

2016 - SECRETARY OF DEFENSE ENVIRONMENTAL AWARD NOMINEE  
CULTURAL RESOURCES MANAGEMENT – LARGE INSTALLATION  
NAVAL SUPPORT ACTIVITY CRANE

## INTRODUCTION

Naval Support Activity (NSA) Crane was originally dedicated on December 1, 1941 as Naval Ammunition Depot (NAD) Burns City, Indiana. The installation occupies nearly 62,000 acres in northern Martin County, Indiana, and was renamed NAD Crane in 1943 in honor of Commodore

William Montgomery Crane; the first Chief of the Bureau of Ordnance and Hydrography.



*Official Dedication Ceremony – December 1, 1941  
...six days before Pearl Harbor...*

In the decades following World War Two (WWII), the Installation's mission and operations evolved from production and storage of ordnance, to include specializing in engineering and electronic systems as well. NSA Crane's current mission is to enable and sustain Fleet, Fighter and Family readiness through consistent, standardized, and reliable shore support to tenant commands. NSA Crane hosts fourteen tenants with the largest tenants being Naval Surface Warfare Center, Crane Division, Crane Army Ammunition

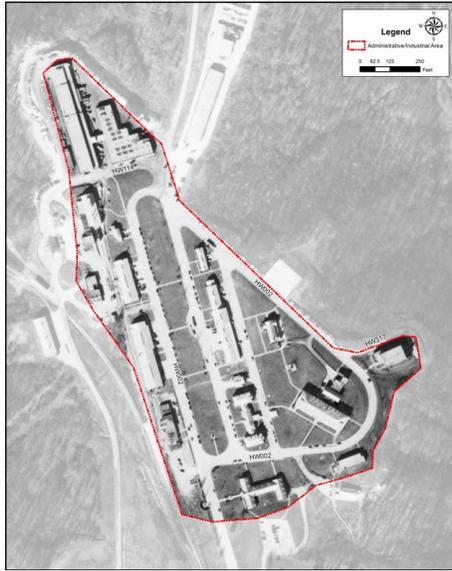
Activity, and Naval Facilities Engineering Command Mid Atlantic (NAVFAC ML) Public Works Department (PWD) Crane. The Cultural Resources (CR) Program is managed within the PWD.

Nearly 54,000 acres of land at NSA Crane is used for ordnance storage. Other activities at the installation include test ranges, administrative and engineering facilities, community support facilities, warehouses, roads, railroads, and utilities, and the Navy's largest forestry program with nearly 52,000 acres of harvestable timber. There are approximately 5,000 employees at the Installation as well as around 60 active duty military. NSA Crane also includes the 450 acre Lake Glendora Test Facility located in nearby Sullivan County, Indiana.

## BACKGROUND

The CR Program at NSA Crane is responsible for locating, evaluating, protecting, and managing the myriad of cultural resources at this large installation, including; 2 historic districts (49 structures), 2 stand-alone historic structures, 78 archaeological sites, and 28 pioneer era cemeteries. Whether performing pro-active, ad hoc, or routine day-to-day management activities, the CR Program focuses on caring for NSA Crane's cultural resources in a way that protects their value for the future, while serving our tenants needs to enable them to effectively meet their mission requirements.

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*The Downtown Historic District*

Our CR Program is managed by the Cultural Resources Manager (CRM) who resides in the PWD Environmental Division. Our CRM is an Environmental Protection Specialist appointed by NSA Crane’s Commanding Officer. The CRM has a bachelor’s degree in Environmental Science, and has been trained in cultural resources requirements according to the Navy’s guidelines. NSA Crane’s CRM has over 22 years of experience in the environmental arena at NSA Crane, and currently manages two environmental programs. With a staff of only one, the CRM frequently relies on NAVFAC ML or Echelon II command NAVFAC Atlantic.

NSA Crane’s first Integrated Cultural Resources Management Plan (ICRMP) was established in 1995. Since that time, several updates to the Plan have been

implemented; the most recent in February of 2013. The ICRMP is a comprehensive document that serves as the primary tool for managing compliance with federal statutes, regulations, executive orders, and federal policies that pertain to the Navy’s cultural resources responsibilities, and was developed and implemented in consultation with the Indiana State Historic Preservation Officer (IN SHPO).

