

COLD WAR NEEDS ASSESSMENT

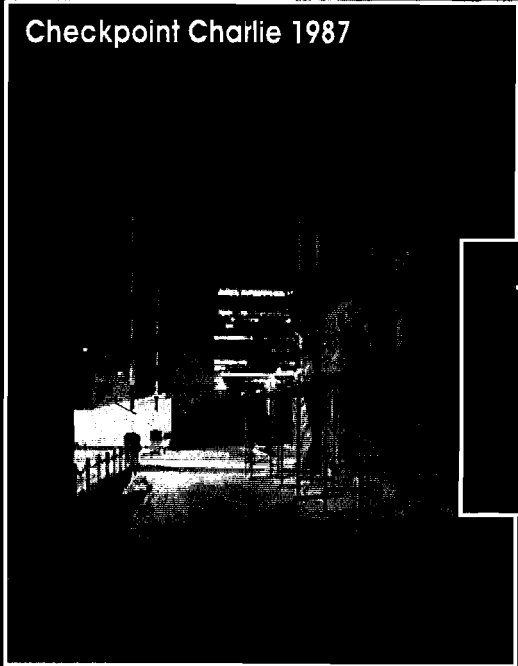
A Legacy Project

The Fall of the Berlin Wall 1989

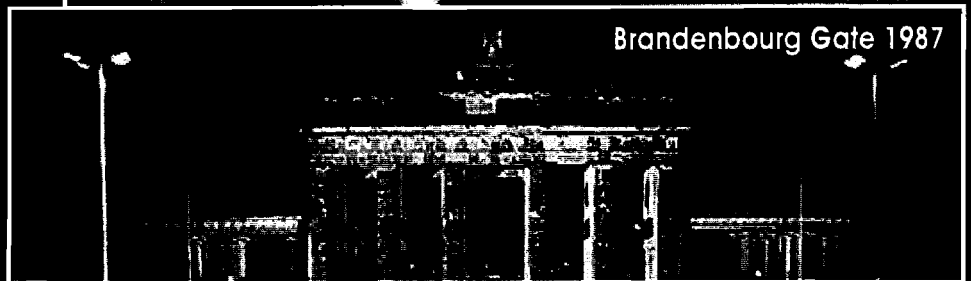
Legacy 98-1754



Checkpoint Charlie 1987



Brandenburg Gate 1987



September 2000

TABLE OF CONTENTS

	<u>Page</u>
1.0 INTRODUCTION	1-1
2.0 BACKGROUND	2-1
2.1 HISTORICAL PERSPECTIVE	2-1
2.2 CLASSIFIED INFORMATION.....	2-1
2.3 POLITICAL PERSPECTIVE	2-2
2.4 PHILOSOPHICAL PERSPECTIVE.....	2-2
3.0 PROPOSED METHODOLOGY FOR EVALUATION.....	3-1
4.0 ANALYSIS OF STUDIES	4-1
4.1 GRAND FORKS AIR FORCE BASE, GRAND FORKS, NORTH DAKOTA, INVENTORY OF COLD WAR PROPERTIES	4-1
4.1.1 Assessment of the Study	4-1
4.1.2 Outcome of the Process	4-4
4.1.3 Evaluation of the Study	4-4
4.2 CULTURAL RESOURCES STUDY AND ARCHITECTURAL HISTORY EVALUATION, LORING AIR FORCE BASE, LIMESTONE, AROOSTOOK COUNTY, MAINE	4-4
4.2.1 Assessment of the Study	4-4
4.2.2 Outcome of the Process	4-6
4.2.3 Evaluation of the Study	4-6
4.3 COLD WAR PROPERTIES EVALUATION, PHASES I, II, AND III, AT VANDENBURG AIR FORCE BASE, CALIFORNIA.....	4-6
4.3.1 Assessment of the Study	4-7
4.3.2 Outcome of the Process	4-8
4.3.3 Evaluation of the Study	4-8
4.4 HISTORIC EVALUATION OF THE PEACEKEEPER RAIL GARRISON TEST, IGLOO AND RAIL GARRISON LAUNCH SITE, SAN ANTONIO TERRACE, VANDENBURG AIR FORCE BASE, CALIFORNIA.....	4-9
4.4.1 Assessment of the Study	4-9
4.4.2 Outcome of the Process	4-10
4.4.3 Evaluation of the Study	4-10
4.5 HISTORIC BUILDING INVENTORY AND EVALUATION OF AIR FORCE PLANT 6, MARIETTA, GEORGIA	4-11
4.5.1 Assessment of the Study	4-11
4.5.2 Outcome of the Process	4-12
4.5.3 Evaluation of the Study	4-12
4.6 DETERMINATION OF ELIGIBILITY, BUILDING 602, RICHARDS-GEBAUR AIR FORCE BASE, MISSOURI	4-13
4.6.1 Assessment of the Study	4-13
4.6.2 Outcome of the Process	4-14
4.6.3 Evaluation of the Study	4-14
4.7 ARCHITECTURAL SURVEY AND EVALUATION, LEXINGTON BLUE GRASS ARMY DEPOT, BOURBON AND FAYETTE COUNTIES, KENTUCKY.....	4-15
4.7.1 Assessment of the Study	4-15
4.7.2 Outcome of the Process	4-16
4.7.3 Evaluation of the Study	4-16

TABLE OF CONTENTS
(Continued)

		<u>Page</u>
4.8	INTENSIVE SURVEY OF HISTORIC PROPERTIES, NAVAL AIR FACILITY, DETROIT, MICHIGAN	4-16
4.8.1	Assessment of the Study	4-17
4.8.2	Outcome of the Process	4-18
4.8.3	Evaluation of the Study	4-18
4.9	DETERMINATION OF ELIGIBILITY, NATIONAL REGISTER OF HISTORIC PLACES NAVY UNDERWATER SOUND REFERENCE LABORATORY, ORLANDO, FLORIDA.....	4-18
4.9.1	Assessment of the Study	4-18
4.9.2	Outcome of the Process	4-20
4.9.3	Evaluation of the Study	4-20
4.10	INTENSIVE SURVEY OF HISTORIC PROPERTIES NAVAL AIR STATION, GLENVIEW, ILLINOIS	4-20
4.10.1	Assessment of the Study	4-20
4.10.2	Outcome of the Process	4-22
4.10.3	Evaluation of the Study	4-22
4.11	HISTORIC SURVEY OF COLD WAR-ERA PROPERTIES AT THE UNITED STATES ARMY KWAJALEIN ATOLL (USAKA)	4-22
4.11.1	Assessment of the Study	4-22
4.11.2	Outcome of the Process	4-23
4.11.3	Evaluation of the Study	4-24
5.0	SUMMARIES OF HISTORIC CONTEXT STATEMENTS	5-1
6.0	RECOMMENDATIONS FOR IMPROVING EVALUATION OF COLD WAR PROPERTIES.....	6-1

LIST OF TABLES

	<u>Table</u>		
4-1	Assessment Summary.....		4-2

1.0 INTRODUCTION

1
2
3
4 Since 1993, the U.S. Department of the Air Force (Air Force) and other Department of Defense (DOD)
5 services have been evaluating facilities at military installations to determine their eligibility for inclusion in
6 the National Register of Historic Places (National Register) under the Cold War historic context. The
7 studies have been conducted under Sections 106, 110, and 111 of the National Historic Preservation Act,
8 as amended, and have been prepared by either government agency staff or private consultants to DOD.
9

10 To date, the evaluations and their accompanying recommendations have been received by regulatory
11 agencies, most notably State Historic Preservation Officers (SHPOs) and the Advisory Council on Historic
12 Preservation (Council), with mixed success for the following reasons:
13

- 14 • The Cold War has only recently been recognized as a historic context; many elements of that
15 context (e.g., significant historical military events, military concepts and missions, persons)
16 are not yet well defined or understood.
- 17
- 18 • There is no uniform, industry-accepted method or guidance for evaluating Cold War
19 properties.
20
- 21 • The application of "exceptional importance," particularly as it relates to national versus state
22 or local significance, is problematic.
23

24 Due to the inherent difficulties of the evaluation processes undertaken to date and the inconsistent
25 methods by which the processes have been applied or reviewed, a number of studies have been rejected
26 by the regulating agencies. As a result, many DOD properties may have been inaccurately determined
27 eligible for listing in the National Register.
28

29 In an effort to improve the evaluation process, the Air Force Center for Environmental Excellence
30 (AFCEE), Consultant Division, submitted a grant proposal to the Legacy Resource Management Program
31 in 1998 for development of an agency-wide DOD framework for evaluating Cold War properties. The
32 Legacy Program was established under the Defense Appropriations Act of 1990 as a means for DOD to
33 determine "how to better integrate the conservation of.... cultural...resources with the dynamic
34 requirements of the military mission." The bill established nine legislative purposes, including "to
35 inventory, protect and conserve the physical and literary property and relics of the Department of
36 Defense....connected with the origins and development of the Cold War." The grant was awarded, and
37 this document is a part of that framework development. The assessment provided herein includes a
38 review of the methods used in 11 completed interservice Cold War building and structure evaluations (Air
39 Force, Navy, and Army). Along with other studies currently being conducted (e.g., preparation of a
40 comprehensive Cold War historic context), this document will support the ongoing development and
41 refinement of the Air Force's guidance for the evaluation of Cold War resources.

1 **2.0 BACKGROUND**

2
3
4 The Cold War consisted of a series of international military, diplomatic, and political events that occurred
5 over the 43-year period from 1946 to 1989. Often referred to as “the era of superpower confrontation,”
6 this period in history permeated popular culture, both here and abroad, shaping the lives and domestic
7 and international expectations of millions of Americans.
8

9 At the end of the War (most often associated with the fall of the Berlin Wall in 1989), America, in particular
10 its military services, was faced with an enormous wealth of Cold War-related material remains. Taking the
11 lead for the stewardship of these remains, DOD initiated an effort to inventory, protect, and conserve
12 physical and literary property and relics connected with the origins and development of the Cold War. This
13 effort, named the Cold War History Project, was undertaken by a group of professionals that included
14 historians, archivists, preservationists, archaeologists, and other cultural and natural resources specialists.
15 Four of the most challenging concerns faced by the project team are described in Sections 2.1 through 2.4
16 of this document. Although these issues have become less formidable since project initiation, the focus of
17 each still plagues the determination of eligibility process and is likely the underlying reason for
18 inconsistencies in the approaches used and the acceptance of findings.
19

20 **2.1 HISTORICAL PERSPECTIVE**

21
22 Among the difficulties encountered in the evaluation process is an incomplete historical perspective. This
23 is largely due to the short time period that has passed since the end of the Cold War, which has hampered
24 the ability of historians to produce the necessary comprehensive historic contexts within which to evaluate
25 material remains. Great strides have been made in the last few years; however, the volume of historical
26 information available, and the number of possible subcontexts at each individual military site, can make
27 document preparation a daunting undertaking. A further complication is the web of state and local
28 contexts that frequently become entangled with national-level perspectives. Furthermore, the
29 contemporary nature of the Cold War raises a further concern: whether the evaluator and agency will
30 have adequate time for judging the significance of events and their associated artifacts. In other words,
31 the question remains: Are we too close to the events of the recent past to evaluate components in the
32 overall context of global or national history? The National Register ordinarily precludes listing properties
33 that have achieved significance within the past 50 years specifically for that reason.
34

35 **2.2 CLASSIFIED INFORMATION**

36
37 The proximity of Cold War events to current history has resulted in a relationship that is at best strained,
38 and at worst ineffectual, between the government’s need to maintain secrecy and the public’s or agency’s
39 need for information sufficient to determine a property’s historic significance. Vast bodies of historical
40 information about missions and their associated locations (e.g., intelligence activities, surveillance
41 techniques, equipment) remain classified; some of this information is essential to understanding a
42 property’s relationship to a historic context. Inability to access this information creates an insurmountable
43 barrier for the researcher. Because of the delay in declassification efforts, this problem is not likely to be
44 resolved in the near future.
45

46 In addition to classified government data, there is also a considerable amount of Cold War design,
47 production, and testing information generated by government contractors. Many of these records remain
48 in the hands of those contractors and are considered proprietary information. As such, it is impossible to
49 predict or anticipate the extent of this limitation and its impact on the assessment of resources.

1 **2.3 POLITICAL PERSPECTIVE**

2
3 The effects of various treaties on strategic weapons systems and their tangible remains affect the type
4 and number of properties eligible for listing in the National Register. Some arms limitation treaties have
5 called for specific numbers of military weapons to be preserved as historical objects, while others have
6 simply focused on selecting the types of tangible materials to be destroyed. The 1988 Protocol on
7 Procedures Governing the Elimination of the Missile Systems Subject to the Treaty Between the USA and
8 the USSR on the Elimination of their Intermediate-Range and Shorter-Range Missiles (27 I.L.M. 183
9 [1988]) is such an example; it addresses the maximum number of objects to be preserved as static
10 displays. The following points reflect this protocol:

- 11
- 12 • The Parties shall have the right to eliminate missiles, launch canisters and launchers, as well
13 as training missiles, training launch canisters and training launchers... by placing them on
14 static display. Each Party shall be limited to a total of 15 missiles, 15 launch canisters and
15 15 launchers on such static display.
 - 16
 - 17 • Prior to being placed on static display, a missile, launch canister or launcher shall be rendered
18 unusable for purposes inconsistent with the Treaty. Missile propellant shall be removed and
19 erector-launcher mechanisms shall be rendered inoperative.
 - 20
 - 21 • The Party possessing a missile, launch canister or launcher, as well as a training missile,
22 training launch canister or training launcher that is to be eliminated by placing it on static
23 display shall provide the other Party with the place-name and coordinates of the location at
24 which such a missile, launch canister or launcher is to be on static display, as well as the
25 location at which the on-site inspection... may take place.
 - 26
 - 27 • Each Party shall have the right to conduct an on-site inspection of such a missile, launch
28 canister or launcher within 60 days of receipt of the notification.
 - 29
 - 30 • Elimination of a missile, launch canister or launcher, as well as a training missile, training
31 launch canister or training launcher, by placing it on static display shall be considered to have
32 been completed upon completion of the procedures required.
 - 33

34 **2.4 PHILOSOPHICAL PERSPECTIVE**

35
36 Of all the difficulties encountered in the evaluation process, philosophical perspective may well be the
37 most challenging. This is because the process of identifying and determining the significance of physical
38 remains is inevitably shaped by the personal views of those charged with making the determination. Cold
39 War political and philosophical perspectives (and disagreements) are very likely to affect the selection,
40 documentation, preservation, and interpretation of extant cultural remains. However, subjectivity is a
41 factor in all evaluations of eligibility to the National Register, as well as in general interpretations of history.

