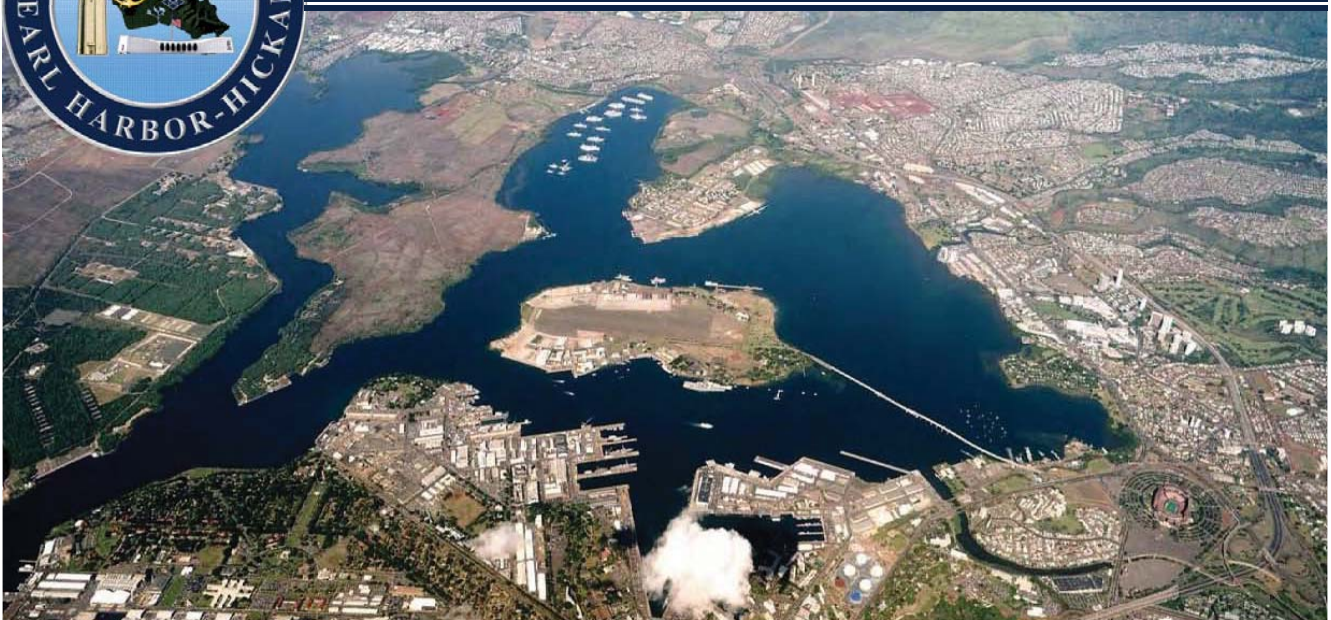




## Joint Base Pearl Harbor - Hickam



### INTRODUCTION

Joint Base Pearl Harbor-Hickam's (JBPHH) rich and diverse history spans the period prior to contact with Western civilization through the early 20th century. Pearl Harbor is known for its role during the buildup of Naval Seapower in the Pacific and as the site of the Japanese attack on December 7, 1941. Designated by the Secretary of the Interiors as a National Historic Landmark (NHL) in 1964, it is widely considered to be among our nation's most significant historic landmarks. The base contains a wealth of significant cultural resources ranging from ancient Hawaiian fishponds to Cold War era intelligence facilities. With such a rich and varied history to uphold and protect, JBPHH is dedicated to delivering comprehensive and efficient cultural resources management while supporting the greater Navy and Air Force mission objectives.

On Oct. 1, 2010, Naval Station Pearl Harbor combined with Hickam Air Force Base to form JBPHH to become one of the world's largest and most significant military bases. Covering 28,000

acres, supporting a population of 84,000 military and civilian personnel, and containing approximately 3,000 historic buildings and sites, the base is home to the Navy's Pacific Fleet and the Air Force's Pacific Air Force. It is comprised of three NHL (Pearl Harbor, CINCPAC Headquarters Building 250, and Hickam Field NHLs) and several other listed or eligible historic districts.

In order to achieve a balance between mission demands and its stewardship responsibilities, the Cultural Resources Management (CRM) office at JBPHH has focused on successful partnering and teamwork, integration into the planning and work management system processes, and the implementation of CRM best practices. The result is a balanced approach that supports mission objectives while being responsive to support the continued stewardship and interpretation of the installation's importance in our nation's heritage.

