

**NAVAL AIR STATION FALLON, NEVADA
CNO AWARD NOMINATION
CULTURAL RESOURCES MANAGEMENT, INSTALLATION
FY2011 and FY2012**

INTRODUCTION

NAS Fallon is located in Churchill County, Nevada, approximately eight miles south of the city of Fallon. The installation includes the Main Station and the Fallon Range Training Complex (FRTC) comprising approximately 241,000 acres. The Main Station includes the bulk of support facilities (headquarters, barracks, classrooms, maintenance areas, and flightline) and is roughly 8,670 acres. The FRTC includes four discontinuous air-to-ground bombing ranges (B-16, B-17, B-19, and B-20), the Dixie Valley electronic warfare range, and three special use areas. The land managed by NAS Fallon is a mixture of Navy-acquired land and land withdrawn from the Bureau of Land Management (BLM) and the Bureau of Reclamation (BOR). The NAS Fallon Integrated Cultural Resource Management Plan (ICRMP) covers all of the installation; however bombing range B-20 (41,000 acres) is exempt from Section 106 compliance due to safety concerns.

The station's primary mission is to provide integrated air training events in support of carrier air wings, Marine air groups, and joint and multinational exercises. NAS Fallon is home to the Navy's TOPGUN program and is the only Navy installation that provides advanced Carrier Air Wing Strike Training. Tenant commands include Naval Strike and Air Warfare Center (NSAWC), Explosive Ordnance Disposal Unit (EOD) 11, and Strike Fighter Weapons Maintenance Detachment Pacific and Fighter Squadron Composite 13 (VFC-13), among others. The base population is approximately 3,000 with 1,130 active duty personnel, 300 civilian Department of Defense employees, and 1,400 contract employees.

The NAS Fallon Main Station is located in Lahontan Valley within the Great Basin cultural and physiographic region. Associated bombing ranges are located nearby in Fairview Valley, Dixie Valley, the Carson Sink, and Rawhide Flats. The environment is characteristic of the high desert, with dry hot summers and cold, wet winters with moderate snowfall. Temperature variation throughout the year can be extreme with summer highs reaching over 100 degrees and winters lows below zero.

Located at the heart of ancient Lake Lahontan, the Fallon area includes archaeological sites that date back 9,000 years. As is typical of the Great Basin, most archaeological sites are open air artifact scatters located on or near the surface. However, the Fallon area is somewhat unique due to several important sites located nearby. These include prehistorically occupied caves (Salt Cave, Hidden Cave, Spirit Cave, and Lovelock Cave) and the Grimes Point petroglyph site, all of which are managed by the BLM but are within a few miles of Navy holdings. The ancient shorelines of Lake Lahontan offer some of the oldest sites in Nevada including several found recently on NAS Fallon bombing ranges B-16 and B-19. Prehistoric burials have also been found in cave and dune sites throughout the Lahontan Valley including on the NAS Fallon Main Station. Significant historic sites are just as abundant in the Fallon area and on the FRTC including ranching and mining sites as well as several important transportation routes (California

Emigrant Trail, Pony Express, Overland Trail, and Lincoln Highway). The Lahontan Valley was a major beneficiary of the Newlands Reclamation Act of 1902 and continues to utilize the many irrigation ditches and canals constructed by the Act in the early years of the 20th century. The NAS Fallon Main Station includes several segments of the irrigation features that make up the Newlands National Historic District.

NAS Fallon opened in 1943 as Naval Auxiliary Air Station (NAAS) Fallon with the mission of training Navy pilots for the Pacific theater. At the end of World War II, the base was closed and many of the buildings were disassembled and donated to Native American reservations, although the bulk of the flight line buildings remained. With the beginning of the Korean War, the base was reopened as a Naval Auxiliary Air Field and expanded to accommodate the Navy's new jet aircraft including the construction of a longer runway. In 1956, the runway was again lengthened, this time disrupting U.S. Highway 50, forcing a realignment of the highway. During this time, the main portion of the base was moved approximately two miles northwest to what is now termed the West Side, although the South Side continued to provide housing and support to the base. Throughout the Cold War, the base was continually upgraded (including a return to NAAS status) with new barracks, hangars, and another expansion of the runway, making it the longest in the Navy. In 1962, the Air Force established a Semi-Automatic Ground Environment Backup Interceptor Control (SAGE BUIC) facility at the south end of the base. Beginning in the 1960s, NAAS Fallon was one of the first Navy bases to incorporate Electronic Warfare training into its mission. The base was given full NAS status in 1972. From its reopening in the early 1950s to the present day, NAS Fallon has been one of the Navy's premier pilot training installations.

