



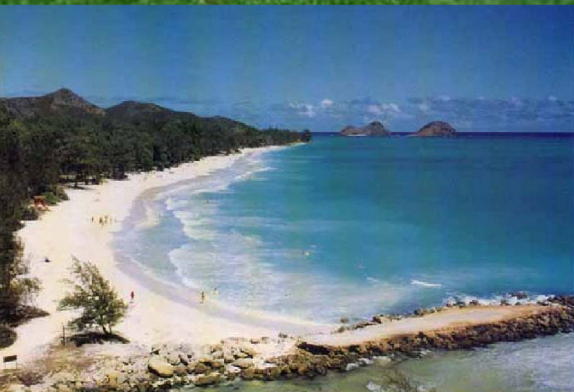
2004 Secretary of Defense



**15th Airlift Wing,
Hickam Air Force Base, Hawaii**



Cultural Resource Management Award Installation/CWF



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INTRODUCTION

Within this state of emerald islands set in the sapphire waters of the Pacific Ocean, the 15th Airlift Wing (15 AW) maintains five installations –four across the island of Oahu and one on the island of Kauai. Spanning over 4,045 acres, the 15 AW is home to 140 tenant and associated units including the Pacific Air Forces Headquarters (PACAF), the Hawai'i Air National Guard, and the Joint POW/MIA Accounting Command.



In the 18th century, contact with the Euro-American explorers changed the history of Hawai'i. By the 19th century a large influx of immigrant labor began vastly modifying the landscape for plantation use.

Military use of the 15 AW land began in 1914 with the construction of five large batteries for

the coastal defense system at Fort Kamehameha. Subsequent construction of other installations now under control of 15 AW also began in the first half of the 20th century. Air power triggered the construction of Hickam Field in 1935 for the Army Air Corps.

The organization on Hickam Field was designated the 15th Pursuit Group (15 PG) in 1940. The December 7, 1941, attack on Oahu's military installations resulted in extensive property damage,



aircraft losses, and numerous casualties. Bullet-riddled buildings on HAFB are reminders of this infamous event. In 1948, Hickam Field was renamed Hickam Air Force Base. Serving as the Pacific hub, the 15 PG provided an aerial network that supported transient aircraft, ferrying troops and supplies and evacuating wounded from forward areas. Similar support occurred during the Korean conflict and the Vietnam War.

In 1971, the wing was designated the 15th Air Base Wing (15 ABW) and was assigned to PACAF. During the Cold War years, the 15 ABW supported the National Aeronautics and Space Administration and the return of POW's from Vietnam. On April 28, 2003, the wing was designated as the 15 AW in light of the Wing's future mission as home to a squadron of C-17 Globemaster III aircraft.

The mission of the 15 AW is to enhance PACAF's power and reach by ensuring world-class en route support, maintaining operational ready forces, and providing



superior customer service. The 15 AW's strategic location plays a pivotal role in the nation's defense, ensuring the ability to rapidly engage anywhere in the Pacific-Asian region by supporting hundreds of transient aircraft on various military, humanitarian, and diplomatic missions.

Headquartered at Hickam Air Force Base (HAFB), the 15 AW is comprised of 1,526 active duty military members and 777 civilian federal employees. Numerous contractors also supplement the workforce.

The 15 AW installations contain an eclectic mix of cultural resources (CR), touching upon the long and varied history of Hawai'i. One of the most famous habitation/burial sites in Hawai'i is located on Bellows Air Force Station (BAFS). This early site helped define the discipline of archaeology in Hawai'i. Other habitation deposits and buried fishponds on HAFB reveal clues to traditional Hawaiian subsistence practices. Regional architecture and landscaping remains clearly defined in many of the historic "museum homes."

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BACKGROUND

Four cultural resource management plans (CRMP) have been completed in order to cover the geographical spread and historic diversity of resources located on all 15 AW installations.

Cultural Resource Management Plans	
Installation	Date
Hickam Air Force Base	Revision in Progress
Bellows Air Force Station	Completed in 2002
Satellite Installations (SI)*	Completed in 2000
Wake Island	Completed in 2000

*SI includes Hickam POL Areas, Kokee AFS, and Palehua Solar Observatory. Kaena Point Tracking Station and Mt. Kaala AFS have been transferred to other commands.