3.0 PROPOSED METHODOLOGY FOR EVALUATION

This document analyzes the methodology currently used to evaluate DOD Cold War buildings, structures, and objects at various locations across the United States. For this purpose, three broad categories of evaluation guidance that encompass 14 individual standards were considered. These standards are based on existing historic preservation guidance, as well as the extensive professional experience of the authors of this document, in preparation and review of historic property inventories and evaluations. The standards were assessed against the approaches used in the documents reviewed in Chapter 4.0; the strengths and weaknesses of each were summarized in text and tabular format. When available, draft versions of documents (as opposed to final iterations that had been through agency or regulator changes) were utilized for this assessment. The rationale for using draft documents was to ensure that underlying reasons for acceptance or rejection of the findings or determinations could be ascertained.

A ranking score of 1, 2, or 3, with 3 being the most thorough treatment of the process, was assigned to each standard. The scores were then averaged to determine the overall thoroughness of each study.

The scores and their respective rankings are as follows:

- This standard is not addressed.
- This standard is partially addressed.
- This standard is fully addressed.

1 **I. Application of National Park Service Guidance**

2
3 *National Register Bulletin 15* states that "a historic property can be judged and explained only when it is
4 evaluated within its historic context." Historic context (context) is defined as "an organizing structure for
5 interpreting history that groups information about historic properties that share a common theme, common
6 geographical areas, and a common time period." The premise is that resources, properties, or events in
7 history do not occur in a vacuum, but rather are part of larger trends or patterns.

8
9 Contexts are found at a variety of levels (e.g., neighborhood, community [local], state, national) and
10 establish the framework from which decisions about the significance of properties can be made. In
11 addition, properties can be significant within more than one context.

12
13 **National, State, or Local Historic Contexts (Standard #1)**

14
15 **Rationale:** Preparation of the historic context requires an understanding of the significance of
16 both the broad and specific historical events and persons associated with a property or
17 installation and how those events and persons are associated with the properties being
18 evaluated. This understanding must be appreciated and understood by both the investigator
19 and the reviewer.

20
21 Since 1991, when application of the Cold War historic context by federal agencies became
22 prevalent, a number of broad, national-level historic contexts have been prepared. Among
23 others, these include comprehensive general Cold War contexts prepared by the U.S. Navy and
24 Air Force, as well as specific contexts relating to a variety of subjects—guided missile,
25 communications, and radar systems and defense production during the Cold War. These
26 contexts have been prepared by both government and privately contracted historians.

27
28 However, to meet the criteria of "exceptional importance" required for properties less than
29 50 years in age, temporal associations with these broad contexts is not enough. As a result,
30 additional, more focused historical research is always required for each property or installation
31 being evaluated. The additional research ensures that properties are considered within the
32 broadest possible range of contexts, an element of the process that is particularly important in
33 cases where there are highly specialized missions, or where state or local associations are
34 present and public sentiment and emotion may be involved. In the case of the latter, some
35 military installations (in particular remote facilities) are often inextricably tied to a community and
36 its economy; however, this is not necessarily a historically significant relationship.

37
38 In addition, since Cold War historic evaluations were initiated in the early 1990s, the focus of
39 historic context development has been at the national level, due primarily to DOD guidance.
40 While that approach has considerable logic, its results have met with mixed success; a number
41 of reports have been rejected by reviewing agencies for their non- (or under-) consideration of
42 local or state-level contexts and associations. It would appear that consideration of state and
43 local impacts is primarily encouraged by agencies in states with few Cold War resources, while
44 state offices reviewing numerous Cold War facilities appear to consider only national
45 significance in the context of the history of the Cold War.

46
47 **Architecture and Design (Standard #2)**

48
49 **Rationale:** Military landscapes typically comprise an accumulation of facility types that reflect
50 the mission of the installation or its ancillary functions. Installations with similar functions often

1 display similar layout and design. Except in rare cases where regional architectural or
2 construction requirements have influenced the characteristics of standard facilities and designs,
3 military facilities are typically utilitarian and utilize clean, uncomplicated forms; high architectural
4 styles are more often the exception, rather than the rule. In addition, many military facilities are
5 constructed using standardized designs that can be found on American military installations
6 worldwide. Evaluators unfamiliar with military architecture in its varied forms and design may
7 misinterpret the significance of features or over-, or under-emphasize designs and site
8 characteristics that are either common or unique to military real estate. This is particularly true
9 for Cold War-era properties, which were often simple utilitarian buildings and structures, yet
10 may employ unique engineering systems or features designed to meet a specific mission
11 objective.

12
13 The Air Defense Command (ADC) complex and Semi-Automated Ground Environment (SAGE)
14 building at K. I. Sawyer AFB is such an example. The Historic Building Inventory and Evaluation
15 (HBIE) stated: "The ADC mission was carried out at approximately 50 other installations in the
16 United States and Canada. There is, therefore, no evidence that demonstrates the ADC activity
17 at this base contributed significantly more to the Cold War effort than those activities performed
18 elsewhere." However, this study does not address the external architectural aspects of the
19 SAGE building as being a specialized structure designed specifically to house the electronics of
20 one of the first computer-linked early warning radar systems. These systems directly supported
21 the Cold War early detection mission, which would allow as much time as possible for retaliation
22 against Soviet bomber attack.

23 24 **Universe of Properties (Standard #3)**

25
26 **Rationale:** Evaluations often subjectively eliminate or include those elements of a military
27 landscape that the community or regulating agency views as important (or not important) to the
28 significance of the property. This typically involves infrastructure features (e.g., power plants,
29 substations, small utility vaults) but may also extend to properties with mundane functions (e.g.,
30 storage buildings, entry/exit features). Omissions of critical elements, or the inclusion of
31 unimportant features, can prolong the review process and/or give reviewers cause for concern
32 over the thoroughness of the evaluation. Air Force guidance has stipulated that exceptionally
33 significant properties are those associated with operational missions and equipment of
34 "unmistakable" national importance and having a direct, and not merely temporal, Cold War
35 relationship. Furthermore, such buildings and structures as family housing, Base Officers'
36 Quarters (BOQs), base exchanges, administrative buildings, garages, motor pools,
37 maintenance shops, and treatment plants were to be excluded from consideration.

38
39 The final decision of whether or not to include such ancillary features has been subjective.

40 41 **National Park Service Criteria for Significance A through D (Standard #4)**

42
43 **Rationale:** Potentially significant Cold War properties must meet the general requirements for
44 National Register eligibility, as well as the "exceptional importance" Criteria Consideration G.
45 Sometimes, reports are so focused on the latter that they do not adequately consider or make
46 defensible arguments for the former. Following is a brief description of National Register
47 Criteria A through D (National Register, Bulletin 22).
48

1 **Criterion A** - Properties that are associated with events that have made a significant
2 contribution to the broad patterns of our history.
3

4 A property can be associated with either (or both) of two types of events: (1) a specific event
5 marking an important moment in American prehistory or history; or (2) a pattern of events or a
6 historic trend that made a significant contribution to the development of a community, state, or
7 nation. The property must have existed at the time of the event, or pattern of events, and must
8 have been associated with those events. In addition, mere association with historic events or
9 trends is not sufficient; the property's specific association must be considered important, as
10 well.
11

12 Examples of properties that may be qualified under Criterion A include:
13

- 14 • Cold War-Era Historic District, Hanford Site, Washington - significant for its role in
15 plutonium production in support of military missions during the Cold War.
16
- 17 • Launch Complex 39, Kennedy Space Center, Florida - one of National Aeronautics and
18 Space Administration's (NASA's) missile launch complexes that is significant for its role
19 in lunar landings and since modified for space shuttle operations.
20

21 **Criterion B** - Properties that are associated with the lives of persons significant in our past.
22

23 "Persons significant in our past" refers to individuals whose activities are demonstrably
24 significant within a local, state, or national historic context. A property is not eligible if its only
25 justification for significance is that it was owned or used by a person who is a member of an
26 identifiable profession, class, or social or ethnic group. It must be shown that the person gained
27 importance within the profession or group and that the property is associated with the time
28 period when the individual achieved significance.
29

30 Examples of properties that may be qualified under Criterion B include:
31

- 32 • Los Alamos National Laboratory, for its association with Julius Robert Oppenheimer,
33 the Manhattan Project, and the first atomic bomb, which was the genesis of nuclear
34 weapons, leading to the more sophisticated thermonuclear bombs of the Cold War era.
35
- 36 • Redstone Arsenal, for its association with Werner Von Braun and development of the
37 hardware (launch vehicles) used in the U.S. Space Program, as well as for pioneering
38 the development of intercontinental ballistic missiles (ICBMs).
39

40 **Criterion C** - Properties that embody the distinctive characteristics of a type, period, or
41 method of construction or that represent the work of a master, or that possess
42 high artistic values, or that represent a significant and distinguishable entity
43 whose components may lack individual distinction. Features of this criterion are
44 further delineated as follows:
45

46 "Properties that embody the distinctive characteristics of a type, period, or method of
47 construction" refers to the way in which a property was conceived, designed, or fabricated by a
48 people or culture and is the portion of Criterion C under which most properties are eligible; it
49 encompasses all architectural styles and construction practices. A property is not eligible under

1 Criterion C as a one-of-a-kind property unless it demonstrates significance within the historic
2 context as well.

3
4 "Properties that represent the work of a master." A "master" is defined as "one who has
5 achieved greatness in a particular field of design or construction, a skilled craftsman, or an
6 anonymous artisan whose work is distinguishable from others by its characteristic style or
7 quality." A property is not eligible just because a prominent architect designed it.
8

9 "Properties that possess high artistic values." A property is eligible for its high artistic values if it
10 articulates a particular concept of design that expresses an aesthetic ideal and does so more
11 fully than other properties of a similar type.
12

13 "Properties that represent a significant and distinguishable entity whose components may lack
14 individual distinction." This requirement is specific to historic districts.
15

16 Most Cold War-era buildings were designed for location, nuclear survivability (hardened
17 facilities), and high security. Thus, few buildings and structures were designed by masters as
18 expressions of high architectural or artistic merit. Rather, they were mundane and utilitarian,
19 designed to blend in with their environments, and were often achievements of engineering and
20 technology.
21

22 Examples of properties that may be qualified under Criterion C include:
23

- 24 • Air Force Academy, Colorado Springs, Colorado, a rare example of the work of a
25 master—Walter Netsch. Built during the second decade of the Cold War, the U.S. Air
26 Force Academy (USAFA) served as the primary educational training facility for Air
27 Force officers/pilots and was a bastion of Strategic Air Command (SAC)/ADC doctrine.
28
- 29 • Buildings and structures associated with the Distant Early Warning System (DEW) were
30 designed to accomplish the Cold War mission in the harsh environment of northern
31 Alaska. Examples of such structures include the road system at Bullen Point Short-
32 Range Radar System (SRRS) and the operations buildings/composite buildings (which
33 combined living quarters and operations facilities under one roof).
34
- 35 • The Peacekeeper Rail Garrison at Vandenberg AFB, significant for architecture and
36 engineering as the "only rail-mobile garrisoned facility in the U.S....[and] represents the
37 final American effort at Cold War ICBM infrastructure." (Excerpt from study cited in
38 Section 4.4 of this document.)
39

40 **Criterion D** - Properties that have yielded, or may be likely to yield, information important in
41 prehistory or history.
42

43 Criterion D has two requirements, both of which must be met: "...the property must have, or
44 have had, information to contribute to our understanding of human history or prehistory and that
45 information must be considered important." Although usually associated with archaeological
46 sites, Criterion D can also apply to buildings, structures, and objects if they represent a principal
47 source of important information. Aviation wrecks and ruins of aviation facilities might qualify for
48 listing as well as rare aircraft for which inadequate or no documentation has survived.
49

1 Examples of properties listed that may be qualified under Criterion D include:
2

- 3 • Surviving airframes of early Cold-War bombers such as the B-36 and B-47. Although
4 moderately to well documented, these aircraft are rare and have the potential to yield
5 information on poorly documented or undocumented refittings, upgrades,
6 reconfigurations, or other modifications made to the aircraft by aerospace contractor
7 personnel, as well as by ground or air crews. Virtually all of these modifications were
8 intended to extend service life and make the aircraft more effective in their Cold War
9 strategic bombing mission. Although less significant due to their sheer numbers,
10 certain ICBM airframes, such as prototypes or unique/rare variant specimens, might
11 also be significant under Criterion D.
12
- 13 • The USS Nautilus, Groton, Connecticut - the first atomic submarine, which was
14 deployed on 17 January 1955.
15

16 **National Park Service Criteria Considerations A through G (Standard #5)** 17

18 The following is a brief discussion of the Criteria Considerations and how they apply to Cold
19 War-era properties.
20

21 **Rationale:** In addition to the Criteria Considerations for properties less than 50 years in age,
22 there are other National Park Service criteria that may play an important role in determining
23 whether properties are significant (or not significant). Criteria Considerations are often
24 overlooked in report discussions and findings. Following is a brief discussion of the Criteria
25 Considerations.
26

27 Properties should not, except under extraordinary circumstances, be excluded from National
28 Register consideration.
29

30 Certain types of properties are not usually considered for listing in the National Register. These
31 property types include: religious properties, moved properties, birthplaces and graves,
32 cemeteries, reconstructed properties, commemorative properties, and properties achieving
33 significance within the past 50 years (36 Code of Federal Regulations [CFR] Part 60.4). These
34 types of properties can qualify, however, if they meet one or more of the criteria described
35 above, have integrity (described in Section 2.3.2), and meet special requirements called
36 "Criteria Considerations." These are: Criteria Consideration A: Religious Properties; Criteria
37 Consideration B: Moved Properties; Criteria Consideration C: Birthplaces and Graves; Criteria
38 Consideration D: Cemeteries; Criteria Consideration E: Reconstructed Properties; Criteria
39 Consideration F: Commemorative Properties; and Criteria Consideration G: Properties
40 Achieving Significance within the Past 50 Years. Of these, only one, Criteria Consideration G,
41 has direct application to most Cold-War-era properties. Because the National Register has
42 been designed as a listing of properties truly worthy of preservation, properties that have
43 achieved significance within the last 50 years are not, as a general rule, eligible for inclusion.
44 Rationale for this requirement lies in the fact that it is difficult to evaluate historical impact, role,
45 or relative value immediately after an event occurs or a building or structure is constructed; it is
46 generally only with the passage of time that these types of perspectives develop. However,
47 50 years is obviously not the only length of time that can be used to define a "historic" property,
48 nor is it the only temporal parameter through which an informed, dispassionate judgment
49 concerning such a property can be reached. It was chosen as a general baseline to be used in

1 assisting with professional evaluation of historical value and is only a general estimate of the
2 time needed to develop sufficient historical perspective and evaluate significance.

