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***Program Comment for
Vietnam War Era Historic Army Housing
(1963-1975): Vietnam War Era Housing
Property Type, and Category of Undertaking***

**23 Feb 2022
Stakeholder Consultation Briefing**



PROGRAM COMMENT FOR ARMY VIETNAM WAR ERA HISTORIC HOUSING, ASSOCIATED BUILDINGS AND STRUCTURES, AND LANDSCAPE FEATURES*

BRIEFING AGENDA:

- ARMY VIETNAM WAR ERA HOUSING PROPERTY TYPE
 - Description of the Property Type
 - Property Type Definitions
 - Geographic Distribution
 - Photographic Examples
- CATEGORY OF UNDERTAKING
 - Definition and Requirements
 - Maintenance, Repair, Rehabilitation and Renovation
 - Inventory Management
 - New Construction
 - Real Property Transactions
- SUMMARY
- BACK-UP INFORMATION

* Additional information on Department of the Army Historic Preservation and Cultural Resources, and the *Army Cultural Resources Story Map*: <https://www.denix.osd.mil/army-cr/home/>

* Additional information on the Program Comment for Vietnam War Era Historic Army Housing: <https://www.denix.osd.mil/Army-vwehh-pc>.



ARMY VIETNAM WAR ERA HOUSING PROPERTY TYPE

Description of the Property Type:

- According to National Park Service guidance, a property type is a grouping of individual properties defined and characterized by common physical and / or associative attributes. The historic property type under consideration for this Program Comment is Army Vietnam War Era housing, associated buildings and structures, and landscape features (1963-1975).
- A property type may include a variety of buildings and structures. Physical attributes include style, structural type, design, and materials and method of construction. Associative attributes include the property's relationship to important events and can also include geographic relationships of the property type to topographic and natural features. Variations may occur within a property type based on a variety of influences. (See National Register Bulletins 15, 16A, and 16B).
- The Army Vietnam War era housing property type contains a variety of buildings and structures including single family, duplex, multi-family, apartment, and townhouse type of housing, and other buildings, structures, and landscape features that are associated with the housing.
- The Army property type from the Vietnam War era can be generally categorized as Modern Housing, with examples of ranch, contemporary, and split-level designs. In 1964 a new DoD Design Folio was published to guide new housing construction. The designs in the DoD Design Folio were prepared by civilian architectural firms and mirrored their private sector housing designs.
- The US Army Corps of Engineers (USACE) led the actual site-specific contracting and construction of Army family housing at installations during the Vietnam War era.



ARMY VIETNAM WAR ERA HOUSING PROPERTY TYPE (cont.)

Description of the Property Type (cont.):

- USACE used the standardized housing designs in the 1964 DoD Design Folio for their Army housing construction contracts and hired civilian architectural and engineering firms to provide further site-specific designs and build the housing at each installation. The housing that was constructed were stripped down versions of what was depicted in the DoD Design Folio.
- Army family housing constructed during this period used the same designs, building materials, and construction methods that were used in the 20+ million homes built in the private sector. While single family and duplex housing continued to be constructed, townhouses also became a predominate type of Army family housing constructed throughout the Vietnam War era.
- The Army townhouse neighborhoods followed standard civilian sector principles of residential cluster development, grouping the townhouses together on a development site taking advantage of natural topography, and affording more common and open space. The townhouses were for enlisted personnel and company grade officer family housing, most of the family housing constructed between 1965 and 1975 was focused on those military ranks.
- In summary, the design criteria in effect for Army housing in 1963 remained the Capehart criteria established in 1958, focused on single-family and duplex housing. The Army's family housing design criteria were changed in 1964 when new standardized designs for military family housing were published in a housing design folio: Department of Defense – Family Housing, Prepared by the Office of the Deputy Assistant Secretary of Defense (Family Housing) (DoD Design Folio). After that point, contemporary housing designs and multiplex construction predominated.



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ARMY VIETNAM WAR ERA HOUSING PROPERTY TYPE (cont.)

Description of the Property Type (cont.):

- The 1964 DoD Design Folio is on the Program Comment website <https://www.denix.osd.mil/Army-vwehh-pc>. Installation specific reports are also on the website depicting what was constructed vs the DoD Design Folio.
- The 1964 DoD Design Folio changed the emphasis in Army family housing design. Single family and duplex housing were the predominate standard for Army family housing throughout the previous 100 years of Army standardized family housing design and construction.
- The 1964 DoD Design Folio changed that historic emphasis in Army family housing with a shift in focus on design and construction of higher density multiplex developments (townhouse and apartment) to house Army families, primarily to meet increasing demand and minimize development costs during wartime.
- While the Army constructed some townhouses and apartments during the preceding years of the 20th century, the scale of townhouse construction during the Vietnam War Era was significantly greater than in years previous. This paradigm shift was in response to the need to control the costs of providing increasing numbers of housing units for a larger segment of the military population.



ARMY VIETNAM WAR ERA HOUSING PROPERTY TYPE (cont.)