## **BACKGROUND**

The Cultural Resources Management effort at JBPHH is characterized by a strong teamwork ethic which has solidified its partnerships with the Navy, Air Force, and more than 120 other major Department of Defense (DoD) tenant commands operating within the installation. The CRM office has supported the timely review and execution of approximately 524 projects over the past two years.

In October 2012, the NEPA and Historic Preservation divisions of the CRM Office relocated to the Operations Command building to better support the integrated work management system between the Operations, Capital Improvements, and Asset Management Departments. The close physical proximity of these teams has facilitated improved lines of communication and the CRM office's proactive support of the Command's process improvement initiatives have contributed to the successful award of \$128 million in JBPHH's centrally funded FY13 projects.

The CRM office's reliance on the efficient network of CRM tools and best practices including programmatic agreements, planning documents, and design guidelines have effectively streamlined the preservation process and promoted its further integration into all phases of acquisition and facilities management.

### **Programmatic Agreements**

The use of Programmatic Agreements (PA) by the CRM office continues to be a highly successful and effective tool to facilitate the timely execution of mission-driven projects in compliance with the National Historic Preservation Act. Several of JBPHH's project-specific PAs have been useful to support Section 106 compliance for large, complex, and controversial undertakings involving many parties and for phased undertakings whose effects cannot be determined at

the early stages of planning. Project-specific PAs for current undertakings include the Kalaeloa Renewable Energy Park PA, Ford Island Master Development Plan PA, and the Honolulu High-Capacity Transit Corridor Project PA.

The CRM office's successful implementation of these project-specific PAs allowed JBPHH, PA signatories, and consulting parties to agree upon and establish timeframes, execute expedited procedures for review and dispute resolution, provide cost-effective procedures for discoveries, and establish a process tailored to the exact nature and requirements of the particular undertaking.

The 2003 PA for Navy Undertakings in Hawaii was amended and restated in July of 2012 to include the former Hickam Air Force Base in addition to those areas under its Area of Responsibility (AOR). The 2012 PA AOR now includes the former Hickam Air Force Base, JBPHH, Pearl Harbor Naval Shipyard and Intermediate Maintenance Facility (PHNSY& IMF), Outlying Oahu Installations, and the Pacific Missile Range Facility at Barking Sands, Kauai. The PA was amended in consultation with the State of Hawaii Historic Preservation Officer (SHPO) and other historic partners including the Advisory Council on Historic Preservation (ACHP), the National Park Service (NPS), the Office of Hawaiian Affairs (OHA), the National Trust for Historic Preservation (NTHP), Historic Hawaii Foundation (HHF), Oahu Council of Hawaiian Civic Clubs (OCHCC), Outdoor Circle, and USS Missouri Memorial Association.

Considering that the average SHPO review period per Section 106 Consultation requires 30 days, the implementation of the 2012 PA has resulted in shortened time for project reviews, which saved an estimated 11,060 manhours and \$1.1 million over the past two years.

## **Installation Master Planning: Cultural Resources Planning and Design Initiatives**

### ***JBPHH Area Development Plans/Installation Master Plan:***

In May 2012, the DoD published a new Unified Facilities Criteria (UFC) for Installation Master Planning (UFC 2-100- 01) that for the first time focused on sustainable strategies of planning. The new UFC marks a fundamental change in the way the DoD approaches master planning for the establishment of a worldwide planning program that includes guiding policy, education, training and metrics.

JBPHH was one of several installations that undertook the effort and is the first Joint Base to complete a master plan based on the new UFC. Completed in August 2013, the two year-long collaborative endeavor between JBPHH and tenant commands produced a sustainable planning document to guide and shape development across the entire installation, to include the outlying annexes.

A primary goal for the master plan is to optimize base operating support to the Fleet (both Naval and Air), the War Fighter, and the Family. This master planning approach supports a holistic view from District Planning to Area Development Plans (ADP) to community based planning which provides a framework for JBPHH to deliver balanced, sequenced, sustainable, and agile services across the entire spectrum of base operating support.

In addition to its alignment with the UFC, the JBPHH Master Plan supports current Executive Orders, the Unified Facility Criteria on Installation Master Planning, national defense strategic rebalancing initiative and DoD policy. The plan also captures industry best practices and standards in environmental/sustainable design, and energy management/security by supporting

the construction of high-performance, state-of-the-art buildings in sustainable locations.

The CRM office acted in a key role throughout the planning process to support JBPHH's goals while maintaining the installation's visible and rich historical character. The CRM office took a lead role within the process to educate stakeholders for their integration of historic preservation concerns into project planning.

The CRM office provided guidance for potential development opportunities including reuse and rehabilitation and identified constraints through historic character analysis mapping for each ADP. This mapping will form the basis for the JBPHH planners' integration and consideration of each area's historical character defining features and cultural landscape into the planning of projects.