3
4 Therefore, in order to accommodate properties whose unusual contributions to the development
5 of American history, architecture, archaeology, engineering, and culture can clearly be
6 demonstrated, regardless of age, and because the guidance provided by the National Historic
7 Preservation Act and the National Register Criteria is not rigid or specific in this regard, recently
8 significant properties can be eligible to the National Register if they demonstrate exceptional
9 importance within a historic context. With these types of younger properties, demonstrating
10 exceptional importance becomes the critical element in determining their significance.

11
12 Unfortunately, the term "exceptional" cannot be easily defined, nor can an all-inclusive list of
13 "exceptional" indicators be determined. Consequently, determination of eligibility within this
14 category is often a delicate balance between public perception and sentiment, subjective
15 appraisal, and objective professional assessment. The National Register criteria do offer some
16 guidance by anticipating typical circumstances that could demonstrate exceptional importance,
17 including:

- 18
- 19 • The extraordinary impact of a political or social event
- 20
- 21 • An entire category of resources so fragile that survivors of any age are unusual
- 22
- 23 • The function of the relative age of a community and its perceptions of old and new
- 24
- 25 • A building or structure whose developmental or design value is quickly recognized as
- 26 historically significant by the architectural or engineering profession
- 27
- 28 • A range of resources for which a community has an unusually strong associative
- 29 attachment.
- 30

31 **Application of "Exceptional Importance" (Standard #6)**

32
33 **Rationale:** Under National Register guidance, the phrase "exceptional importance" can be
34 applied to the extraordinary significance of an event or to an entire category of resources so
35 fragile that surviving examples (of any age) are rare. The phrase "exceptional importance" does
36 not constitute a requirement that the property be of national-level significance; rather, it is a
37 measure of a property's importance within the appropriate historic context, whether that be
38 national, state, or local in nature. Arguments for or against "exceptional importance" are often
39 weak or underdeveloped within the Cold War context and its associated evaluations of
40 significance. In addition, it is noted that evaluators or agencies often focus only on national
41 significance, pursuant to DOD guidance, wholly ignoring state or local associations, a situation
42 that has often caused the SHPOs to reject findings.

43 44 **Analysis of Integrity (Standard #7)**

45
46 **Rationale:** Physical attributes of facilities have often been modified or removed to a point that
47 the property is no longer able to visually convey the significance for which it is associated.
48 Arguments regarding the integrity of properties are often weak or inconclusive and rarely
49 address the original versus contemporary appearances of these structures. In this arena, there
50 can also be a wide discrepancy between agencies and regulators as to what constitutes

1 sufficient integrity. To be eligible for listing in the National Register, a property must not only be
2 significant under the National Register criteria, but it also must have integrity, or the ability to
3 convey its significance. As defined by the National Register criteria, there are seven aspects of
4 integrity that must be considered: location, design, setting, materials, workmanship, feeling,
5 and association. Properties that retain sufficient integrity to be eligible to the National Register
6 almost always visibly possess several, if not all, of these aspects. These seven aspects of
7 integrity are defined as follows:
8

9 Location

10
11 "Location is the place where the historic property was constructed, or the place where the
12 historic event occurred." The relationship between a property and its location is important to
13 understanding why the property was created or why something happened and is particularly
14 important in recapturing the sense of historic events and persons. As described under Criteria
15 Consideration B, the important relationship between a property and its historic associations is
16 destroyed if the property is moved. The location of many Cold War properties was crucial to
17 survivability (e.g., proximity to strategic or high-technology centers, or in response to
18 congressional influence for a particular district).
19

20 Design

21
22 "Design is the combination of elements that create the form, plan, space, structure, and style of
23 a property." A property's design is a reflection of its historic purpose and function and includes
24 elements such as organization of space, proportion, ornamentation, and materials. The design
25 of many Cold War facilities incorporated features for survivability before, during, and after a
26 Soviet attack through hardening, or incorporated special security or screening devices.
27

28 Setting

29
30 "Setting is the physical environment of a historic property." It refers to the character of the place
31 in which the property played its historical role and involves how, not where, the property is
32 situated in relationship to its surrounding features. The way in which a property is situated
33 within a setting can reflect the designer's concept of nature and any aesthetic preferences.
34 Physical features that relate to setting include both natural and man-made attributes such as
35 vegetation, fences, paths, open space, and topographic features. Cold War properties are
36 rarely stand-alone structures; rather, they are typically parts of complexes.
37

38 Materials

39
40 "Materials are the physical elements that were combined or deposited during a particular period
41 of time and in a particular pattern or configuration to form a historic property." It is the choice
42 and combination of materials that reveals the preferences of those who created the property
43 and indicates the availability of particular types of materials and technologies. In addition,
44 physical features must be visible enough to convey their significance, whether they are exterior
45 or interior features. Some buildings are defined by their exteriors alone; however, other
46 buildings are significant only for their interiors, and the loss of those interior attributes can
47 disqualify the property from listing in the National Register. Common to many Cold War
48 properties is the application of new technological materials such as aluminum alloys, plastics, or
49 titanium, which conveyed the imperative to stay in advance of Soviet technologies.
50

1 Workmanship

2
3 "Workmanship is the physical evidence of the crafts of a particular culture or people during any
4 given period in history or prehistory." It is important because it can furnish evidence of the
5 technology of a craft; illustrate the aesthetic principles of a period; or reveal individual, local,
6 regional, or national applications of technological practices and aesthetic principles. Defense
7 technology facilities often incorporated advanced/specialized craftsmanship.
8

9 Feeling

10
11 "Feeling is a property's expression of the aesthetic or historic sense of a particular period of
12 time. It results from the presence of physical features that, taken together, convey the
13 property's historic character."
14

15 Association

16
17 "Association is the direct link between an important historic event or person and a historic
18 property. A property retains association if it is the place where the event or activity occurred and
19 is sufficiently intact to convey that relationship to an observer."
20

21 In order to assess integrity in Cold War-era properties, historic architectural/engineering
22 documents and early photographs should be reviewed to identify the original appearance and
23 should be used as comparison to the current condition. Professional judgement must then be
24 imposed to determine whether or not the property continues to display adequate integrity for
25 National Register eligibility. In other words, do essential, character-defining features, features
26 without which a building is no longer a reflection of its original design, remain? This is further
27 complicated by the fact that many Cold War-era buildings and structures are scientific or high-
28 technology facilities that have undergone numerous modifications as their missions have
29 changed and as their associated technologies have advanced. Hence, these have been subject
30 to significant change over time, which, although it may result in a loss of original design, is
31 significant on its own merit, and evidences the advancements associated with the Cold War era.
32

33 The interpretation of integrity varied for the reports reviewed. Some evaluators viewed integrity
34 as primarily linked to the exterior appearance of the buildings and structures, while others
35 emphasized the integrity of the site (i.e., the exterior and interior of each). The Crew Readiness
36 Facility at Plattsburgh Air Force Base (AFB) in New York is an example of the latter, as it
37 addressed interior integrity, describing such intact elements as furniture, fixtures, wall paneling,
38 carpet, and a sauna. The Strategic Air Command (SAC) Crew Readiness Facility at Grand
39 Forks AFB in North Dakota is an example of the former, and emphasis was placed on the
40 exterior of the building. The description stated that it was substantially modified... "with more
41 than 10 non-historic structures added to the site...[and] a solid barrier wall around the alert
42 facility...further detracting from its historic integrity."
43

44 **Linking Attributes with Significance (Standard #8)**

45
46 **Rationale:** Properties are often determined to be eligible for listing in the National Register
47 without adequately linking specific physical attributes with their historical associations. Without
48 this linkage, it is difficult to determine or defend what it is about the property that makes it
49 eligible, or not eligible, for listing. In other words, what are those essential, character-defining

1
2
3
4
5
6
7
8
9
10
11
12
13
14
15
16
17
18
19
20
21
22
23
24
25
26
27
28

features without which a building is no longer a reflection of its original design? The linkage is also critical when deciding how potential effects are to be mitigated.

Army guidance (described below) identifies some such features:

- Nuclear, chemical, and biological survivability design
 - Special filters
 - Radiation shielding
 - Blast-resistant design.

- Extraordinary security measures
 - Detection and surveillance equipment
 - Secure compounds
 - Secret entrances/exits.

Conversely, there are times when properties have been determined eligible for listing in the National Register for historical associations, but where the architecture is not essential to that eligibility. This is to say that there are no specific character-defining features that convey the properties' significance. In some such cases, evaluators have attempted to "force" a linkage between the physical features of the property and its history and have, thereby, inadvertently initiated the preservation or protection of features that are not character-defining. This circumstance also has a direct bearing on the mitigation measures developed and may precipitate inappropriate or unnecessary preservation or protection of nonessential, or even, intrusive features. Thus, at times, more appropriate mitigation measures (e.g., development of a comprehensive history of a property or the conduct of oral histories) are overlooked in favor of the more traditional documentary techniques such as recordation using Historic American Buildings Survey/Historic American Engineering Record (HABS/HAER) guidelines.

1 II. Application of DOD Guidance

3 Service Guidance (Standard #9)

5 **Rationale:** Some military services have prepared guidance for the evaluation of Cold War-
6 related properties; however, consideration of this guidance is only randomly applied. A brief
7 discussion of the Cold War guidance prepared to date follows:

9 **Air Force Interim Guidance for Cold War Resources.** After several revisions, this Cold War
10 guidance was formally issued in 1993 as an interim measure for use at Air Force installations.
11 It was designed primarily to assist the installations in complying with Section 106 of the National
12 Historic Preservation Act. The guidance relies heavily (and purposefully) on the existing
13 National Park Service guidance and the criteria offered in National Register Bulletins 15 and 22.
14 The guidance groups Air Force Cold War assets into five broad categories and offers examples
15 for each:

- 17 • Operational and Support Installations
 - 18 - Air Force Bases
 - 19 - Missile Stations
 - 20 - Launch Complexes.
- 22 • Combat Weapons Systems and Combat Support Systems
 - 23 - Missiles
 - 24 - Aircraft
 - 25 - Ground Vehicles and Equipment
 - 26 - Training Facilities
 - 27 - War-fighting.
- 29 • Combat Support and Intelligence Schools
 - 30 - Launch Complexes
 - 31 - Combat Training Ranges
 - 32 - Impact Areas
 - 33 - Targets
 - 34 - Prisoner-of-War (POW) Training Camps.
- 36 • Materiel Development Facilities
 - 37 - Research Laboratories
 - 38 - Manufacturing Sites
 - 39 - Test Sites
 - 40 - Proving Grounds.
- 42 • Intelligence Facilities
 - 43 - Radar Sites
 - 44 - Spy Satellites
 - 45 - Listening Posts.

47 This guidance specifically states that certain property types are excluded from consideration as
48 exceptional (e.g., family housing, base exchanges, administrative buildings, garages and motor
49 pools, maintenance shops, sewage treatment plants). Instead, the Air Force's focus is on
50 "operational missions and equipment of unmistakable *national importance* and a direct, not
51 merely temporal Cold War relationship." Furthermore, the guidance calls for a thematic
52 approach to nomination (e.g., Cold War Historic Properties of the Department of Defense,

1 1946-1989). Factors identified as having been significant in the shaping of plans and
2 operations include:
3

- 4 • Forward power projection
- 5 • Capability to engage at all scales
- 6 • Rapid deployment
- 7 • Rapid re-supply
- 8 • Large standing force
- 9 • 24 hour vigilance
- 10 • Worldwide intelligence-gathering
- 11 • Short warning/response time
- 12 • High level of security
- 13 • Emphasis on high technology (quality over quantity).
- 14

15 As per the guidance, to be considered exceptionally significant, Cold War districts would include
16 those that hosted crucial code-breaking or intelligence-gathering operations during the Cold
17 War, a group of buildings built for nuclear weapons testing, or an entire installation constructed
18 for a specific Cold War mission. In addition, the guidance indicates that all Air Force properties
19 determined eligible for listing in the National Register are to be so designated at a national
20 level—regional or local significance to be determined as properties approach the 50-year
21 horizon. The guidance is currently in revision.
22

23 **Department of the Army Technical Guidance Manual: Cold War Property Identification,**
24 **Evaluation and Management Guidelines (February 1997 supersedes the Interim Policy**
25 **Statement on Army Cold War Era Historic Properties [1995]).** This provides guiding
26 principles regarding legal compliance requirements associated with Army Cold War-era historic
27 properties and the National Historic Preservation Act. The guidance applies to all active Army,
28 Army National Guards, and U.S. Army Reserve installations; it discusses application of the
29 criteria of "exceptional importance"; and establishes priorities for the types of Army systems to
30 be evaluated. These systems include the "production and combat subsystems of the Army and
31 their associated real property and technology that is of unmistakable and extraordinary
32 importance by virtue of a direct and influential relationship to Cold War tactics, strategy, and
33 events". Furthermore, they provide guidance as to which property types are or are not eligible.
34

35 Six Cold War themes are identified for Army properties to be significant:
36

- 37 1. Mission Focus
 - 38 • Continental Air Defense
 - 39 • Adapting Conventional Forces
 - 40 • Upholding the North Atlantic Treaty Organization (NATO) Commitment.
 - 41
- 42 2. Survival
- 43
- 44 3. Technology
- 45
- 46 4. Militarization of Space
- 47
- 48 5. Extraordinary Measures
- 49
- 50 6. Secrecy.

1 The following property types are defined as exceptionally significant according to the National Register
2 Criteria:

3
4 **Criterion A:**

- 5
- 6 • Structure used to implement terms of a treaty with the Union of Soviet Socialist
7 Republics (USSR) (e.g., platforms for the destruction of Pershing II missile rocket
8 motors)
- 9
- 10 • Structure that performed an important mission during a crucial confrontation with the
11 USSR, such as the Berlin Airlift or the Cuban Missile Crisis (e.g., underground war
12 room, staging area for material)
- 13
- 14 • Key properties used for landmark Cold War maneuvers of the 1950s that were
15 designed to demonstrate the new Pentomic Army (e.g., Operation Desert Rock)
- 16
- 17 • Property used for research and development of revolutionary electronic components for
18 missiles, such as inertial guidance systems
- 19
- 20 • Buildings used for experimental testing of psychochemical drugs
- 21
- 22 • Facilities used for the production of nuclear, chemical, or biological weapons.

23
24 **Criterion B:**

- 25
- 26 • Office or residence of a highly important Cold War-era scientist (e.g., Werner Van
27 Braun, who worked at White Sands and Redstone Arsenal).
- 28
- 29 • Residence of a senior commander, with Cold War character-defining features such as
30 fallout shelters or communication equipment designed for survival.
- 31
- 32 • Property associated with an important Cold War figure such as Julius Rosenberg,
33 whose work on the Diana Project at Fort Monmouth, New Jersey, came under scrutiny
34 when he and his wife were convicted of spying for the Soviets.