In addition to the ICRMP, NSA Crane’s CR Program utilizes a Programmatic Agreement (PA); a formal agreement between the Navy and the IN SHPO for operation, rehabilitation, repair, maintenance, and development activities at NSA Crane. The PA helps to streamline our National Historic Preservation Act (NHPA) requirements for consultation with the IN SHPO, and includes 18 categories of exempt activities. The ability to apply exempt findings to certain projects precludes the Navy from the lengthy review process normally experienced in consultations, thereby expediting planning and lowering the cost of implementing many of our projects. Exemptions are documented in a condensed report, and presented to the IN SHPO annually for their review.

NSA Crane - Cultural Resources Program Accomplishments FY14 – FY15	
861	Project Reviews
413	Programmatic Agreement Exemptions
15	SHPO Consultations
6	AR Surveys (237.08 acres)
1	Hist. Bridge Evaluation/Study
26	New Employee Orientations
2	Earth Day Presentations
2	SHPO Year End Reports
2	DEPARC Data Call Reports
1	Chapel Farewell Program
5	GPR Cemetery Surveys
17	Historic Building Surveys
---	Numerous VIP Visits, Tours, & Cemetery Visits
1	Burial at Salem Cemetery
2	Year End Exempt Findings Reports to SHPO
1	Pioneer Era Gravestone Replacement

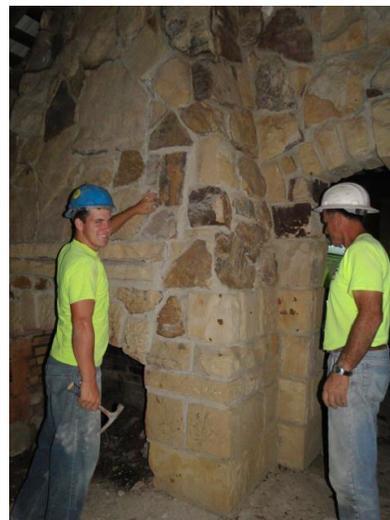
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**SUMMARY OF ACCOMPLISHMENTS**

During the award period, NSA Crane reviewed 861 separate projects for impacts to historic or cultural resources. Exemptions from Crane’s PA were applied to 413 of these projects. Of the remaining projects, only 15 required a formal consultation with the IN SHPO. Consultations usually require a 30 day wait time from date of receipt by the IN SHPO. If each consultation package required a conservative estimate of 5 hours to prepare, then the time saved from this effort alone exceeds 2,000 man hours, and over 12,400 days of wait time combined.

Some projects do not qualify for PA exemptions. A recent project at Building 1 suggested the replacement of over 100 original wooden windows with modern metal clad windows. However, through consultation with the IN SHPO and coordination with the project designers, we were able to compromise on a less negative impact to this historic building by rehabilitating and repairing the original wooden windows. Building 1 is part of the Downtown Historic District, and is eligible for listing on the NRHP. Its significance lies in the fact that it is part of the most cohesive grouping of WWII era structures at NSA Crane. Redesigning the project as window rehabilitation/repair vice replacement resulted in a no adverse effect finding to the resource. Clearly, engaging in formal consultations can have very positive outcomes for our historic districts and structures.

No amount of preplanning can account for unforeseen disasters. Damage from a wind storm caused a large tree to fall onto our beautiful lakeside Shelter House (circa 1938), fatally damaging the metal roof. The impact was so great that it caused several cracks to the interior mortar work of the massive fireplaces. The timber trusses of the roof on one end of the open air structure were destroyed. NSA Crane’s CRM worked closely with a PWD project manager to quickly evaluate the situation, research the correct methods for this type of repair as found in the National Parks Service Preservation Brief, “Repointing Mortar Joints in Historic Masonry Buildings”, and subsequently consulted with the IN SHPO for a comprehensive repair project resulting in no adverse effects. Trusses in the roof were repaired with untreated rough cut lumber to match existing, the mortar was repaired by a qualified mason, and the results were typical of the original work. Having a CRM with nearly 20 years of expertise within the CR Program, willing PWD project managers, and a telephone friendly relationship with our IN SHPO staff makes projects like the restoration of the Shelter House quick and successful.



*Shelter House, circa 1938, historic mortar repair*

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OTA Project Area overlain on 1876 Illustrated Atlas of Indiana (Baskin, Forster, and Company 1989 [1879]).