MAJOR RESOURCE FEATURES

Title	Resources	Status/Date
Hickam Field National Historic Landmark Area	One of the most significant cultural resources associated with WWII in the Pacific, December 7th, 1941 attack	Listed 1985
Bellows Archaeological Area	Contributes to early settlement and cultural development in Hawai'i; elucidates broad patterns of local history and the Pacific region	Listed 1974
Artillery District of Honolulu	Example of early coastal defense system for the United States	Listed 1984
Fort Kamehameha Historic District	Early 20th century military family neighborhood - 33 craftsman style houses, coral rock bandstand and chapel	Nominated 1983
Hickam Historic District	Outstanding pre-planned community in the dawn of air power	Eligible

The 15 AW has stewardship over a variety of cultural resources representing all periods of island history from traditional Hawaiian sites to modern military battlefields. The 15 AW is responsible for a National Historic Landmark Area (NHLA) and three historic districts (HDs) that are comprised of 506 architectural and archaeological properties eligible for the National Register (NR). Of the 506 properties, 487 are historic architectural buildings

and structures. The remaining 19 properties are comprised of archaeological sites.

The 15 AW CR staff has completed one major Programmatic Agreement (PA) and one minor Memorandum of Agreement (MOA). Two additional MOAs have also been concluded under contract oversight of the 15 AW CR staff. Additionally, two other in-house MOAs are currently in progress.

The table below lists agreements utilized or completed in FY03-04 to support the mission change from 15 ABW to 15 AW. Each is an integral outgrowth from information provided in the CRMPs.

PAs and MOAs		
Title/Dates	Objectives	Comments
HAFB Housing PA/2000 (includes roofing agreement)	Preserved interior of 24 historic homes. Enabled AF to modify other historic homes	Transferred to MAJCOM as template for AF wide and DoD use in 2003
MOA on unique railing in CINC home/2001	Enabled preservation of railing while providing for resident desires	Enclosure over railing improved safety and bedroom hall privacy
MOA to restore residential street plan/2003	Historic American Building Survey enabled return to original "Garden City" plan	Resolved conflict between WWII structure and original base plan
MOA on 3 minor WWII structures for demolition/2003	Enabled removal of three up-side down "U" shaped concrete structures.	Structures near flightline. Conflicted w/ security fence concerns
Archaeological PA for HAFB/ In-Progress	Incorporates new data. Reduces archaeological sensitive areas	Enables construction at lower costs by reducing monitoring locations

ORGANIZATION AND STAFFING

The cultural resources management (CRM) program is managed by the Environmental Planning Element of the Environmental Flight, 15th Civil Engineer Squadron. In addition to cultural resources, the planning element also manages all natural resources and National Environmental Policy Act (NEPA) compliance for the 15 AW. Two civilian personnel

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comprise the 15 AW CRM team. Gary O'Donnell, A.I.A (Chief, Environmental Planning Element), has resided over the program since 1988 and has over 32 years of architectural experience. Valerie Curtis has 17 years of experience in archaeological issues in Hawai'i and specializes in CRM issues.

PROGRAM SUMMARY

The most outstanding accomplishments of the 15 AW CRM program within the achievement period are the Building Preservation Plans (BPPs) and Streetscape Assessment (SA). BPPs provide recommendations to preserve significant characteristics of all historic structures/buildings and landscape features in the Hickam Field NHLA, the Hickam HD, and Fort Kamehameha HD. These plans enable adaptive use of both residential and non-residential historic buildings and preserve the historic character of Hickam's "Garden City" plan. They also allow a historic installation to go forward with new Air Force missions including privatization of all 15 AW housing and restructuring for the C-17 Beddown, while retaining the base's characteristic historic charm as one of the few planned communities in the United States. CR staff anticipates that Air Staff will use these BPPs/SAs as model plans for transfer, as was done in FY03-04 for the Housing PA that 15 AW CR staff accomplished in-house in 2000. The 2000 PA is also being transferred for use as the basis for the housing privatization PA.

Cultural Resource Management Plans	
Installation	Key Objectives Met
BAFS	Clarified historic resources inventory and established basic guidance
HAFB	Provides comprehensive review of archaeological and architectural resources, and establishes basic management guidance. Initiated traditional cultural places survey.
SIs	Clarified historic resources inventory and established basic guidance

ACCOMPLISHMENTS

OVERALL CULTURAL RESOURCE MANAGEMENT

During FY03-04, the 15 AW CR staff placed an emphasis on integrating National Historic Preservation Act compliance into NEPA compliance. The CRMPs provide clear and concise management guidance that enabled the NEPA and natural resource managers in the Environmental Planning Element (CEVP) to gauge potential effects on cultural resources while simultaneously assessing other environmental impacts through the NEPA process.