35
36 **Criterion C:**

- 37
- 38 • Property used as an important part of the general air defense network of the United
39 States against Soviet air attack
- 40
- 41 • Facility configured for rapid response to Soviet threat (e.g., a phased-array radar
42 station)
- 43
- 44 • Facility designed to handle nuclear, chemical, and biological materials required to meet
45 Soviet threats (e.g., a production facility for nerve agent VX, or to produce binary
46 chemical weapons)
- 47
- 48 • Training facility specially designed to simulate battlefield conditions in Eastern Europe
- 49

- 1 • Facilities used to train for foreign military personnel in revolutionary tactics
- 2
- 3 • Hangar specifically designed to accommodate Cold War aircraft
- 4
- 5 • Property designed to imitate the conditions of a Soviet prison camp
- 6
- 7 • A facility designed to test the effects of or simulate nuclear, biological, or chemical
- 8 warfare conditions expected under Soviet attack
- 9
- 10 • A property used for strategic command and control during and after nuclear attack
- 11
- 12 • Classified property with high-security measures for national defense.

13 **Criterion D:**

14 Army guidance suggests that a Cold War-era property may be highly significant when the following

15 conditions are met:

- 16 • Vital information on the property is not retrievable because of National Security
- 17 Concerns.
- 18
- 19 • The evaluator does not have the required security clearance and a bona fide need to
- 20 know.
- 21
- 22 • The evaluator has convincing evidence that the property is a principal source of
- 23 information crucial to understanding basic Cold War themes that may have significance
- 24 when the classified data is examined.
- 25
- 26
- 27
- 28

29 Such an example may be:

- 30 • A NIKE site whose construction drawings are no longer extant or still classified and the
- 31 study of whose structures could yield information important to understanding
- 32 survivability concerns of the period.
- 33
- 34

35 The Army policy excludes properties associated with base operations from consideration as exceptional

36 significance, except under extremely rare and unusual circumstances. Such facilities include:

- | | | | |
|----|----------------------------|----|-----------------------|
| 37 | • Administration buildings | 49 | • General storage |
| 38 | • Banking facilities | 50 | - Cold storage plants |
| 39 | • Chapels | 51 | - Magazines |
| 40 | • Clubs | 52 | - Storehouses |
| 41 | • Commissions/exchanges | 53 | - Warehouse |
| 42 | • Educational buildings | 54 | • Guard houses |
| 43 | - Classroom buildings | 55 | • Housing |
| 44 | - Public schools | 56 | - Barracks |
| 45 | • Fire stations | 57 | - Dormitories |
| 46 | • Garages | 58 | - Hotels |
| 47 | • Gas stations | | |
| 48 | | | |

1	- Noncommissioned Officers' (NCO)	23	-- Swimming pools
2	quarters	24	-- Tennis courts
3	- Officers' quarters	25	- Stadiums
4	• Laundries	26	- Theaters/auditoriums
5	• Lavatories	27	• Restroom facilities/latrines
6	• Libraries	28	• Sheds
7	• Medical facilities	29	- Equipment
8	- Clinics	30	- Hay
9	- Hospitals	31	- Lumber
10	- Infirmaries	32	- Maintenance
11	• Mess/Dining halls	33	• Stables
12	• Motor pools and maintenance facilities	34	• Static displays
13	• Museums	35	• Utilities
14	• Post offices	36	- Electric power stations
15	• Recreational facilities	37	- Incinerators
16	- Bowling alleys	38	- Sewage treatment plants
17	- Craft shops	39	- Switch houses
18	- Field houses	40	- Telephone exchanges
19	- Gyms	41	- Water towers/tanks
20	- Outdoor facilities	42	- Water treatment plants
21	-- Basketball courts	43	• Visitor's Centers.
22	-- Playing fields		

44 The guidance directs evaluators to ensure that a property is determined to be exceptionally important
 45 pursuant to Consideration G only if it meets all five of the following tests:

- 47 1. It must embody one or more of the Army Cold War Themes.
- 48
- 49 2. It can be accurately described using a majority of the following superlatives: abnormal,
 50 astonishing, awesome, conspicuous, distinguished, extraordinary, great, important, incredible,
 51 irregular, outstanding, singular, special, strange, superior, memorable, notable, noteworthy,
 52 overpowering, prominent, rare, remarkable, renowned, striking, stupendous, superior, unique,
 53 unexpected, unfamiliar, unprecedented, unparalleled, unexampled, and uncommon.
- 54
- 55 3. It must contain information deemed absolutely vital to understanding United States-Soviet
 56 relations; information which would be irrevocably lost to future generations by the total destruction
 57 of the property without either documentation or preservation of the essential character-defining
 58 elements.
- 59
- 60 4. It must display the highest level of importance attainable, in comparison with similar properties and
 61 placed in a historical context. Significance is inversely proportional with time; hence, a younger
 62 property must possess a much higher level of significance than a similar older property, to be
 63 considered exceptional. As time increases, the required level of significance decreases.
- 64
- 65 5. It must have national or global significance.

66
 67 Properties meeting all five tests are further required to be considered under the following categories:

- 68 1. One-of-a-Kind Properties
- 69
- 70
- 71 • Such properties must be compared against other known properties of a theme to verify
 72 their status as "exceptional."

1 2. Individual Properties

- 2
- 3 • Such properties unique to a location, yet part of a category of property that was
 - 4 individually tailored to meet specific needs, may be exceptional as variations on a
 - 5 theme giving understanding to the Cold War as a whole.
- 6

7 3. Multiple Properties

- 8
- 9 • Properties that are based on standardized plans or other properties must be evaluated
 - 10 in light of a sufficient nationwide database of the property type. An exceptional property
 - 11 must be in the top 5 percent of similar properties in terms of integrity, or must represent
 - 12 the last remaining examples.
- 13

14 4. Historic Districts

- 15
- 16 • With respect to historic districts, the term "exceptional" applies to those buildings and
 - 17 structures significant to understanding the district as a whole, not as the relationship of
 - 18 the building to the entire Cold War context. A noncontributor is a marginal building or
 - 19 structure, that, should it be destroyed without any record of its existence remaining, an
 - 20 irrevocable data gap would exist that would impair the ability of a technical audience to
 - 21 understand the mission of the district or its association.
- 22

23 Additionally, in applying the 50-year rule, the following conditions apply:

- 24
- 25 • Properties that are within 5 years of attaining the 50-year mark will be evaluated under
 - 26 the normal National Register Criteria (will not need to meet Criteria Consideration "G")
 - 27
 - 28 • Consistencies must be maintained for all properties of similar time frames. If properties
 - 29 fit together within a specific geographic local and time period, they are to be considered
 - 30 together, regardless of age, when the majority of properties under consideration are
 - 31 more than 50 years old.
 - 32
 - 33 • As the properties age, the lower threshold of significance is to be considered. A
 - 34 40-year-old property must be much less significant than a 10-year-old property in order
 - 35 to be eligible.
- 36

37 **Navy Guidance** has been limited to date and is found as Cultural Resources Program Note No. 7:
38 Historic Cold War Properties. No guidance is provided for the interpretation of exceptional significance,
39 nor are property types identified. This note merely recommends that professional overview surveys be
40 conducted to identify exceptionally significant Cold War properties on each installation. If identified, such
41 properties are to be included in the installation's Historic and Archeological Resources Protection (HARP)
42 Plan. However, a recently awarded Legacy Grant is expected to provide further direction.
43

1 **III. Research Considerations**

2
3 **Levels of Archival Research (Standard #10)**

4
5 **Rationale:** Because of funding or schedule constraints, archival research and records
6 searches are often conducted only at the facility level. While this level of research is often
7 sufficient to make a determination of eligibility, there are times when additional resources must
8 be used either to make the determination or to make it more defensible. This standard
9 identifies which studies did, or did not, undertake research beyond those resources available at
10 the installation level and, overall, it evaluates whether that factor might have influenced the
11 determinations, as well as the defensibility or acceptance of the study.
12

13 **Classified Documents—Proprietary Information (Standard #11)**

14
15 **Rationale:** Inaccessibility to classified or proprietary information creates a barrier to effectively
16 determine whether a property is historically significant, as well as a barrier to building alterations
17 and the identification of character-defining elements. Without a comprehensive understanding
18 of a property's association with historical events, persons, or its architecture, it is difficult to
19 make a defensible argument for or against significance. For a successful evaluation, evaluators
20 must have access to the installation's history, real property records, historic photographs,
21 architectural plans, and specifications (original and remodelings).
22

23 **Missing/Moved Data—Relocated Personnel (Standard #12)**

24
25 **Rationale:** Downsizing facilities often inadvertently destroy or purposefully relocate valuable
26 historical information making the information impossible to retrieve. Long-time employees
27 having important knowledge of a facility are frequently reassigned, retired, or otherwise
28 unavailable for interview. Lost data and unavailable personnel make acquisition of data and a
29 thorough understanding of the historical significance of a property difficult.
30

31 **Access to Facilities (Standard #13)**

32
33 **Rationale:** As with classified written materials, some active facilities are not accessible. This
34 makes visual inspections, a clear understanding of construction, identification of character-
35 defining elements, and determinations regarding integrity either impossible or difficult to defend.
36

37 **Comparison with Related Properties (Standard #14)**

38
39 **Rationale:** Due to the similarities of many military facilities in design, construction, and
40 function, and for purposes of evaluating architectural significance, it is essential to identify
41 common properties within the geographical area that reflect the same design, significance, or
42 historic associations. This is especially important in justifying "exceptional importance," so as to
43 determine which properties best represent the historic context or architectural style in question.
44 Several properties in an area could become eligible with the passage of time; however, few
45 would qualify today as exceptionally important. This aspect of property evaluation is often
46 overlooked by the evaluator and/or underappreciated by the regulatory reviewer (i.e., reviewers
47 are often unmoved by the fact that there may be numerous better examples of extant structures
48 of a specific style or type within the region that may already listed in the Nation Register).

1 **4.0 ANALYSIS OF STUDIES**

2
3
4 The approaches used in the following six Historic Buildings and Structures inventories and evaluations
5 have been assessed using the standards established in Section 3.0. Statistical results of the evaluations
6 are provided in Table 4-1.

7
8 **4.1 GRAND FORKS AIR FORCE BASE, GRAND FORKS, NORTH DAKOTA, INVENTORY OF COLD**
9 **WAR PROPERTIES**

10
11 This report is one of eight similar documents prepared for the Air Force, Headquarters, Air Mobility
12 Command between 1994 and 1996. Seven were prepared in totality by a DOD consultant; the eighth was
13 prepared by the U.S. Army Corps of Engineers, Fort Worth District, with support from the same DOD
14 consultant. Although the documents discuss different types of properties and yield different conclusions,
15 they are all similar in both approach and style; therefore, only one example, Grand Forks AFB, Grand
16 Forks, North Dakota, has been included and reviewed herein.

17
18 **4.1.1 Assessment of the Study**

19
20 **National, State, or Local Historic Contexts (*Standard #1*)**

21
22 This study solidly presents the broad historical patterns of the Cold War and develops a
23 separate installation-specific historic context for Grand Forks AFB. It provides a direct
24 association between those broad contexts and the history of the installation, and links the
25 types of historic contexts with the facilities being evaluated. However, state and local
26 contexts are not addressed within the document. Rank: 2

27
28 **Architecture and Design (*Standard #2*)**

29
30 This document clearly identifies the types of military construction present at the installation,
31 describes the purpose of each design encountered, and compares these facility types to those at
32 other installations with similar missions. Limited architectural information is provided. Rank: 3

33
34 **Universe of Properties (*Standard #3*)**

35
36 This study presents (in both tabular and graphic formats) the numbers and types of facilities
37 being evaluated, and indicates that the universe of properties encompasses all buildings,
38 structures, and objects (including infrastructure elements) at the installation. The document
39 further discusses the inventory and evaluation process undertaken at this installation and
40 makes recommendations as to whether or not additional follow-up studies should be
41 performed. Rank: 3

42
43 **National Park Service Criteria for Significance (*Standard #4*)**

44
45 The Grand Forks AFB assessment provides a direct correlation between the history of the
46 installation and evaluated buildings, and utilizes National Park Service Criteria A through D
47 to determine historical significance. Rank: 3

Table 4-1. Assessment Summary

Name of Study	Standards														Score Average	Outcome
	1	2	3	4	5	6	7	8	9	10	11	12	13	14		
Grand Forks AFB, Grand Forks, North Dakota, Inventory of Cold War Properties	2	3	3	3	3	3	3	3	3	3	3	N	2	3	2.64	R/P
Cultural Resources Study and Architectural History Evaluation, Loring AFB, Limestone, Aroostook County, Maine	2	1	1	2	1	3	1	3	2	3	N	N	3	2	1.71	R
Cold War Properties Evaluation, Phases I, II, and III, at Vandenberg AFB, California	2	3	3	3	3	3	3	3	3	3	N	N	3	N	2.28	A
Historic Evaluation of the Peacekeeper Rail Garrison Test Igloo and Rail Garrison Launch Site, San Antonio Terrace, Vandenberg AFB, California	2	3	3	3	3	3	3	2	3	3	3	3	3	N	2.64	A
Historic Building Inventory and Evaluation of Air Force Plant 6, Marietta, Georgia	3	3	3	3	3	3	3	2	3	3	2	3	3	3	2.86	R
Determination of Eligibility, Building 602 Richards-Gebaur AFB, Missouri	2	3	N	3	3	3	3	N	3	3	3	3	3	1	2.36	R
Architectural survey and Evaluation, Lexington Blue Grass Army Depot, Bourbon and Fayette Counties, Kentucky	1	2	3	3	1	1	1	1	1	3	N	N	3	1	1.5	A
Intensive Survey of Historic Properties, Naval Air Facility, Detroit, Michigan	2	3	2	3	2	2	3	2	1	N	N	N	3	1	1.71	N
Determination of Eligibility Naval Underwater Sound Reference Laboratory, Orlando, Florida	2	3	1	2	3	2	1	3	3	3	N	N	2	1	1.86	N
Intensive Survey of Historic Properties Naval Air Station, Glenview, Illinois	1	3	2	2	2	2	2	2	1	3	N	N	3	1	1.64	N
Historic Survey of Cold War Era Properties at the United States Army Kwajalein Atoll (USAKA)	2	2	1	2	3	3	3	3	1	N	N	N	3	2	1.78	

A = Determination Accepted
 N = Not Ranked
 P = Determination Pending
 R = Determination Rejected