Pro-active cultural resources work aims to clear the way for future mission project planning and implementation while avoiding time consuming archaeological surveys and consultations. Such a project at our Ordnance Test Area (OTA) included an archaeological survey of 112 acres. There were no findings. The entire OTA is now cleared for impacts to cultural resources, and any future ground disturbing projects can quickly move forward without added expense or delays.

Cultural resources concerns during project development and implementation are not limited to archaeological resources. A recent preemptive action taken was the undertaking of an architectural survey of 17 older buildings for historic significance. The subsequent non-historic status of these buildings alleviates any further development concerns, and will help to expedite future projects.

The latest bridge inspection for historic Heaney Memorial Bridge determined a need to replace the structure in the near future. Heaney Bridge was built during the Works Progress Administration (WPA) era, circa 1942, and is eligible for listing on the National Register of Historic Places. Its significance lies under Criterion “C” for craftsmanship and design. The bridge carries all visitors and truck traffic as well as a majority of our daily commuter traffic over a small creek on the western edge of our Installation. If the bridge fails, rerouting traffic would be critical.



*Heaney Memorial Bridge*

There is no easy way to get around Furst Creek which the bridge spans. Getting out in front of a project helps us to insure that the ultimate outcome will be well planned and amenable to the effects on cultural resources. An alternatives study is already underway to study the bridge replacement/demo situation and will define at least 5 alternatives for repair or replacement. From this the most optimal option that has the least impact on this historic resource, while still being able to achieve the needs of this critical traffic artery at our Installation, will be selected.

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Cultural resources field work is performed as the need arises. An archaeological survey of 45 acres at a site slated for development for a future Over the Horizon Radar (OTHR) site allowed NSA Crane to demonstrate its ability to listen to the needs of our tenant missions, and to quickly put a survey project in place to accommodate them. One new archaeological site was discovered and several artifacts were recovered, but these findings ended up not slowing down the OTHR site development. This type of CR Program response in front of the mission's requirements is very typical at NSA Crane.



*Example of curated artifacts*

Artifacts recovered at NSA Crane are curated at the Glenn Black Lab (GBL) of Archaeology in nearby Bloomington, Indiana. This fully compliant curation facility has an open door policy for us, and we have frequently inspected the facility and our collection to insure all federal regulations pertaining to curation are being met. NSA Crane has utilized reach back support from NAVFAC's Atlantic Division to perform the curation facility inspections. GBL currently curates approximately 7 cubic feet of artifacts and associated records for NSA Crane. The collection is available to college students at Indiana University for educational training and study. The GBL staff is always available to answer our questions pertaining to archaeological resources.

NSA Crane is home to 28 Pioneer Era cemeteries. The oldest known interment dates to around 1820, a time shortly after statehood in 1816. NSA Crane's CRM maintains a database of known burials at these cemeteries, but their existence predates the Navy's presence here by up to 120 years. Definitive, original, interment documentation cannot be located. The earliest cemetery records in our possession date from Work's Progress Administration (WPA) era surveys from the late 1930's. Due to the lack of defined, surveyed boundaries, planning and programming for an ongoing project to systematically establish the functional boundaries of our cemeteries by utilizing ground penetrating radar (GPR) has taken place. In the past two years GPR has been performed at 5 cemeteries, thus bringing the total now completed up to 6. This information allows NSA Crane to have an official boundary by which maps can be created in GIS and can plan successful avoidance of the hallowed ground within cemetery margins if the need arises. Cemetery information such as this marries smoothly with other planning documents already in the CRM's inventory such as the 45-volume Cemetery Encyclopedia created from an earlier, comprehensive, grave stone cleaning and restoration project. The Encyclopedia contains pictures and site inventory forms for every known gravesite at NSA Crane.

Of the 28 cemeteries at NSA Crane, only one has been set aside to receive future burials. Salem Cemetery currently has 7 standing reservations. Working closely with NSA Crane's leadership

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team and public affairs staff, NSA Crane’s CRM was recently able to re-verify that patrons who had been promised cemetery plots were in fact still aware and interested in this commitment of the Navy. The list is now closed to additional reservations. This information was formalized in NSA Crane’s inaugural Cemetery Instruction. While not verified, it is believed that NSA Crane’s “Cemetery Rules and Regulations” Instruction is unique for Navy owned pioneer cemeteries. This instruction establishes procedures for burial in, visitation to, and maintenance or repair of the civilian pioneer cemeteries at NSA Crane.