JPBHH's master planning initiative aligns with Section 106 guidance for consideration of alternatives to avoid and minimize adverse effects on historic properties, to consider undertakings from a holistic approach, and to engage in early consul-



*An illustrative map from the JBPHH Installation Master Plan showing the long range development plan for the installation.*

tation. The CRM office initiated early consultation with the SHPO and historic partners from the on-set of the planning process commencing with the ADPs.

The CRM office is currently working with the JBPHH planning team to collaboratively develop a formalized project planning process that steps the ADPs and master plan through the next appropriate levels of refinement from project scope validation through Department of Defense Form 1391 development, and project execution. Projected for FY14 completion, the CRM office will be developing and consulting on a procedural programmatic agreement to streamline the Section 106 process for the implementation of projects identified in the ADPs and JBPHH's Installation Master Plan based on this project planning process model.

## **PROGRAM SUMMARY**

The CRM office has proactively sought opportunities to increase efficiencies and reduce costs through the development of planning and database tools; enhancing the functionality of its Integrated Cultural Resources Management Plan (ICRMP); and initiating process improvements in support of a robust and streamlined stewardship program at JBPHH.

### **Integrated Cultural Resource Database (ICRDB)**

One of the CRM office's key program initiatives has been to develop an efficient and cost-effective database management tool necessary to properly manage the historical assets within the Pearl Harbor NHL, Navy's outlying areas, and Hickam Air Force Base. The design of the ICRDB was completed in December 2012.

Project goals were to provide the access to valuable current and archival data relating to Pearl Harbor's designation as an NHL in 1978 and other historic

resources, and for the Cold War period; and the data management framework for data cataloging, access, and information retrieval and storage of existing and archival files in support of the JBPHH's Cultural Resources program.

The ICRDB supports the formalization of processes that will streamline the review of proposed undertakings. The database supports documentation that the stipulations of the installation's PAs were met including the yearly reporting on the reviewed undertakings and determinations. The design of the database's user interface facilitates tracking and managing the projects and the efficient retrieval of the documentation that support consultations and PA reviews in the future.

The ICRDB was also created to leverage existing Navy enterprise tools such as Internet Naval Facilities Assets Data Store (iNFADS), GeoReadiness Explorer (GRX), and the Regional Planfile Viewer (RPV) for an integrated access to cultural resource documents by the broader JBPHH community. This access serves to support the various project proponents' understanding of the preservation concerns for the management of the JBPHH's historic properties. The long-range impact of this database will be to improve the support for preservation efforts within the Navy's Hawaii installations.

This database is the latest technological innovation in the Navy's kit of preservation tools developed in the five decades since the establishment of the Pearl Harbor Naval Base NHL.

### **Integrated Cultural Resources Management Plan Update**

Efforts are underway to update the 2008 JBPHH ICRMP to be completed in September 2015. The ICRMP will be aligned with Navy guidance. The CRM office has also implemented several new initiatives to further build efficiencies and

achieve optimum value from this update effort. These include the utilization of a pilot work plan for the Ford Island Historic Management Zone and the enhancement of the Section 110 historic facility reports database for its integration into the ICRDB. A key enhancement to the Section 110 reports will be the ability for the CRM office to update treatment recommendations and Section 106 and PA stipulations during the project archival process with links to facility-specific details, photos, aerials, and as-built drawings.

## **ACCOMPLISHMENTS**

### **Successful Section 106 Consultations**

The CRM office successfully navigated and completed several contentious Section 106 consultations in the past two years resulting in ‘win-win’ outcomes both supporting mission goals and fulfilling JBPHH’s responsibilities to meet its environmental and historic preservation compliance requirements. These include military construction projects for new construction within the Shipyard and Ford Island historic management zones; rehabilitation projects of highly significant historic structures in the Shipyard, Submarine Base, and Ford Island; and large-scale solar PV projects at Waipio Peninsula and Kalaeloa.

### **Local and National Recognition/Awards**

The JBPHH and CRM office received ten preservation honor awards for work completed between 2012 and 2013 from Historic Hawai’i Foundation in recognition of its valuable and consistent stewardship of the JBPHH’s historic assets. The descriptions of projects are summarized below:

#### ***2012 -2013 Historic Hawaii Foundation Preservation Honor Awards***

*Interpretative Historical Documentation/Educational:*

**Pearl Harbor Wayside Exhibits:** Exhibits at key historical locations throughout the JBPHH installation to inform and educate using powerful visuals and concise text to capture the rich history of the US Navy at Pearl Harbor.