1 **National Park Service Criteria Consideration G (Standard #5)**

2
3 National Park Service Criterion Consideration G is discussed and considered throughout
4 this study. Rank: 3

5
6 **Application of "Exceptional Importance" (Standard #6)**

7
8 The application of the "exceptional importance" requirement for properties less than
9 50 years in age is well presented. Rank: 3

10
11 **Analysis of Integrity (Standard #7)**

12
13 Integrity of the buildings and structures is discussed in sufficient detail to determine whether
14 or not it would jeopardize eligibility. Rank: 3

15
16 **Linking Attributes with Significance (Standard #8)**

17
18 The physical attributes of the buildings and structures are well described. Character-
19 defining features of the properties determined to be potentially eligible for listing in the
20 National Register are identified. Rank: 3

21
22 **Application of DOD Guidance (Standard #9)**

23
24 Air Force *Interim Guidance* for Cold War Resources was utilized during the preparation of
25 this report. Rank: 3

26
27 **Level of Research (Standard #10)**

28
29 Research for this study was conducted at the local (installation and surrounding community)
30 and National (Air Force Historical Research Agency, Maxwell AFB, Alabama; University of
31 Texas, Austin; University of Washington, Seattle) levels. Rank: 3

32
33 **Classified Documents—Proprietary Information (Standard #11)**

34
35 Classified data had been encountered during this study. Some of the information was de-
36 classified by the Air Force for the researcher; the remaining information was appropriately
37 treated so as to make the document fully public. The presence of classified data did not
38 impede the preparation of the study. Rank: 3

39
40 **Missing/Moved Data—Relocated Personnel (Standard #12)**

41
42 There is no information in the document regarding this criterion; however, Grand Forks AFB
43 is an active installation, and there is little reason to believe that either data or essential
44 personnel would be unavailable. Rank: Not Ranked

45
46 **Access to Facilities (Standard #13)**

47
48 The report clearly discloses that access was not permitted to all of the facilities at Grand
49 Forks AFB; therefore, a comprehensive evaluation of integrity for both the interiors and
50 exteriors was not possible. Rank: 2

1 **Comparison with Related or Similar Properties (Standard #14)**

2
3 The report compares the properties at Grand Forks AFB with those at other Air Force
4 installations. It also discusses the base's similarities with other installation designs and
5 layouts, technological evolutions, and missions. Rank: 3
6

7 **4.1.2 Outcome of the Process**

8
9 **Acceptance/Rejection of the Document.** Recommendations of the Grand Forks AFB study included the
10 identification of 1 potentially eligible National Register historic district (consisting of 15 missile alert
11 facilities and 150 launch facilities) and 1 building (Building 714) potentially eligible on individual merit. Both
12 the Air Force and the North Dakota SHPO concurred on the eligibility of Building 714. The Air Force
13 disagreed with the determination of potential eligibility of the district. The SHPO agreed with the original
14 recommendations; concurrence with the SHPO has not yet been reached.
15

16 **4.1.3 Evaluation of the Study**

17
18 This study meets or exceeds 12 of the 14 standards. It does not link the identified historic properties with
19 contexts at the state or local level; a factor that has affected the outcome of the process. In addition,
20 neither an interior nor a close exterior inspection of Building 714 was possible due to its classified status.
21 Nonetheless, this factor had no bearing on the outcome, as both the submitting and reviewing agencies
22 concurred on Building 714's eligibility.
23

24 **4.2 CULTURAL RESOURCES STUDY AND ARCHITECTURAL HISTORY EVALUATION, LORING**
25 **AIR FORCE BASE, LIMESTONE, AROOSTOOK COUNTY, MAINE**

26
27 Completed in 1994, this draft document (subsequently revised and finalized) provides methods and
28 historical framework for the identification and evaluation of significant Cold War resources at Loring AFB,
29 Maine. The document was prepared by a DOD consultant.
30

31 **4.2.1 Assessment of the Study**

32
33 **National, State, or Local Historic Contexts (Standard #1)**

34
35 The study describes the broad historical patterns of the Cold War and develops a separate
36 installation-specific historic context for Loring AFB. The information provided is detailed
37 (more than 50 pages of text and photographs) and develops a more than sufficient
38 perspective from which to analyze the installation's buildings and structures. State and local
39 historic contexts are not considered. Rank: 2
40

41 **Architecture and Design (Standard #2)**

42
43 Architecture and design of base facilities is discussed minimally and only within the accompanying
44 National Register nomination forms. Rank: 1
45

46 **Universe of Properties (Standard #3)**

47
48 This study does not clearly identify the universe of properties at Loring AFB. Only two
49 categories of properties are identified: exceptional resources and nonexceptional resources.
50 Exceptional resources (i.e., the five properties recommended as potentially individually

1 eligible for inclusion in the National Register) are briefly discussed in the text, presented in a
2 table, and then described within the National Register nominations. All remaining properties
3 are not identified, although some are included within discussions of building types (e.g.,
4 housing, administrative buildings, the fighter area). There is insufficient information for
5 determinations of eligibility to be made on each structure. Rank: 1
6

7 **National Park Service Criteria for Significance (Standard #4)**

8

9 Although the introduction to this document states that it was prepared in accordance with
10 the appropriate statutes and National Park Service guidance, there is no discussion of
11 National Park Service Criteria A through D. Furthermore, no association with the evaluated
12 properties is made within the text. National Register forms for the five identified
13 "exceptional" properties accompany the document, and the associated criteria are indicated
14 therein. Rank: 2
15

16 **National Park Service Criteria Considerations (Standard #5)**

17

18 With the exception of Criteria Consideration G, for properties less than 50 years in age, the
19 national Criteria Considerations were not discussed, and they have apparently not been
20 considered during this study. Rank: 1
21

22 **Application of "Exceptional Importance" (Standard #6)**

23

24 The application of the "exceptional importance" requirement for properties less than
25 50 years in age is adequately discussed in a stand-alone section of the document. Rank: 3
26

27 **Analysis of Integrity (Standard #7)**

28

29 There is no discussion of integrity within the report. The National Register forms
30 accompanying the document identify nonoriginal features (of the five properties identified as
31 potentially eligible); however, the overall integrity of the properties is not presented.
32 Rank: 1
33

34 **Linking Attributes with Significance (Standard #8)**

35

36 Character-defining attributes of the properties determined to be potentially eligible for
37 National Register listing are provided within the nomination forms accompanying the
38 document. Rank: 3
39

40 **Application of DOD Guidance (Standard #9)**

41

42 Although the introduction indicates that it was prepared in accordance with Air Force *Interim*
43 *Guidance* for Cold War Resources, there is no discussion of it or its relevance to the
44 evaluated properties within the text. Rank: 2
45

46 **Level of Research (Standard #10)**

47

48 Research for this study was undertaken at the local (installation and surrounding
49 community) and national (Air Force Historical Research Agency [HRA]) levels. Rank: 3
50

1 **Classified Documents—Proprietary Information (Standard #11)**

2
3 There is no indication given that classified data was encountered during the research for
4 this study. If such data were encountered, there is no mention made that it impeded the
5 preparation of the study. Rank: Not Ranked
6

7 **Missing/Moved Data—Relocated Personnel (Standard #12)**

8
9 This document provides no information regarding this criterion. Loring AFB has been the
10 subject of the Base Realignment and Closure (BRAC) process; however, there is no
11 indication that any difficulty has been encountered in retrieving information about the
12 installation. Rank: Not Ranked
13

14 **Access to Facilities (Standard #13)**

15
16 There is no indication that access to facilities was restricted; descriptions provided in the
17 National Register nominations indicate that interior and exterior access was allowed.
18 Rank: 3
19

20 **Comparison with Related or Similar Properties (Standard #14)**

21
22 This report provides, within the accompanying National Register nomination, some
23 comparison of the properties at Loring AFB with those at other installations. The study
24 largely concludes that the properties at Loring AFB are unique. Rank: 2
25

26 **4.2.2 Outcome of the Process**

27
28 **Acceptance/Rejection of the Document.** Recommendations of the Loring AFB study included
29 five "exceptional" resources: the Arch hangar; the double cantilever (DC) Hangar; the Airfield
30 (15 buildings, structures, and features); the Weapons Storage Area (72 buildings, structures, and
31 storage igloos); and the Alert Area (7 buildings, structures, and features). These conclusions were
32 rejected by the submitting agency, and the document was revised to include only the Arch Hangar
33 and the DC Hangar. The Maine SHPO refuted the agency's revision and requested re-instatement
34 of the original recommendations. Ultimately, concurrence was reached through the Section 106
35 consultation process to include the original list of "exceptional" properties as potentially eligible for
36 National Register listing.
37

38 **4.2.3 Evaluation of the Study**

39
40 This document meets or exceeds only 3 of the 14 standards. It fails to adequately discuss a number of
41 elements considered essential to the evaluation process, and it does not defend its findings. Nonetheless,
42 the Maine SHPO accepted the document's original recommendations.
43

44 **4.3 COLD WAR PROPERTIES EVALUATION, PHASES I, II, AND III, AT VANDENBURG AIR FORCE**
45 **BASE, CALIFORNIA**

46
47 This report is a three-volume study of the various components of the base's Cold War material remains.
48 The documents were prepared by a government agency under a grant from DOD's Legacy Resource
49 Management Program.
50

1 **4.3.1 Assessment of the Study**

2
3 **National, State, or Local Historic Contexts (Standard #1)**

4
5 This study solidly presents the broad historical patterns of the Cold War and develops a
6 separate installation-specific historic context for the base. Furthermore, it provides a direct
7 association between broad contexts and the history of the installation, linking them to the
8 facilities being evaluated. There is no discussion of state or local contexts. Rank: 2

9
10 **Architecture and Design (Standard #2)**

11
12 This document clearly identifies the types of military construction present at the installation
13 and the function of each design encountered. Architectural descriptions are provided.
14 Rank: 3

15
16 **Universe of Properties (Standard #3)**

17
18 This study presents (in both tabular and graphic formats) the numbers and types of facilities
19 being evaluated and indicates that this universe of properties encompasses all buildings,
20 structures, and objects (including infrastructure elements) at the installation. Rank: 3

21
22 **National Park Service Criteria for Significance (Standard #4)**

23
24 This assessment provides a direct correlation between the history of the installation, the
25 evaluated buildings, and National Park Service Criteria A through D. Rank: 3

26
27 **National Park Service Criteria Considerations (Standard #5)**

28
29 The National Park Service Criteria Considerations are discussed and considered during this
30 study. Rank: 3

31
32 **Application of "Exceptional Importance" (Standard #6)**

33
34 Application of the "exceptional importance" requirement for properties less than 50 years in
35 age is well presented. The approach to the application of this criterion is somewhat unusual
36 in that it is applied to properties associated with exceptionally important Cold War programs,
37 rather than to individual properties. Nonetheless, the application is well argued. Rank: 3

38
39 **Analysis of Integrity (Standard #7)**

40
41 The analysis and discussion of integrity within this report is comprehensive. Rank: 3

42
43 **Linking Attributes with Significance (Standard #8)**

44
45 The physical attributes of the buildings and structures are not described in detail. However,
46 the document clearly makes the argument that most of the properties are eligible for
47 historical associations, rather than for their architectural, engineering, or other character-
48 defining features. Rank: 3

1 **Application of DOD Guidance (Standard #9)**

2
3 Air Force *Interim Guidance* for Cold War Resources was utilized during the preparation of
4 this report. Rank: 3
5

6 **Level of Research (Standard #10)**

7
8 Research for this study was conducted at the installation (local) and national levels (e.g.,
9 National Archives and Records Administration, Washington, DC). Rank: 3
10

11 **Classified Documents—Proprietary Information (Standard #11)**

12
13 Given the history and missions of this installation, it is likely that classified data may have
14 been encountered during the research phase of this project. However, the authors did not
15 indicate whether this occurred and, if so, whether it impeded their efforts.
16 Rank: Not Ranked
17

18 **Missing/Moved Data—Relocated Personnel (Standard #12)**

19
20 This document does not provide information regarding this criterion; however, Vandenburg
21 AFB is an active installation; there is little reason to believe that either data or essential
22 personnel would be unavailable. Rank: Not Ranked
23

24 **Access to Facilities (Standard #13)**

25
26 There is no direct information provided regarding this criterion; however, based on the level
27 of detail in the document and the number of facility photographs provided, it is apparent that
28 access to facilities did not impede preparation of the report. Rank: 3
29

30 **Comparison with Related or Similar Properties (Standard #14)**

31
32 No information is provided in the document regarding this criterion. Rank: Not Ranked
33

34 **4.3.2 Outcome of the Process**

35
36 **Acceptance/Rejection of the Document.** Results of the three Vandenburg AFB studies concluded that
37 a number of Space Launch Complexes and missile support systems were eligible for listing in the National
38 Register either on individual merit or as historic districts. The California SHPO concurred with the
39 findings.
40

41 **4.3.3 Evaluation of the Study**

42
43 This study is both thorough and defensible and meets or exceeds all but one of the standards. It was
44 accepted without disagreement. The lack of association with state or local historic contexts appears to
45 have had no bearing on its acceptance.
46

1 **4.4 HISTORIC EVALUATION OF THE PEACEKEEPER RAIL GARRISON TEST, IGLOO AND RAIL**
2 **GARRISON LAUNCH SITE, SAN ANTONIO TERRACE, VANDENBURG AIR FORCE BASE,**
3 **CALIFORNIA**
4

5 This report was prepared by a private consultant in support of an Environmental Assessment for the
6 Staging of Titan IV Solid Rocket Motor Upgrade Segments. The study was initiated under Section 106 of
7 the National Historic Preservation Act, as amended, in support of activities proposed to modify the existing
8 Peacekeeper complex.
9

10 **4.4.1 Assessment of the Study**

11
12 **National, State, or Local Historic Contexts (*Standard #1*)**
13

14 This study thoroughly presents the broad historical patterns of the Cold War and develops
15 a separate installation-specific historic context for the base. Furthermore, it provides a
16 direct association between those broad contexts and the history of the installation, and
17 links them with the facilities being evaluated. No mention is made of state or local
18 significance. Rank: 2
19

20 **Architecture and Design (*Standard #2*)**
21

22 This document clearly identifies the types of military construction present at the
23 installation and describes the purpose of each design. Architectural descriptions are
24 provided. Rank: 3
25

26 **Universe of Properties (*Standard #3*)**
27

28 This study presents (in both tabular and graphic formats) the numbers and types of facilities
29 being evaluated and indicates that the universe of properties encompasses all buildings,
30 structures, and objects (including infrastructure elements) at the installation. Rank: 3
31

32 **National Park Service Criteria for Significance (*Standard #4*)**
33

34 This assessment provides a direct correlation between the history of the installation, the
35 evaluated buildings, and National Park Service Criteria A through D. Rank: 3
36

37 **National Park Service Criteria Considerations (*Standard #5*)**
38

39 The National Park Service Criteria Considerations were discussed and considered during
40 this study. Rank: 3
41

42 **Application of "Exceptional Importance" (*Standard #6*)**
43

44 The application of the "exceptional importance" requirement for properties less than
45 50 years in age, is well presented. Rank: 3
46

47 **Analysis of Integrity (*Standard #7*)**
48

49 Integrity of the buildings is discussed in sufficient detail within this report to determine
50 whether the integrity of a facility would jeopardize its eligibility. Rank: 3

1 **Linking Attributes with Significance (Standard #8)**

2
3 The physical attributes of the buildings and structures are well described. Character-
4 defining features of each property are not specifically identified. Rank: 2

5
6 **Application of DOD Guidance (Standard #9)**

7
8 Air Force *Interim Guidance* for Cold War Resources was utilized during the preparation of
9 this report. Rank: 3

10
11 **Level of Research (Standard #10)**

12
13 Research for this study was undertaken at the installation (local) and national levels
14 (University of Texas, Austin). Rank: 3

15
16 **Classified Documents—Proprietary Information (Standard #11)**

17
18 Classified data were not encountered during the research for this report. Rank: 3

19
20 **Missing/Moved Data—Relocated Personnel (Standard #12)**

21
22 Installation personnel having knowledge of the facility were available during the research,
23 and four persons were interviewed. Rank: 3

24
25 **Access to Facilities (Standard #13)**

26
27 Interior and exterior access to all facilities was allowed. Rank: 3

28
29 **Comparison with Related or Similar Properties (Standard #14)**

30
31 The structures evaluated were designed to be constructed at a number of military bases
32 across the United States. However, with the fall of the Berlin Wall, construction was halted,
33 with only the test group at Vandenberg AFB completed. These properties are one-of-a-kind
34 designs; therefore, comparison with similar facilities was not possible or required.
35 Rank: Not Ranked

36
37 **4.4.2 Outcome of the Process**

38
39 **Acceptance/Rejection of the Document.** This study concluded that a potential National Register historic
40 district was present at the base. The California SHPO concurred.