BACKGROUND

NAS Fallon has one cultural resource manager assigned to the installation. Since 2009, this role has been filled by Robin Michel. Ms. Michel holds a Master's Degree in Anthropology from the University of Arkansas, which she earned in 2003. She has over 15 years of experience in cultural resource management, primarily as an archaeologist.

NAS Fallon currently functions under an Integrated Cultural Resources Management Plan (ICRMP), which spans the years 2007-2012. A draft ICRMP is in review and will replace the 2007-2012 ICRMP in early calendar year 2013. Earlier management plans included a 1993 Cultural Resource Management Plan (CRMP) and a draft ICRMP written in 2000.

Since 1996, NAS Fallon has had a Programmatic Agreement (PA) with the Nevada State Historic Preservation Office, the Advisory Council on Historic Preservation, and the Nevada Bureau of Land Management. The PA was revised in 2011 to incorporate additional management guidance. This document is of direct benefit to both the NAS Fallon cultural resource program and the base as a whole. It streamlines the cultural resource process by allowing small projects that clearly have "no effect" or "no adverse effect" to forego consultation with the Nevada SHPO. Because the majority of projects at NAS Fallon are very small maintenance projects, this document greatly facilitates day-to-day operations. The NAS Fallon PA lists several types of Exempt Undertakings that do not require SHPO consultation and

concurrence, freeing the cultural resource manager to focus on other projects. NAS Fallon's cultural resource management documents are listed in the table below.

DOCUMENT	DATE	DURATION
NAS Fallon Integrated Cultural Resources Management Plan for 2007-2012.	2007	5 years
Programmatic Agreement Among NAS Fallon, the Nevada State Historic Preservation Office, and the Advisory Council on Historic Preservation regarding the Identification, Evaluation, and Treatment of Historic Properties on Lands Managed by NAS Fallon.	2011	Reviewed yearly
Nevada State Protocol Agreement Between the BLM Nevada and the Nevada State Historic Preservation Office for Implementing NHPA.	2010	Indefinite
Memorandum of Understanding on Native American Human Skeletal Remains and Associated Artifacts among NAS Fallon, Fallon Paiute-Shoshone Tribe, Nevada State Historic Preservation Officer, US Fish and Wildlife Service, and the Nevada State Museum	1991	Indefinite
Memorandum of Agreement for Curation Services between the Nevada State Museum and NAS Fallon.	1995	Reviewed yearly

There are 10 federally recognized tribes with interests in NAS Fallon and its activities. Of these, the Fallon Paiute Shoshone Tribe and the Walker River Paiute Tribe are consulted with on a regular basis due to their proximity to the installation and its bombing ranges. The remaining tribes exist under the air space used for military training and are rarely consulted due to the rarity of issues that arise that may be of concern to them. In addition to the formal consultation process required by the NHPA and SECNAVINST 5090.1C, the installation cultural resource manager attends informal meetings with tribal cultural committees. This ensures that communication remains open between the installation and the tribes.

Currently about 26 percent of NAS Fallon has been surveyed for archaeological resources. To date, 621 sites have been recorded, which are located on the Main Station and all bombing ranges. NAS Fallon manages approximately 100 archaeological sites that are eligible for inclusion to the National Register of Historic Places. In addition to archaeological resources, the installation includes nearly 200 buildings and structures that date from World War II (1941-1945) through the Cold War (1946-1989). The majority of buildings are located on the Main Station but bombing range B-16 and the Dixie Valley electronic warfare range also include historic buildings and structures. Historic resources eligible for the National Register include the Boyer Ranch (established 1865), the Ellis Ranch (established 1930), Hangar 7 (a World War II era hangar), Building 95 (a World War II era aircraft beacon), and the four buildings that make up the 1962 SAGE BUIC complex.

SUMMARY OF ACCOMPLISHMENTS

The 2007-2012 NAS Fallon ICRMP lists several management/follow on recommendations, many of which were accomplished during the review period. These include:

- Random sampling of ecological regions to determine the density of archaeological sites to facilitate planning
- Evaluation of the NAS Fallon built environment
- Evaluation of the historic farm and ranch buildings in Dixie Valley
- Public outreach and education

Archaeological Resources

Fiscal Years 2011 and 2012 were notable in the number of management goals met. During these two years, the percentage of NAS Fallon inventoried for archaeological resources increased from 18 percent in 2010 to 26 percent at the end of 2012. Two large archaeological inventories were undertaken, both funded under Section 110 of the NHPA. A third large inventory was completed as part of an undertaking under Section 106 of the NHPA. In total, these projects covered nearly 11,000 acres, the largest amount of land inventoried at NAS Fallon for any two year period. As a result of these projects, 196 new sites were recorded during the review period, increasing the total number of sites managed at NAS Fallon to 621 – a nearly 50 percent increase in the number of known sites.