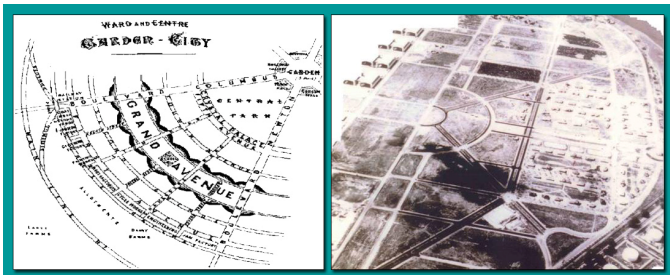
In order to keep abreast with operational and construction proposals, the 15 AW CR staff reviews all work orders, project programming documents, environmental impact analysis requests, and digging permits. They also attend facility boards, design charettes, work order review boards, and design review meetings. This integration results in timely reviews and favorable comments by the Hawai'i State Historic Preservation Office (SHPO). Cultural resource concerns are also taken into account when conducting natural resource restoration or clean-up projects.

A contract partnership enables the 15 AW CRM program to tap into the Inter-Agency Section staff of the Hawai'i SHPO. This unique agreement saves the 15 AW \$80,000 a year over other contracting options and facilitates expedited consultations with the SHPO, in addition to saving labor time for both agencies. Additional cost savings by the 15 AW CR staff involved negotiating a contract with the U.S. Navy to do a traditional cultural places survey on HAFB. Since the Navy was preparing one for Pearl Harbor, which shares a common boundary with HAFB, this saved the Air Force \$150,000 over a separate contract.

Building Preservation Plans & Streetscape Assessment		
Title	Historic Resources Objectives	Mission Objectives
BPP of Selected Historic Homes for HAFB	Specifications for Preservation of 24 museum homes with original interiors	Enables upgrade of other historic houses to new standards
SA	Specifies guidance for residential "Garden City" plan	Enables privatization of HD by providing guidance for bidder
BPP for Non-Residential Buildings at HAFB	Specifies preservation actions for non-residential historic buildings	Enables adaptive reuse of historic buildings for projects (C-17 program)

The 15 AW CRM program developed out of the CRMPs listed in the following table.

HISTORIC BUILDINGS AND STRUCTURES



The C-17 program and housing privatization were able to proceed on schedule with the proactive foresight of the 15 AW CR staff in programming the BPPs and SA. The C-17 program adaptively used three major historic buildings, two of which are within the Hickam Field NHLA. Specifications of preservation actions needed for 24 selected “museum homes” provided a timely cost estimate to privatize historic housing. Likewise, the SA provided information on off-street parking, yard storage, fencing, landscaping, sidewalks, driveways, and street furniture. These early actions prevented the delay of 15 AW major projects by 16 months and avoided associated costs.

HAFB contains the majority of the prominent architectural buildings. Through adaptive use and privatization, the CR staff is preserving Art Deco and Hawaiian Regional architecture. Compatible salvaged materials stored by the 15 AW CR staff will be re-used in 24 homes selected for interior preservation. Utilizing the SA and networking with community planners assures preservation and incorporation of Hickam’s historic plan. A style of fence compatible with the Hickam Field NHLA was used to bolster flightline security.

ARCHAEOLOGICAL RESOURCES AND CURATION

Inventory surveys revealed that the 15 AW’s archaeological resources are unique because they are all located below the present ground surface. The 15 AW CR staff adapted to these special circumstances by anticipating the probability of encountering archaeological sites using information from previous excavations, archival records, oral histories, legends,



and a general knowledge of prehistoric Native Hawaiian habits.

Of 16 archaeological projects completed within FY03-04, three projects yielded previously unknown buried habitation deposits that are eligible for the NRHP. The remaining 13 projects did not find any subsurface sites. Using information from these projects, the CR staff has been updating the archaeological section of the Hickam CRMP, saving 15 AW \$50,000 in contract costs and streamlining consultation with SHPO, Advisory Council on Historic Preservation (ACHP).