41
42 **4.4.3 Evaluation of the Study**

43
44 This study meets or exceeds all but two of the standards—association with state or local contexts and
45 linkage of character-defining attributes with the properties evaluated. Original conclusions of this
46 document were accepted by the California SHPO.

1 **4.5 HISTORIC BUILDING INVENTORY AND EVALUATION OF AIR FORCE PLANT 6, MARIETTA,**
2 **GEORGIA**

3
4 This report was prepared by a private consultant and is one of nine similar studies conducted at
5 Government-Owned, Contractor-Operated (GOCO) facilities across the United States. Because of their
6 similarity in content, methods, and format, only one of the nine studies is reviewed herein.
7

8 **4.5.1 Assessment of the Study**

9
10 **National, State, or Local Historic Contexts (Standard #1)**

11
12 This study presents the broad historical patterns of the Cold War and develops a separate
13 historic context for the plant. Furthermore, it provides a direct association between those
14 broad contexts and the history of the plant, linking them with the facilities being evaluated.
15 State and/or local contexts are discussed. Rank: 3
16

17 **Architecture and Design (Standard #2)**

18
19 This document clearly identifies the types of construction present at the plant and describes
20 the purpose of each design encountered. Architectural descriptions are provided. Rank: 3
21

22 **Universe of Properties (Standard #3)**

23
24 This study presents the numbers and types of facilities being evaluated and indicates that
25 the universe of properties evaluated encompasses all 138 buildings, structures, and objects
26 at the plant. Rank: 3
27

28 **National Park Service Criteria for Significance (Standard #4)**

29
30 This assessment provides a direct correlation between the history of the plant, the
31 evaluated buildings, and National Park Service Criteria A through D. Rank: 3
32

33 **National Park Service Criteria Considerations (Standard #5)**

34
35 The National Park Service Criteria Considerations are discussed and adequately addressed
36 in this study. Rank: 3
37

38 **Application of "Exceptional Importance" (Standard #6)**

39
40 The application of the "exceptional importance" requirement for properties less than 50
41 years in age, is presented. Rank: 3
42

43 **Analysis of Integrity (Standard #7)**

44
45 Integrity of the buildings and structures within this report is discussed in sufficient detail to
46 determine whether it would jeopardize a structure's eligibility. Rank: 3
47

1 **Linking Attributes with Significance (Standard #8)**

2
3 The physical attributes of the buildings and structures are well described. Character-
4 defining attributes are not detailed. Rank: 2
5

6 **Application of DOD Guidance (Standard #9)**

7
8 Air Force *Interim Guidance* for Cold War Resources was utilized during the preparation of
9 this report. Rank: 3
10

11 **Level of Research (Standard #10)**

12
13 Research for this study was conducted at the local, state, and national levels (e.g.,
14 Universities in California and Georgia, the Atlanta History Center, Albert Kahn and
15 Associates, Robert and Company Associates). Rank: 3
16

17 **Classified Documents—Proprietary Information (Standard #11)**

18
19 The document provides a discussion of inherent issues related to Cold War classified
20 materials but does not indicate whether or not problems related to access to the documents
21 impeded research efforts. Rank: 2
22

23 **Missing/Moved Data—Relocated Personnel (Standard #12)**

24
25 There is no indication that data were difficult to access; a number of interviews with past
26 and present employees of the plant were conducted. Rank: 3
27

28 **Access to Facilities (Standard #13)**

29
30 The interiors and exteriors of the buildings and structures are described in detail and
31 photographs are provided; therefore, there is no reason to believe that access to facilities
32 was not permitted. Rank: 3
33

34 **Comparison with Related or Similar Properties (Standard #14)**

35
36 There is a brief discussion of the need to develop DOD nationwide typologies for the
37 buildings described. The facility is also compared to other plants in the context of the
38 significance of their wartime production. Rank: 3
39

40 **4.5.2 Outcome of the Process**

41
42 **Acceptance/Rejection of the Document.** This study identified a potential National Register Historic
43 District consisting of four World War II buildings. SHPO review requested the inclusion of five additional
44 structures, all of which were infrastructure features (e.g., water tower, steam plant, pump station) within
45 the district boundary. The submitting agency ultimately concurred with the SHPO.
46

47 **4.5.3 Evaluation of the Study**

48
49 This study meets or exceeds all but two of the standards, neither of which appears to have been the
50 primary issue that caused the study to be initially rejected.

1 **4.6 DETERMINATION OF ELIGIBILITY, BUILDING 602, RICHARDS-GEBAUR AIR FORCE BASE,**
2 **MISSOURI**

3
4 This report was prepared by a private consultant pursuant to Section 106 of the National Historic
5 Preservation Act and in support of the disposal and reuse of Richards-Gebaur AFB. Preliminary studies of
6 potential historic properties at this installation indicated that there were no buildings and structures eligible
7 for National Register listing. The Missouri SHPO concurred, with the exception of Building 602, which it
8 considered to be eligible. The report reviewed herein is a determination of eligibility for Building 602 only.
9 Because the submitting and reviewing agencies could not concur, the document was submitted to the
10 Keeper of the Register for a final determination.

11
12 **4.6.1 Assessment of the Study**

13
14 **National, State, or Local Historic Contexts (*Standard #1*)**

15
16 This study thoroughly presents the broad historical patterns of the Cold War and develops a
17 separate installation-specific context for the base. Furthermore, it provides a direct
18 association between those broad contexts and the history of the installation, linking them
19 with the facilities being evaluated. State and/or local contexts are not developed. Rank: 2

20
21 **Architecture and Design (*Standard #2*)**

22
23 This document clearly describes the construction of Building 602. Rank: 3

24
25 **Universe of Properties (*Standard #3*)**

26
27 This study focused on an individual building. Rank: Not Ranked

28
29 **National Park Service Criteria for Significance (*Standard #4*)**

30
31 This assessment provides a direct correlation between the history of the installation, the
32 evaluated building, and National Park Service Criteria A through D. Rank: 3

33
34 **National Park Service Criteria Considerations (*Standard #5*)**

35
36 The National Park Service Criteria Considerations were discussed and considered during
37 this study. Rank: 3

38
39 **Application of "Exceptional Importance" (*Standard #6*)**

40
41 The application of the "exceptional importance" requirement for properties less than
42 50 years in age is presented. Rank: 3

43
44 **Analysis of Integrity (*Standard #7*)**

45
46 The integrity of Building 602 is thoroughly described. Rank: 3

1 **Linking Attributes with Significance (Standard #8)**

2
3 The physical attributes of Building 602 are well described. Because this building was
4 determined not to be eligible for listing in the National Register, character-defining features
5 were not discussed. Rank: Not Ranked
6

7 **Application of DOD Guidance (Standard #9)**

8
9 Air Force *Interim Guidance* for Cold War Resources was utilized during the preparation of this
10 report. Rank: 3
11

12 **Level of Research (Standard #10)**

13
14 Research was conducted at the installation (local) and national levels (e.g., National
15 Archives and Records Administration, Washington DC; the Library of Congress; the Air
16 Force Historical Research Agency, Maxwell, AFB, Alabama; the U.S. Army Corps of
17 Engineers History Office, Fort Belvoir). Rank: 3
18

19 **Classified Documents—Proprietary Information (Standard #11)**

20
21 This document discusses the limitations imposed on the research by classified materials
22 and indicates the difficulties it presented for this report. Rank: 3
23

24 **Missing/Moved Data—Relocated Personnel (Standard #12)**

25
26 The text indicates that access to data was not inhibited and that interviews were conducted
27 with identified personnel. Rank: 3
28

29 **Access to Facilities (Standard #13)**

30
31 Complete access was provided to this building. Rank: 3
32

33 **Comparison with Related or Similar Properties (Standard #14)**

34
35 Building 602 was not evaluated against similar properties. Rank: 1
36

37 **4.6.2 Outcome of the Process**

38
39 **Acceptance/Rejection of the Document.** This document determined that Building 602 was not eligible
40 for listing in the National Register because of its lack of association with significant events or persons and
41 due to a significant loss of integrity. The Missouri SHPO disagreed, indicating that integrity was not a
42 consideration. The document was subsequently forwarded to the Secretary of the Interior for a decision.
43 Rather than make a determination, the Keeper of the Records requested additional information.
44 Ultimately, the submitting agency concurred with the SHPO on the building's eligibility.
45

46 **4.6.3 Evaluation of the Study**

47
48 This study meets or exceeds all but two of the standards, one of which (significance at the state or local
49 level) appears to have been a contributing factor to the rejection of the document's conclusions.

1 **4.7 ARCHITECTURAL SURVEY AND EVALUATION, LEXINGTON BLUE GRASS ARMY DEPOT,**
2 **BOURBON AND FAYETTE COUNTIES, KENTUCKY**

3
4 This report was prepared by a private consultant pursuant to Section 106 of the National Historic
5 Preservation Act, as amended, and in support of disposal and reuse of the installation under BRAC.
6

7 **4.7.1 Assessment of the Study**

8
9 **National, State, or Local Historic Contexts (*Standard #1*)**

10
11 This study does not present the broad historical patterns of the Cold War, nor does it
12 develop a separate installation-specific historic context for the depot. No mention is made
13 of state or local significance considerations. Rank: 1
14

15 **Architecture and Design (*Standard #2*)**

16
17 This document provides minimal descriptions of the depot buildings. Architectural
18 descriptions are provided. Rank: 2
19

20 **Universe of Properties (*Standard #3*)**

21
22 This study indicates the numbers and types of facilities being evaluated and identifies the
23 universe of properties evaluated as encompassing all buildings, structures, and objects at
24 the installation. Rank: 3
25

26 **National Park Service Criteria for Significance (*Standard #4*)**

27
28 This assessment provides a correlation between the history of the installation, the evaluated
29 buildings, and National Park Service Criteria A through D. Rank: 3
30

31 **National Park Service Criteria Considerations (*Standard #5*)**

32
33 National Park Service Criteria Consideration G was discussed; however, it was not linked to
34 the eligibility of the properties. Rank: 1
35

36 **Application of "Exceptional Importance" (*Standard #6*)**

37
38 The application of the "exceptional importance" requirement for properties less than
39 50 years in age is not presented. Rank: 1
40

41 **Analysis of Integrity (*Standard #7*)**

42
43 The integrity of the buildings and structures evaluated is not adequately discussed.
44 Rank: 1
45

46 **Linking Attributes with Significance (*Standard #8*)**

47
48 The physical attributes of the buildings and structures are poorly described. Although
49 eligible under Criterion C for architecture, character-defining attributes of the properties are
50 not identified. Rank: 1

1 **Application of DOD Guidance (Standard #9)**

2
3 Air Force *Interim Guidance* for Cold War Resources is not addressed in this report.
4 Rank: 1

5
6 **Level of Research (Standard #10)**

7
8 Research for this study was conducted at the installation (local), and national levels
9 (National Archives and Records Administration, Washington, DC; Library of Congress).
10 Rank: 3

11
12 **Classified Documents—Proprietary Information (Standard #11)**

13
14 The authors did not indicate whether or not classified documents limited their efforts.
15 Rank: Not Ranked

16
17 **Missing/Moved Data—Relocated Personnel (Standard #12)**

18
19 There is no indication in the report that information or individuals having knowledge of the
20 installation were unavailable. The lack of in-depth discussion of the facility's history could
21 be attributed to a lack of adequate data and interviewees. Rank: Not Ranked

22
23 **Access to Facilities (Standard #13)**

24
25 Interior and exterior access to the properties was allowed. Rank: 3

26
27 **Comparison with Related or Similar Properties (Standard #14)**

28
29 Facilities at the installation were not compared to similar facilities at other installations.
30 Rank: 1

31
32 **4.7.2 Outcome of the Process**

33
34 **Acceptance/Rejection of the Document.** Conclusions of this report indicated that the entirety of the
35 Lexington Army Depot (115 buildings and structures) was eligible for listing in the National Register. The
36 SHPO concurred; however, the submitting agency did not. Section 106 consultation between the two
37 parties ultimately resulted in 10 buildings and structures being determined eligible.

38
39 **4.7.3 Evaluation of the Study**

40
41 This study meets or exceeds only four of the standards, providing only limited information about historic
42 contexts (at any level) or integrity of the buildings. The study also does not discuss the National Register
43 criteria, nor does it provide defensible conclusions regarding property eligibility for listing. Nonetheless,
44 the original conclusions of this study were accepted by the Kentucky SHPO.