Mere months after the Cemetery Rules and Regulations was implemented there was a call received for a burial here at NSA Crane. It was the first in nearly 10 years. Within a few hours after the notification, everyone at the Installation who had a role to play was quickly activated to perform their necessary duties to accommodate the funeral; ranging from marking the gravesite to providing a security escort for the family of the deceased. The Instruction clearly identified roles and responsibilities for our employees and command, and through its use was proven to be necessary and very useful. It is believed that while there are few Installations which might have this unique situation, this Cemetery Instruction could be a perfect model for others.

NSA Crane’s cemeteries provide the perfect opportunity to engage with the Public. Not only does NSA Crane open up its cemeteries for visitation on Memorial Day, but opportunities to provide visitation access to patrons on a case-by-case basis throughout the year is available. A security escort is provided when required. Burial locations and listings are provided in our publication, “Crane’s Burial Plots”, which is an alphabetical listing of all known interments, and also includes common sense rules to protect the gravestones from damage such as might be



*The Hiram Fish Family*



*Garret Voorhees, Revolutionary War Veteran*

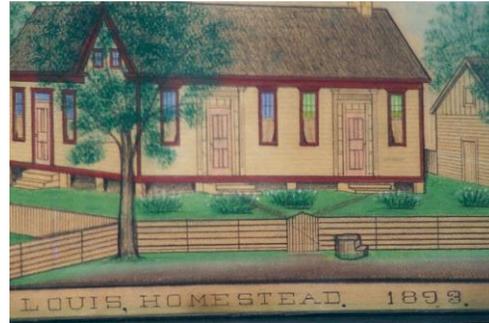
caused for example by chalk rubbings or attempts at cleaning or repair. During the past two years, we accommodated approximately 30 cemetery visitations. In addition, several telephone inquiries were answered, and materials were sent via the mail. The CRM provided photographs and family history information that precluded out-of-state families from making the long trip to Indiana.

Visitors to PWD Crane’s Environmental Education Center (EEC) can pick-up a cemetery brochure that will guide them through seven different stops within our Salem Cemetery. Brochure information focuses on the lives of former inhabitants, and contains family pictures and tidbits of history about the people now interred here.

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You don't have to have family buried here to appreciate the cultural and artistic beauty of our cemeteries. We encourage people to walk this cemetery. Not only does it represent over 165 years of local history, it showcases a great collection of local stone carving and represents veteran's gravesites from the Revolutionary War through the Vietnam Conflict.

Collecting historic information about our Installation, especially during the pre-Navy years, is akin to prospecting for gold. When you eventually find it, it's a "eureka" moment. An interview in the spring of 2015 with the Lewis Family was rewarding. Patriarch of the family, David Lewis, originally settled at what is now NSA Crane circa 1830. The interviewee was in his late 80's, and it was therapeutic for him to recount the stories he remembered from his Grandfather's time. While this added a small but precious account to our historic files, Mr. Lewis endeared himself to us and vice versa. Opportunities for good public relations sometimes happen spontaneously.



*Lewis Homestead - 1898*



*Holt Rock Shelter*

Other opportunities for public relations are more planned. In the past two years our CRM presented "The History of Crane" on 26 occasions to several hundred new employees overall. This 30 minute slide show and speech gives a glimpse to new hires about the history of NSA Crane from the pioneer era through the end of WWII. Besides discussing selected historic sites and structures, the employees are instructed on their individual responsibilities to cultural resources while at work. Bonding with the CRM at this early stage of employment helps to raise the awareness of new employees, thereby

empowering them to interact with our CR Program early in the life of any projects they may be working on in the future.

Other opportunities for public outreach were realized during two Earth Day presentations and numerous VIP visits to the EEC. The EEC has become the "go to place" for most VIP tours as well as unannounced and day-to-day visitors at NSA Crane. The CR Program encourages all of the NSA Crane family to become intimately connected to the history of southern Indiana and the Navy's installation here. It is believed that when people feel connected to the resources, they are more likely to take care of them. That is truly the case at NSA Crane.