Artifacts and other cultural materials are stored in archival quality bags and boxes and are placed within a secured climate controlled vault located within the Environmental Flight on HAFB. The collection is available to academic researchers, teachers, and Native Hawaiians for study. However, access to the collection is controlled by 15 AW CR staff in order to maintain accountability and preservation of the artifacts.

NATIVE HAWAIIAN PROGRAM

In FY03, an enthusiastic command opened HAFB to Native Hawaiian organizations (NHO), so they could perform yearly traditional ritual subsistence ceremonies (makahiki). Since Native Hawaiians are not organized as tribes and are free to form multiple organizations, the CR staff consults with each NHO that comes forward. Utilizing community meetings, field trips, and lectures, the CR staff encourages the Native Hawaiian community to participate in the CR program.

Immediate notification of inadvertent discoveries of burials earned the trust of many NHOs. Accommodations were made to access sites on evenings and weekends to better fit their schedules. Through these consultations, burial protection protocols were established. Whenever possible, burials are preserved in-place at the request of NHOs. If burials need to be exhumed, the 15 AW has a burial platform to re-inter remains on HAFB.

This platform was constructed using traditional building techniques and contains the remains of approximately 100 individuals. Many NHOs lauded the 15 AW CR staff for the platform's respectful upkeep, treatment, and aesthetics. Hawaiian community input was crucial to site a burial platform on BAFS (programmed in FY04 & funded in FY05).

CULTURAL RESOURCES, AWARENESS, EDUCATION, AND COMMUNITY RELATIONS

The 15 AW CR team excels in community relations and in promoting cultural awareness and education through displays, brochures, articles, and briefings for newcomers and facility managers on HAFB. During Earth Day, Historic Preservation week, and by request, the CR staff used displays, led field trips, and gave lectures to educate the general public. With the 15 AW Historian, an interpretive historic tour plan was initiated for HAFB. The CR staff also regularly makes presentations at Neighborhood Board meetings and Restoration Advisory Boards. To promote history, conservation, and reveal how cultural resources are a link to the past, a hands-on learning lecture was developed that allowed students to see and handle artifacts. The CR staff also sponsored an archaeological field class to enhance relationships with the Native Hawaiian community, while providing educational training and awareness.



The CR staff maintains affiliations with archaeologists, architects, and cultural resource managers through memberships in local and national professional organizations. The staff has been asked to speak on historic preservation issues at University of Hawai'i (UH) and has mentored students in archaeology. Presently, 15 AW CR staff are working on a partnership with the UH. This program will allow archaeology students to obtain field experience by working on small AF archaeological projects. The 15 AW will provide oversight and receive a cost reduction of 40% over contracting out.

MISSION AND ENVIRONMENTAL ENHANCEMENT

The 15 AW's primary mission is to support PACAF. To do this, CR staff mitigated and avoided impacts to cultural resources by proactively reviewing projects with base programmers and planners. This allows projects to begin on time and avoids costly mitigation work. These expeditious efforts enhance the ability of the 15 AW to avoid project delays and to accommodate urgent projects. Projects associated with the C-17 Beddown on HAFB are a priority for the 15 AW. An in-house archaeological assessment for this \$105 million project saved the 15 AW \$20,000. In addition, pro-active commissioning of the BPP for non-residential structures enabled an expedited consultation with the Hawai'i SHPO to re-use two facilities.

The residential and non-residential BPPs enable the majority of historic residential interiors to be updated to new Air Force standards to enhance the quality of life for the military, while simultaneously ensuring that historic features are preserved and maintained. The residential BPP will also be instrumental in completing a new PA with the SHPO, ACHP, Historic Hawai'i Foundation (HHF), and National Trust for the \$1.1 billion privatization of all 15 AW historic family housing.

CULTURAL RESOURCE COMPLIANCE

The 15 AW CR staff maintains excellent relationships with the SHPO, ACHP, HHF, and NHOs. The CR staff created a standardized consultation form allowing quick processing. A modified version of this form is used by the Hawai'i SHPO and the Army in Hawai'i is considering using this form as well. To assure mitigation efforts are enforced, the CR staff maintains frequent contact with CRM contractors through phone updates and field checks. 15 AW CR staff provided expertise on shore stabilization at BAFS that will help prevent archaeological sites from eroding. Signs at other sites caution against disturbance while NR plaques were purchased to signify the 24 museum homes on HAFB. Skillful planning by altering project proposals during the earliest planning stages saves the 15 AW time, money, and lessens the impacts to the precious cultural resources found in and around the installation.