45
46 **4.8 INTENSIVE SURVEY OF HISTORIC PROPERTIES, NAVAL AIR FACILITY, DETROIT, MICHIGAN**

47
48 This report was prepared by a private consultant pursuant to Sections 106 and 110 of the National Historic
49 Preservation Act, as amended, and OPNAVINST 5090.1A, Chapter 20, in support of disposal and reuse
50 of the installation under BRAC.

1 **4.8.1 Assessment of the Study**

2
3 **National, State, or Local Historic Contexts (Standard #1)**

4
5 This study does present the broad historical patterns of SAC relationships with the Cold
6 War and does develop a separate installation-specific historic context for the installation.
7 No mention is made of national, state, or local significance considerations. Rank: 2
8

9 **Architecture and Design (Standard #2)**

10
11 Good architectural descriptions are provided. Rank: 3
12

13 **Universe of Properties (Standard #3)**

14
15 This study indicates the numbers and types of facilities being evaluated and identifies the
16 universe of properties evaluated as encompassing barracks, aircraft hangars,
17 administration buildings, and storage facilities. No mention is made of objects. Rank: 2
18

19 **National Park Service Criteria for Significance (Standard #4)**

20
21 This assessment provides a correlation between the history of the installation, the evaluated
22 buildings, and National Park Service Criteria A through D. Rank: 3
23

24 **National Park Service Criteria Considerations (Standard #5)**

25
26 National Park Service Criteria Consideration G was discussed and was linked to the
27 eligibility of the properties. Rank: 2
28

29 **Application of "Exceptional Importance" (Standard #6)**

30
31 The application of the "exceptional importance" requirement for properties less than
32 50 years in age is briefly presented. Rank: 2
33

34 **Analysis of Integrity (Standard #7)**

35
36 The integrity of the buildings and structures evaluated is adequately discussed. Rank: 3
37

38 **Linking Attributes with Significance (Standard #8)**

39
40 The physical attributes of the buildings and structures are well described. The character-
41 defining attributes of the properties are not identified. Rank: 2
42

43 **Application of DOD Guidance (Standard #9)**

44
45 DOD Guidance for Cold War Resources is not addressed in this report. Rank: 1
46

47 **Level of Research (Standard #10)**

48
49 Research for this study that was conducted at the installation was not identified, nor was a
50 bibliography provided associated with the historical resources. Rank: Not Ranked

1 **Classified Documents—Proprietary Information (Standard #11)**

2
3 The authors did not indicate whether or not classified documents limited their efforts.
4 Rank: Not Ranked

5
6 **Missing/Moved Data—Relocated Personnel (Standard #12)**

7
8 There is no indication in the report that information or individuals having knowledge of the
9 installation were unavailable. Rank: Not Ranked

10
11 **Access to Facilities (Standard #13)**

12
13 Interior and exterior access to the properties appeared to have been allowed. Rank: 3

14
15 **Comparison with Related or Similar Properties (Standard #14)**

16
17 Facilities at the installation were not compared to similar facilities at other installations.
18 Rank: 1

19
20 **4.8.2 Outcome of the Process**

21
22 **Acceptance/Rejection of the Document.** No conclusion was made in the report regarding SHPO
23 concurrence with the eligibility of the Cold War-era building.

24
25 **4.8.3 Evaluation of the Study**

26
27 This study meets or exceeds 9 of the 14 standards.

28
29 **4.9 DETERMINATION OF ELIGIBILITY, NATIONAL REGISTER OF HISTORIC PLACES NAVY**
30 **UNDERWATER SOUND REFERENCE LABORATORY, ORLANDO, FLORIDA**

31
32 This report was prepared by a private consultant pursuant to Section 106 of the National Historic
33 Preservation Act, as amended.

34
35 **4.9.1 Assessment of the Study**

36
37 **National, State, or Local Historic Contexts (Standard #1)**

38
39 This study presents a brief section on historical patterns of the Cold War, as well as a
40 separate installation-specific historic context for the Navy Underwater Sound Reference
41 Laboratory. No mention is made of state or local significance considerations. Rank: 2

42
43 **Architecture and Design (Standard #2)**

44
45 This document provides detailed descriptions of the buildings and architectural descriptions
46 are provided. Rank: 3

1 **Universe of Properties (Standard #3)**

2
3 This study indicates the numbers and types of facilities being evaluated, but does not
4 identify the universe of properties evaluated as encompassing all buildings and structures at
5 the installation. Rank: 1
6

7 **National Park Service Criteria for Significance (Standard #4)**

8
9 This assessment provides a correlation between the history of the installation, the evaluated
10 buildings, and National Park Service Criteria A and C. However, Criteria B and D are not
11 discussed. Rank: 2
12

13 **National Park Service Criteria Considerations (Standard #5)**

14
15 National Park Service Criteria Consideration G is discussed. Rank: 3
16

17 **Application of "Exceptional Importance" (Standard #6)**

18
19 The application of the "exceptional importance" requirement for properties less than
20 50 years in age is minimally presented. Rank: 2
21

22 **Analysis of Integrity (Standard #7)**

23
24 The integrity of the buildings and structures evaluated is not adequately discussed.
25 Rank: 1
26

27 **Linking Attributes with Significance (Standard #8)**

28
29 The physical attributes of the buildings and structures are well described. Although not
30 eligible under Criterion C for architecture, character-defining attributes of the properties are
31 identified. Rank: 3
32

33 **Application of DOD Guidance (Standard #9)**

34
35 Air Force *Interim Guidance* for Cold War Resources is referenced in this report. Rank: 3
36

37 **Level of Research (Standard #10)**

38
39 Research for this study was conducted at the installation (local), and national levels (Naval
40 Undersea Warfare Center, National Archives and Records Administration, Washington,
41 DC). Rank: 3
42

43 **Classified Documents—Proprietary Information (Standard #11)**

44
45 The authors did not indicate whether or not classified documents limited their efforts.
46 Rank: Not Ranked
47

1 **Missing/Moved Data—Relocated Personnel (Standard #12)**

2
3 There is no indication in the report that information or individuals having knowledge of the
4 installation were unavailable. Rank: Not Ranked
5

6 **Access to Facilities (Standard #13)**

7
8 Interior access to some of the properties was allowed. Rank: 2
9

10 **Comparison with Related or Similar Properties (Standard #14)**

11
12 Facilities at the installation were not compared to facilities at other similar installations.
13 Rank: 1
14

15 **4.9.2 Outcome of the Process**

16
17 **Acceptance/Rejection of the Document.** Conclusions of this report indicated that the Laboratory
18 building and 13 contributing structures (of 23 buildings and structures) were eligible for listing in the
19 National Register. The status of SHPO concurrence is unknown at the time of this writing.
20

21 **4.9.3 Evaluation of the Study**

22
23 This study meets or exceeds nine of the standards.
24

25 **4.10 INTENSIVE SURVEY OF HISTORIC PROPERTIES NAVAL AIR STATION, GLENVIEW,**
26 **ILLINOIS**

27
28 This report was prepared by a private consultant pursuant to Sections 106 and 110 of the National Historic
29 Preservation Act, as amended, and OPNAVINST 5090.1A, Chapter 20, in support of disposal and reuse
30 of the installation under BRAC.
31

32 **4.10.1 Assessment of the Study**

33
34 **National, State, or Local Historic Contexts (Standard #1)**

35
36 This study does not present the broad historical patterns of the Cold War, but does develop
37 a separate installation-specific historic context for the installation. No mention is made of
38 state or local significance considerations. Rank: 1
39

40 **Architecture and Design (Standard #2)**

41
42 Good architectural descriptions are provided. Rank: 3
43

44 **Universe of Properties (Standard #3)**

45
46 This study does indicate that a total of 55 properties were inventoried, and the universe
47 encompassed housing, administration/operations buildings, service facilities,
48 industrial/infrastructure buildings, aircraft hangars, and garages. No mention is made of
49 objects. Rank: 2
50

1 **National Park Service Criteria for Significance (Standard #4)**

2
3 This assessment provides a correlation between the history of the installation, the evaluated
4 buildings, and National Park Service Criteria A through D. Rank: 2
5

6 **National Park Service Criteria Considerations (Standard #5)**

7
8 National Park Service Criteria Consideration G was mentioned and was linked to the
9 eligibility of the properties. Rank: 2
10

11 **Application of "Exceptional Importance" (Standard #6)**

12
13 The application of the "exceptional importance" requirement for properties less than
14 50 years in age is briefly presented. Rank: 2
15

16 **Analysis of Integrity (Standard #7)**

17
18 The integrity of the buildings and structures evaluated is adequately discussed. Rank: 2
19

20 **Linking Attributes with Significance (Standard #8)**

21
22 The physical attributes of the buildings and structures are well described. The character-
23 defining attributes of the properties are not identified. Rank: 2
24

25 **Application of DOD Guidance (Standard #9)**

26
27 DOD Guidance for Cold War Resources is not addressed in this report. Rank: 1
28

29 **Level of Research (Standard #10)**

30
31 Research for this study was conducted at the Naval Archives in Washington, DC, County
32 Recorder of Deeds, and at repositories at the Glenview Naval Air Station and local
33 community. Rank: 3.
34

35 **Classified Documents—Proprietary Information (Standard #11)**

36
37 The authors did not indicate whether or not classified documents limited their efforts.
38 Rank: Not Ranked
39

40 **Missing/Moved Data—Relocated Personnel (Standard #12)**

41
42 There is no indication in the report that information or individuals having knowledge of the
43 installation were unavailable. Rank: Not Ranked
44

45 **Access to Facilities (Standard #13)**

46
47 Interior and exterior access to the properties appeared to have been allowed. Rank: 3
48

1 **Comparison with Related or Similar Properties (Standard #14)**

2
3 Facilities at the installation were not compared to similar facilities at other installations.
4 Rank: 1

5
6 **4.10.2 Outcome of the Process**

7
8 **Acceptance/Rejection of the Document.** No conclusion was made in the report regarding SHPO
9 concurrence with the eligibility of the Cold War-era building.

10
11 **4.10.3 Evaluation of the Study**

12
13 This study meets or exceeds 9 of the 14 standards.

14
15 **4.11 HISTORIC SURVEY OF COLD WAR-ERA PROPERTIES AT THE UNITED STATES ARMY**
16 **KWAJALEIN ATOLL (USAKA)**

17
18 This report was prepared by the Historic Office of U.S. Army Space and Strategic Defense Command and
19 a private consultant pursuant to Section 106 of the National Historic Preservation Act, as amended, as
20 part of DOD's Legacy Resource Management Plan.

21
22 **4.11.1 Assessment of the Study**

23
24 **National, State, or Local Historic Contexts (Standard #1)**

25
26 This study briefly presents the broad historical patterns of the Cold War and develops a
27 separate installation-specific historic context for facilities at the Atoll. No mention is made of
28 local significance considerations. Rank: 2

29
30 **Architecture and Design (Standard #2)**

31
32 This document provides descriptions of the potentially eligible installation buildings.
33 Architectural descriptions are provided. Rank: 2

34
35 **Universe of Properties (Standard #3)**

36
37 This study indicates the numbers and types of facilities being evaluated, but does not
38 specifically identify the universe of properties evaluated as encompassing all buildings,
39 structures, and objects at the Atoll. Rank: 1

40
41 **National Park Service Criteria for Significance (Standard #4)**

42
43 This assessment provides a correlation between the history of the installation, the evaluated
44 buildings, and National Park Service Criteria A through D. Rank: 2

45
46 **National Park Service Criteria Considerations (Standard #5)**

47
48 National Park Service Criteria Consideration G is discussed. Rank: 3

1 **Application of "Exceptional Importance" (Standard #6)**

2
3 The application of the "exceptional importance" requirement for properties less than
4 50 years in age is presented. Rank: 3
5

6 **Analysis of Integrity (Standard #7)**

7
8 The integrity of the buildings and structures evaluated is adequately discussed. Rank: 3
9

10 **Linking Attributes with Significance (Standard #8)**

11
12 The physical attributes of the buildings and structures are adequately described.
13 The buildings were deemed eligible under Criteria A and C, and character-defining
14 attributes of the properties are identified. Rank: 3
15

16 **Application of DOD Guidance (Standard #9)**

17
18 Although the Department of the Army Interim Policy for Cold War-Era Historic Properties is
19 mentioned, the Air Force *Interim Guidance* for Cold War Resources is not addressed in this
20 report. Rank: 1
21

22 **Level of Research (Standard #10)**

23
24 Level of research for this study was not discussed. Rank: Not Ranked
25

26 **Classified Documents—Proprietary Information (Standard #11)**

27
28 The authors did not indicate whether or not classified documents limited their efforts.
29 Rank: Not Ranked
30

31 **Missing/Moved Data—Relocated Personnel (Standard #12)**

32
33 There is no indication in the report that information or individuals having knowledge of the
34 installation were unavailable. Rank: Not Ranked
35

36 **Access to Facilities (Standard #13)**

37
38 Interior and exterior access to the properties was allowed. Rank: 3
39

40 **Comparison with Related or Similar Properties (Standard #14)**

41
42 Facilities at the installation were minimally compared to similar facilities at other
43 installations. Rank: 2
44

45 **4.11.2 Outcome of the Process**

46
47 **Acceptance/Rejection of the Document.** Conclusions of this report indicated that 23 buildings and
48 structures were eligible for listing in the National Register. The SHPO concurrence was not applicable, as
49 the document was not a Section 106 consultation. Ultimately, this document was internally accepted.
50

1 **4.11.3 Evaluation of the Study**

2

3 This study meets or exceeds nine of the standards and provides adequate information about historic
4 contexts and integrity of the buildings, but does not discuss the level of research. The study also does not
5 specifically identify the universe of properties evaluated as encompassing all buildings, structures, and
6 objects at USAKA.

1 **5.0 SUMMARIES OF HISTORIC CONTEXT STATEMENTS**

2
3
4 Historic context statements often provide the basis for the identification, interpretation, evaluation,
5 registration, and treatment of historic resources. They serve to establish the position of historic properties
6 within both broad and specific patterns of history. *The Statement of Historic Contexts* in the National
7 Register Bulletin (1991) states that in documenting a historic context, it is necessary to "(d)etermine how
8 the National Register criteria would apply to examples of each (property type) on the basis of the important
9 patterns, events, persons, and cultural values discussed in the written narrative of historic context." The
10 contexts provided for this assessment project lack this information and, therefore, were not included in the
11 previous analysis (Chapter 4.0). Thus, these studies, which are critical to the evaluation of Cold War-era
12 properties, are described in this separate section and summarized herein.