Of the 196 sites recorded in 2011 and 2012, 185 are currently unevaluated for inclusion to the National Register. The NAS Fallon cultural resource program has received funding for FY 2013 to evaluate the sites. It is anticipated that formal evaluations will increase the number of eligible sites at NAS Fallon by almost twice the current figure.

Although the increase in number of acres inventoried and sites recorded is impressive, also impressive are the gains to our knowledge of the archaeological record. The findings of the 2011 and 2012 field seasons have refined our understanding of the prehistoric period in the Lahontan Valley, particularly in regard to the Paleoarchaic period (8,000-10,000 years ago). Sites of this age are extraordinarily rare and the data they contain regarding life in one of the Great Basin's earliest periods is priceless. Eight sites dating to this period were identified during inventories during the review period. The Anthropology Department at the University of Nevada, Reno is seeking a Memorandum of Agreement with NAS Fallon to conduct research at a few of these sites. It is likely that field work will begin during the summer of 2013.



Figure 1: Paleoarchaic spear point estimated to be over 9,000 years old. Found on bombing range B-16, January 2012.

Built Environment

Following the recommendations of the ICRMP, all World War II and Cold War era buildings at the NAS Fallon main station were inventoried and evaluated in 2010 but the buildings on bombing ranges and the electronic warfare range were not included in the study. In 2012, two projects sought to amend this omission. On bombing range B-16, the range spotting towers and the control tracker building were evaluated for their eligibility for inclusion to the National Register of Historic Places. A surprise to all was that the towers and control tracker building had been designed by DeLongchamps and O'Brien, Nevada's most famous architectural firm. This firm is best known for designing some of the most beautiful civic buildings in the state including the Washoe County Courthouse (made famous by the Nevada divorce era of the 1930s-1950s), City Hall in Fallon, and the unusual round courthouse in Pershing County. Although the structures at NAS Fallon are of utilitarian design, reflecting the Navy's needs more than the artistic values of the architects, they are the only known example of structures designed by DeLongchamps and O'Brien for the military. The resources are currently unevaluated pending additional research to determine the significance of DeLongchamps and O'Brien's contribution to military architecture.



Figure 2. The control tracker building on range B-16. Photo c. 1960, shortly after construction.

A second project was funded to evaluate the Dixie Valley Settlement Area to determine its eligibility as a Rural Historic District. The Settlement Area comprises several homesteads and ranches settled between 1914 and 1940. For most of the 20th century, the ranchers in Dixie Valley formed a close knit community, relying on each other in this very remote area of Churchill County. Despite the abandonment of nearly all of the ranches in the 1980s, a number of features continue to exist that preserve the efforts of the people in the valley. Dixie Valley has been previously investigated but earlier studies tended to examine separate facets of the valley rather than examine it as a whole. For example, a single ranch or even a single building might have been evaluated but no comprehensive study of the entire Settlement Area has ever been undertaken. The current study evaluated the area as a whole including all features— road systems, irrigation systems, tree lines, fence lines, and buildings. One unusual feature of the valley are its historic biological resources - heritage flowers, ornamental plantings, and a unique species of tui chub fish that was brought to the valley in the early 20th century to feed bass in the many manmade ponds. At this time, an eligibility determination for the Dixie Valley Rural Historic District has not been made.

The evaluation of the Dixie Valley Settlement Area has been, in some ways, frustrated by the lack of guidance in determining the significance of Western rural landscapes. Current guidance is heavily East Coast-centric. In the Desert West, cultural landscapes can be more difficult to identify and appreciate. For cultural resource managers, it can also be challenging to find good management guidance for these resources. Because of this, NAS Fallon has joined with historic

preservation specialists from JRP Historical Consulting, LLC to apply for a Department of Defense Legacy grant to create guidance similar to the National Register bulletins specifically for the identification, evaluation, and management of Western rural landscapes.