**Lualualei Radio Transmitting Facility Video Documentary:** Mitigation for the FY10 Footprint Reduction Program, this video documentary was recognized for its educational value to the public that highlights the history and role of the Navy’s radio antennae facility in the early 20th century up to the end of the Cold War.

**Building 1102:** Comprehensive study that identified the locations of all damage inflicted during the Japanese attack that are still present on the exterior and interior of this former barracks building.

**Wake Island Historic Landscapes Survey:** Historical report documenting the cultural resources and evolution of changes to the pre-war and WWII cultural landscape, with a focus on the establishment of the Pan American Airways seaplane base in 1935 and the U.S. Navy base construction and Japanese occupations of the atoll throughout WWII.

#### *Cultural Resources Program Initiatives:*

**Historic Assets Management Process (HAMP):** Is a cultural resources management process based on the NPS’s established cultural landscape assessment protocols for early consideration of historic resources in the facility and installation planning process.

**Wooden Structures Repair Manual and Training:** Is a building-specific maintenance manual and general design reference guide for the rehabilitation of JBPHH’s historic wooden buildings in support of project execution by CRM, design, and construction management teams.



*Photographs of the renovated Hickam Fitness Center (left) and the newly constructed MILCON P-307 Production Support Services Facility (right). Both projects were recognized with local preservation honor awards.*

*Rehabilitation/New Construction:*

Ford Island Control Tower: Significant stabilization of the Tower, including lead paint abatement, sandblasting, steel replacement, and application of high performance paint.

Hickam Field Entry Gates: Rehabilitation of the Art Deco Hickam Field Entry Gates sought to restore the exterior appearance of the entry gates leading to Hickam Field as they were originally designed in 1937.

Hickam Non-Select Historic Homes: Rehabilitation project for historic homes at Hickam Field consisting of preservation and rehabilitation of 89 units. Structurally safe, historically restored, newly insulated, with additional or improved living space make these homes ready for military families to enjoy for many more decades, and a national historic community is preserved for the future.

MILCON P-307 Construction of the new Production Support Services Facility in the Pearl Harbor Naval Shipyard: New construction for a permanent waterfront facility for production

personnel working on ships undergoing major maintenance at the Dry Docks. The successful Section 106 consultation was cited for the 'win-win' outcome for compatible new construction within the Pearl Harbor NHL.

***2012 Building Industry Association Renaissance Award***

Hickam Fitness Center Renovation & Alterations Phase 1: Outstanding example of Design-Build Public Works project for the modernization of this historic fitness facility that successfully incorporated base requirements with historic preservation concerns.

**Energy Conservation and Alternative Energy**

The CRM office has actively supported and facilitated the reviews and execution of the CNIC Energy projects through FY13. The CRM office has effectively partnered with the JBPHH Energy Team for the early identification of alternatives and solutions that have supported and streamlined the review process for their timely award of contracts.

## COMMUNITY OUTREACH AND PARTNERSHIPS

### Building Partnerships

A significant component of the CRM office's support to JBPHH is the sustainment of its relationships with its partners, both within and outside of the installation. Key successes include partnerships with the Pearl Harbor Naval Shipyard (PHNSY) that have advanced the construction of two projects under its Facilities Modernization Plan for the rehabilitation of Building 1's basement and newly completed MCON P-307 Production Support Services Facility at Drydock 1. The CRM office played a key role to reach a satisfactory agreement between the PHNSY and the Navy's historic partners during the design phase of the Section 106 consultation for the MCON P-320 Submarine Production Support Facility project.

The CRM office continues to engage the support of SHPO and its other historic partners through a responsible CRM program that supports transparency and accountability while building

efficiencies to accomplish mission goals through program initiatives such as the ADP project planning processes. The CRM office continues to provide substantial support to facilitate the JBPHH's current roles and responsibilities between the Navy and its historic partners for the Honolulu Rail Transit and Kalaeloa projects.

### Working with Native Hawaiian Groups

#### *The Makahiki*

The Makahiki, known as a "Hawaiian Thanksgiving," provides an annual opportunity for military families to appreciate and learn more about the culture and history of Hawaii. The joint event between Hawaiian civic clubs and JBPHH started in 2011. The event which takes place on the JBPHH installation's Hickam Harbor Beach symbolizes JBPHH's long history of its successful partnership and relationship with Native Hawaiian groups including OHA, OCHCC and the Oahu Burial Council. The installation leadership regards these types of events as very personal interactions of native Hawaiian culture and military culture that makes the partnership between the two stronger.



*A scene from the 2012 Makahiki, a joint event between Native Hawaiian civic clubs and the installation.*