13
14 **Statewide Historic Buildings and Structures Phase II Report: Context and Themes Study The**
15 **History and Historic Resources of the Military in California 1769 to 1989**
16 and
17 **California Historic Military Buildings and Structures Inventory – Volume III: Historic Context:**
18 **Themes, Property Types and Registration Requirements**

19
20 This multi-volume study presents broad historical patterns of the Cold War in the *Phase II Contexts* and
21 *Themes Study* and develops brief, separate installation-specific historic contexts for listed, eligible,
22 potentially eligible, noneligible, and unevaluated potentially significant military facilities in California in the
23 *Volume III* report. The first document presents a Cold War context for evaluation of historic military
24 buildings and structures in California, and "high technology" installations. Non-nuclear aerospace
25 research and development, testing, and evaluation facilities are its focus, although training and housing
26 facilities are also briefly discussed. The second document is the Historic Buildings Inventory, and defines
27 two themes: high technology versus routine training and support, emphasizing nonroutine, leading edge
28 developments of military technology and extraordinary coordination of reserve and regular forces during
29 the Cold War as a basis for requirements (eligibility) for the National Register. A number of Cold War
30 themes are addressed, including Weapons Research and Development; Weapons Test and Evaluations
31 Facilities; Weapons and Aircraft Production; Aircraft Testing and Evaluation; Need for Early Warning
32 Systems; Strategic Nuclear Capabilities; Need for ICBM and antiballistic missile (ABM) Missile
33 Installations; Electronic Warfare Research; Major Commands Headquartered in California, Military
34 Properties Associated with the Man in Space Program; the Korean War, the Vietnam War; Total Army and
35 Navy; Coordination of Regular Forces, Reserve, National Guard, and the Architecture of the Cold War.
36 Examples of property types are given for each theme/category, and their evaluation status is noted.

37
38 This study, particularly the Volume III, is structured in much the same way as this Cold War Needs
39 Assessment, and the approach to the assessment of Cold War military properties is similar. However,
40 while the identification of specific historic Cold War military property types in the Volume III document is
41 helpful, these properties are not systematically evaluated in terms of all applicable National Park Service
42 criteria as in this document. Although unevaluated, eligible, listed, and noneligible evaluated properties
43 are listed, in most cases the evaluated properties are discussed in terms of exceptional significance. And,
44 although the study asserts "nearly all Cold-War era resources are less than 50 years old and must be
45 shown to be exceptionally significant to qualify," NPS Criteria Consideration G (to which this is referring) is
46 not mentioned. Criteria A through F are not addressed at all. Details of the example properties' eligibility
47 or lack thereof are addressed in the Register Requirements section, which discuss integrity, age, and
48 architectural issues, but without relating them the National Register criteria.

1 Nearly all important Cold War military themes were defined in this study, including the Korean War and the
2 Vietnam War eras, and inclusion of Man-in-Space as part of the Cold War rather than an independent
3 theme. However, it does not include historic Cold War military objects, such as aircraft and missile
4 airframes, which are often part of the landscape of historic military installations.

5
6 The intention of the study is a statewide inventory of historic buildings and structures, and, unlike this Cold
7 War Needs Assessment document, is not necessarily intended to provide a framework or guidelines for
8 the evaluation of Cold War properties. Its approach to the evaluation of California properties is narrower
9 in scope than that of this document, and does not cite DOD or the Army Technical Guidance Manual or
10 even National Park Service criteria where they apply. Although this study provides a useful historic
11 context and Cold War property type definitions, it does not establish an interpretive framework relative to
12 federal regulations. While the Cold War Needs Assessment proposes to evaluate Cold War properties in
13 terms of all federal regulations and DOD, Air Force, Army, and Navy guidance, this study evaluates
14 properties primarily in terms of National Park Service Criteria Consideration G.

15 16 **U.S. Army Corps of Engineers Cold War Material Culture – Looking Between Trinity and the Wall: 17 Challenges of Cold War Cultural Resources**

18
19 The Army's *Trinity and the Wall Cold War Resources* document provides a thoughtful approach to the
20 evaluation of Cold War historic properties. Sections include Property Types, Threatened Resources,
21 Temporal Perspective, Gestalten and Fragmentation, and Symbolic Values and Perception versus Reality,
22 Security Classification, Resource Integrity Balancing Military Missions and Historic Preservation Needs,
23 and Effective Stewardship. It also discusses the National Register, noting "cultural resources of the Cold
24 War go well beyond the narrow definitions set forth in the National Register of Historic Places for
25 buildings, structures, objects and sites." This study is somewhat narrow in focus, broadly addressing
26 resources in terms of Criteria Consideration G. However, other criteria not addressed in this document
27 might be applicable to historic Cold War properties as well, including Criterion "A," as the Cold War may
28 be defined as an event. Criterion "B" might also be applicable, as there were persons of exceptional
29 historical significance living during the Cold War, including Werner Von Braun and General Curtis Lemay.
30 Furthermore, Criterion "C" may be applicable as well, since there are specialized structures specifically
31 designed and built for Cold War missions.

32
33 Although this document cites examples of DOD Cold War property types and provides additional guidance
34 for evaluation, it does not define the Army's specific role in the United States Military's Cold War mission.
35 As a member of NATO, part of the Army's role became specialized with the integration of tactical nuclear
36 weapons into conventional land forces in Western Europe, initially called the "Pentomic Army." A historic
37 context devoted to the rise of the Pentomic Army remains to be written.

38
39 State and local significance are addressed in this document; it is determined based on whether or not a
40 property is unique within an area or region. Since most military structures are unique at this level, *Trinity
41 and the Wall Cold War Resources* contends that uniqueness cannot be considered in the evaluation of its
42 significance within a Cold War historic context. Although the local economic and social influences of
43 military bases are acknowledged, according to the document, "The geographic contextual scale of the
44 Cold War is global... [and therefore] the national context is the lowest level in which Cold War resources
45 can be effectively evaluated." Hence, this document does not appear to acknowledge that since SHPO
46 concurrence will likely be required in the evaluation of most Cold War properties, some concessions
47 regarding state local significance will likely be required.

48
49 Overall, this is a useful resource that provides insight into the universe and management of Cold War
50 properties. However, due to its broad scope of addressing all DOD Cold War properties, it does not

1 identify Army facilities as a special type. Although images of atomic weapons are included, this study
2 does not mention the Army's mission nor its nuclear capabilities. A service-specific study, illustrating the
3 Army's Cold War mission(s), listing associated property types, and addressing issues particular to Army
4 properties would be a useful compliment to this study.
5

6 **Searching the Skies - The Legacy of the United States Cold War Defense Radar Program**

7

8 This is an excellent historical overview of the development of U.S. Air Force defensive radar systems of
9 the Cold War. It provides a historic context on the evolution of air defense, encyclopedic descriptions of
10 radar types, site listings with descriptions, and a comprehensive bibliography. While this study would be
11 indispensable in understanding Cold War radar installations, it does not offer methods for this evaluation
12 for listing in the National Register. It does not discuss the National Register criteria, nor does it offer
13 comparisons of similar facilities. These elements were clearly beyond the intended scope of this
14 document, and may be addressed as an appendix or a follow-up study.
15

16 **To Defend and Deter: The Legacy of the United States Cold War Missile Program**

17

18 This study also offers an excellent historical overview and covers the development of both Army and Air
19 Force air defense and strategic missiles, an overview of the Cold War, and traces the evolution of the
20 missiles from the earliest military rockets to the Minuteman ICBM. It provides descriptions of both missile
21 systems and launch facility types and has an extensive bibliography. Unlike *Searching the Skies*, it
22 provides the National Register and HABS/HAER status for several of the sites in the comprehensive
23 listing. Although a very useful study, this document also lacks a section devoted to methods for
24 evaluation, application of National Register criteria, and Criteria Consideration G, as well as a comparison
25 of similar property types.

6.0 RECOMMENDATIONS FOR IMPROVING EVALUATION OF COLD WAR PROPERTIES

This assessment clearly indicates a tremendous variation in the methodologies followed by both private contractors and government agencies in the evaluation facilities at military installations for National Register eligibility under the Cold War historic context and their findings. Variations in approach included the level of research undertaken (local, state, national), the evaluation criteria used, the detail of architectural description provided, the consideration of national versus local and state significance, and the linkage of character-defining features with the properties identified. Variations in results ranged from complete rejection by reviewing agencies of what appear to be thoroughly prepared and defensible documents, to full acceptance of poorly prepared and indefensible documents. Numerous Cold War historic contexts have been prepared throughout DOD to assist in this evaluation endeavor. However, although most provide a thorough discussion of history and some descriptions of associated property types, they do not provide guidance as to the eligibility criteria to be applied to the buildings and structures, and do not provide comparisons of similar resources on a national basis.

What is apparent from this evaluation is that a clear understanding of the history of the Cold War, its programs and national comparisons, as well as the criteria, Criteria Considerations, National Register Bulletins, and Agency *Interim Guidance*, are vital to the understanding of sites, structures, and objects. Furthermore, an understanding of potential exceptional state and local significance appears to be imperative.

A comprehensive approach might be the simplest and most direct approach for future Cold War-era evaluations to take. Rather than evaluate individual installations, it might be advisable to undertake an evaluation of sites tied to specific contexts on a national basis. First, a comprehensive context statement could be prepared or an existing one utilized, with the universe of property types defined and their character-defining elements and methods of comparative analysis clearly identified. A comprehensive survey could follow, identifying the "best" of a type, the first, the most unique, the prototype, etc. This would facilitate a better understanding of the specific properties within the national arena.

R. Christopher Goodwin and Associates, Inc., offer a six-step approach to evaluating Cold War-era properties in Navy Cold War Guided Missile Context: Resources Associated with the Guided Missile Program 1946-1989:

- (1) Categorize the property.
 - Is it a building, structure, object or district?
 - If it is a building or structure, is it a part of a district?
- (2) Identify relevant theme and period of significance.
 - How does the resource relate to the time periods and major events and trends developed in the chronological overview?
 - How does the resource relate to the thematic contexts developed?
 - Is the resource significant for a defined period or time or is its significance derived from a span of time?
- (3) Identify associated property types.
 - Is the resource associated with a larger complex?

- 1 (4) Identify relevant criteria for evaluation
- 2 Criterion A: Association with Events
- 3 Criterion B: Association with Persons
- 4 Criterion C: Design/Construction
- 5
- 6 (5) Determine if a property is exceptionally significant on a national level
- 7 Does the resource possess exceptional significance as defined for
- 8 National Register criteria for evaluation?
- 9 Is the resource significant on a local, regional, or national level?
- 10
- 11 (6) Determine if a resource possesses sufficient integrity to convey its historic
- 12 significance
- 13 Have later modifications significantly altered the character-defining
- 14 features of this resource for its period of significance?
- 15 Do these changes reflect the evolution of the property over time?
- 16

17 **Historic Contexts**

18

19 Further efforts should include service-specific contexts tied to DOD Cold War-era missions. In turn, such

20 context statements should incorporate specific discussions of eligibility requirements according to property

21 type, identifying significant character-defining elements, and offering comparisons of like structures,

22 including best and typical examples. These methodologies should address the eight standards described

23 in Chapter 3.0: national, state, or local contexts; architecture and design; universe of properties; National

24 Park Service Criteria A through D; National Park Service Criteria Consideration G; application of

25 “exceptional importance”; analysis of integrity; and linking attributes with significance.

26

27 An important part of developing useful contexts is the refinement of service-specific aspects of the overall

28 DOD Cold War-era mission. Though, in most cases, the three services were responsible for different

29 geographic regions of national defense, some missions overlapped, such as Continental Air Defense,

30 which was shared by the Army and Air Force, and nuclear deterrence, which was carried out by both the

31 Navy and the Air Force. The missions of the Army, Navy, and Air Force, their various aspects, and

32 integration in the DOD's overall Cold War policies need to be articulated in order for historic properties of

33 this era to be properly evaluated. A programmatic agreement might be developed for each branch of

34 service to be co-signed by the National Conference of State Historic Preservation Officers to ensure that

35 such an effort is completed.

Branch of service	Cold War Mission	Mission Characteristics	Facilities	Equipment	Relevant Themes
AIR FORCE	Nuclear Deterrence (Strategic Air Command)	Forward power projection Capability to engage at all scales 24 hour vigilance Short warning/response time Worldwide intelligence- gathering Large standing force Emphasis on high technology High level of security	Air Force bases Missile Stations Launch complexes Training facilities Research Laboratories Manufacturing Sites Test sites/proving grounds Radar and Communications sites Listening posts	Aircraft (Bombers) Missiles (ICBMs, AGMs, SRAMs) Ordnance Spy satellites Mission support vehicles/ equipment	Militarization of Space Cold War policies/events Scientific, engineering, and technological innovation
	Continental Air Defense (Tactical Air Command)	Capability to engage at all scales 24 hour vigilance Short warning/response time Large standing force Emphasis on high technology High level of security	Air Force bases Training facilities Research Laboratories Manufacturing Sites Test sites/proving grounds Radar and Communications sites Listening posts	Aircraft (Interceptors) Missiles (GAMs, AGMs, AAMs) Ordnance Spy satellites Mission support vehicles/ equipment	Cold War policies/events Scientific, engineering, and technological innovation
ARMY	Continental Air Defense (Air Defense Command)	24 hour vigilance Short warning/response time Emphasis on high technology High level of security	Missile Stations Launch complexes Research Laboratories Manufacturing Sites Test sites/proving grounds Radar and Communications sites	Missiles (SAMs) Mission support vehicles/ equipment Spy satellites	Militarization of Space Cold War policies/events Scientific, engineering, and technological innovation
	Defense of NATO nations	Forward power projection Rapid deployment/resupply Adaptation of conventional land forces on nuclear, biological and chemical battlefields. International intelligence- gathering Emphasis on high technology High level of security Extraordinary Measures	Army bases Training facilities Logistical support centers Radar and Communications sites Research Laboratories Manufacturing Sites Listening posts	Aircraft Missiles (SSMs, SRBMs) Armored and support vehicles NBC (nuclear, biological, chemical) ordnance NBC protected/protective equipment	Cold War policies/events Scientific, engineering, and technological innovation
NAVY	Nuclear Deterrence	Forward power projection 24 hour vigilance Emphasis on high technology High level of security	Submarine bases Training facilities Communications sites Research Laboratories Manufacturing Sites Naval shipyards	Ballistic missile submarines (SSBNs) Aircraft Missiles (SLBMs, SLCMs) Ordnance Nuclear-armed surface ships Support ships	Cold War policies/events Scientific, engineering, and technological innovation
	Antisubmarine Warfare	Forward power projection 24 hour vigilance Worldwide intelligence- gathering Emphasis on high technology High level of security	Navy bases Training facilities Communications sites Manufacturing Sites Research Laboratories Naval shipyards Undersea surveillance systems	Attack submarines (SSNs) ASW Aircraft ASW detection devices Ordnance (including missiles and torpedoes) ASW-equipped surface ships and aircraft. Support ships	Cold War policies/events Scientific, engineering, and technological innovation