Public Outreach

The NAS Fallon ICRMP lists public outreach as a major follow on action. Public outreach should be considered an integral part of cultural resource management but too often it is pushed aside for more pressing matters. If we fail to share our discoveries and resources with the public, we do them a disservice by denying them access to our country's archaeological and historical heritage. Beginning in mid 2011, the NAS Fallon CRM attended a number of professional and non-professional conferences. In June 2011, she presented a paper to the National Conference of the Lincoln Highway Association titled, "Wagonruts to Contrails: Transportation Routes in Fallon Nevada, 1900-1960." A shortened version of the paper was presented to the Fallon chapter of Rotary International that same year. In 2012, the CRM presented several other papers and gave talks at various venues including: a paper at the annual Nevada Archaeological Association conference titled, "Nevada Colony Corporation: Socialism and Homesteading in Churchill County;" a presentation at the Navy Cultural Resource Management conference titled, "Ground Training at NAS Fallon, Making it Work (Most of the Time);" and a lecture at the Churchill County Museum on the history of NAS Fallon titled, "The Navy in Fallon: The First 30 Years, 1942-1972."

In addition, NAS Fallon has collaborated on two posters that were presented at professional conferences. The poster, "Sights and Stories of the Lincoln Highway Through Churchill County," was presented at the 2011 Nevada Geographic Information Systems conference, winning First Place in the "Artographic" category. The poster was presented again at the 2012 Great Basin Anthropological Conference as part of a symposium on transportation history organized by the Nevada Department of Transportation. In 2012, NAS Fallon also collaborated with Far Western Anthropological Research Group on a poster highlighting recent archaeological finds in the Fallon area, which was presented at both the Nevada Archaeological Association meeting and Great Basin Anthropological Conference.

The NAS Fallon cultural resource program also provides tours of archaeological sites. By sharing her knowledge and enthusiasm for the archaeological and historical record, the CRM promotes a preservation ethic that has garnered a tremendous amount of respect and support for her program. For example, a tour of a Paleoarchaic site on bombing range B-16 prompted the SEALs to dub the site "Hill 16" and a "no-go" zone.

Plans for "passive" outreach are also in place. In early 2012, official Lincoln Highway signs were placed along the original 1913 route where it crosses the NAS Fallon main station. In coming years, the cultural resource program will be designing interpretive panels for placement on the NAS Fallon main station. The panels will highlight the history and prehistory of the base providing base personnel an opportunity to learn about the rich archaeological and historical record of the Fallon area. Planned topics include the Lincoln Highway, archaeology and climate change, the Cold War, and World War II. Funding has been secured for this project and the first panel should be in place by the summer of 2013. There are also plans to open the base to

members of the Lincoln Highway Association in 2013 to commemorate the 100th anniversary of the highway by allowing them to drive on the 1913 and 1918 routes of the highway.

Mission Enhancement

Some highlights of Fiscal Years 2011 and 2012 included projects that directly benefited the mission at NAS Fallon. Of note is the work the cultural resource program has done with Navy Special Warfare Command as they increase their presence at NAS Fallon. One of the large archaeological inventories mentioned above was in support of an Environmental Assessment (EA) initiated to determine the effects of Navy Special Warfare training on range B-16, historically used for air to ground training. Nearly 2,000 acres were surveyed for the EA, which in conjunction with the 4,500 acres surveyed under Section 110 of the NHPA during 2011 and 2012 has been a tremendous boon in planning training for that range.

The cultural resource manager also contributed sections to a Ground Training Manual for Navy Special Warfare Command that defines standard operating procedures for the SEALs in regard to environmental issues when training on NAS Fallon or in the surrounding federal lands managed by the BLM. Among other things the manual requires: the use of existing roads and trails; 100% leave no trace ethic; check in/out procedures with driving routes and bivouac areas approved prior to training; and complete non disturbance of cultural and natural resources.

Another project of note was a joint effort between the NAS Fallon CRM and the NAS Fallon natural resource managers. There are innumerable historic mining features such as adits, shafts, and prospect pits on NAS Fallon's bombing ranges, many of which are habitat for native bat species. During Fiscal Year 2012, NAS Fallon installed protective grating and fencing at 10 mines to prevent disturbance to the bats by training operations. Working closely with the Nevada BLM, the Nevada SHPO, and the Nevada Department of Wildlife, the mines were successfully closed to personnel - protecting both the wildlife and mines' historic integrity.



Figure 3: Workers place bat compatible safety grates at a historic mine.

Summary

NAS Fallon has been assigned one CRM who is responsible for all archaeological and historical resources on the main station, ranges and special areas covering 241,000 acres. Fiscal Years 2011 and 2012 saw notable achievements in meeting the management recommendations in the NAS Fallon ICRMP including: survey of 11,000 acres (increasing the total number of surveyed acres at the installation to 26 percent), recordation of 196 sites, evaluation of four historic buildings, and remarkable dedication to mission support and public outreach. Through partnerships with state and federal agencies, NAS Fallon's cultural resource program continues to be a shining point in archaeology and historic preservation for the Department of the Navy.