of the video on the Defense Supply Center Richmond.