Property Type Definitions:

- *Army Vietnam War Era housing property type* means Army Vietnam War Era housing, associated buildings and structures, landscapes and landscape features, and Vietnam War Era neighborhoods.
- *Army Vietnam War era housing* means all privatized and non-privatized housing, with construction started or completed during the period 1963-1975, that is located on an Army installation or joint base and owned, operated, and or managed by the Army or by an Army privatized housing partner including those operating under the RCI program. The terms Army Vietnam War era housing and Vietnam War era housing are used interchangeably and refer to all Army Vietnam War era housing, associated buildings and structures, neighborhoods, and landscape features.
- *Associated buildings and structures* means detached garages, carports, storage buildings, above and below ground utilities and systems including water, sewage, storm water, mechanical and electrical systems, tennis courts, buildings and structures associated with athletic activities, playgrounds and equipment, other recreational buildings and structures, fencing, community centers, associated ancillary facilities that support housing operations, and any and all other buildings, structures, and objects associated with Army Vietnam War era housing and neighborhoods.
- *Landscapes and Landscape features* means the overall design and layout of the Vietnam War era housing communities including roadway circulation systems and patterns, plantings and landscaping, open spaces, playgrounds, recreational features including but not limited to athletic fields, fencing, parking areas, signage, site furnishings, parade grounds, lighting, sidewalks and curbing, driveways, setbacks, viewsheds into Vietnam War era historic properties and districts and out from Vietnam War era historic properties and districts into other historic properties and districts, and any and all other landscape features associated with Vietnam War era housing and neighborhoods.
- *Vietnam War Era Neighborhood* means a defined geographical area, district, or locality on an installation that is characterized by and comprised predominantly of Vietnam War era housing, associated buildings and structures, and landscape features.

ARMY VIETNAM WAR ERA HOUSING PROPERTY TYPE (cont.)

Photographic Examples: Arranged chronologically and showing the range of variation within the Vietnam War Era housing property type including single family, duplex, and multiplex construction.



Fort Riley KS – Constructed 1963



Fort Campbell, TN – Constructed 1963



Fort Detrick, MD – Constructed 1965



Fort Gordon, GA – Constructed 1966



Fort Benning, GA – Constructed 1969



Fort Carson, CO – Constructed 1970



Fort Carson, CO – Constructed 1971



Fort Carson, CO – Constructed 1971
 Shoshoni Village map, multiplex housing



Fort Jackson, SC – Constructed 1972



Fort Shafter, HI – Constructed 1973



Fort Bragg, NC – Constructed 1974-1975



Fort Benning, GA – Constructed 1975



CATEGORY OF UNDERTAKING

- The Program Comment Plan defines the category of undertaking termed *management actions* as: maintenance, repair, rehabilitation, renovation, abatement of hazardous materials, mothballing, cessation of maintenance, demolition, new construction, lease, transfer, conveyance, and the use of current readily available industry standard building materials and methods in the implementation of management actions.
- The Army's Vietnam War era housing property type is subject to repetitive management actions. In order to address the quality of life, health and safety obligations to the thousands of military families living this housing, the Army must implement extensive recurring maintenance, repair, and rehabilitation and renovation requirements for this housing, abate hazardous materials, manage the total inventory of existing housing, construct new replacement housing, implement real property transactions for management of the housing, and seek to control costs through the use of industry standard building materials in these activities.
- Housing from this period was constructed with single-pane windows; asbestos containing shingles and siding; minimal wall and attic insulation; galvanized steel pipes for water supply; cast iron drainpipes; 100-amp circuit breakers; obsolete HVAC components, lead-based paint, and asbestos containing building materials. Most of the original building materials have deteriorated and have been replaced and / or require ongoing maintenance, repair, and replacement. The housing was much smaller, and floorplans are obsolete relative to the modern standards expected by military families.



CATEGORY OF UNDERTAKING (cont.)

Maintenance, Repair, Rehabilitation, and Renovation:

- The continuous maintenance, repair, and health, safety and quality of life improvement requirements for this housing necessitates activities including but not limited to:
 - Roof repair and replacement
 - Siding replacement
 - Correction of structural defects and replacement of deteriorated building elements
 - Abatement or removal of lead-based paint and asbestos containing building materials and mold contamination to reduce or eliminate health risks
 - Actions to improve energy efficiency
 - Kitchen and bathroom modernization and improvement
 - Modernization of heating, cooling and ventilation systems, plumbing systems, and electrical systems
 - Floorplan changes and new additions to increase the number of bedrooms, bathrooms, and provide living areas to meeting modern expectations of military families
 - Use of industry standard building materials and methods used in the construction industry today to control costs
- While many of the maintenance, repair, and improvement issues may have been addressed in the past, many remain, many continue to arise and create a continuous requirement for implementation of these activities.



CATEGORY OF UNDERTAKING (cont.)

Inventory Management:

- The Army also must have the ability to manage its total Vietnam War era housing inventory by actions including mothballing, cessation of maintenance, and demolition.
 - Mothballing is needed to close and deactivate housing and / or associated buildings and structures for a long period, with the intent that the property would be brought back to a mission supporting operational status at a future time.
 - The Army also needs to cease maintenance and repair of housing and /or associated buildings and structures when the property is vacant and no longer in a mission supporting operational status, resources are and will remain unavailable to maintain, mothball, or demolish the property, and there is no foreseeable alternative use or intent to bring the property back to operational status at a future time.
 - To effectively manage our total inventory, the Army also needs to at times partially or wholly demolish Vietnam War era housing. Demolition may be partial and include interior demolition to remove interior portions including removal of walls, ceilings, and mechanical systems while maintaining the exterior; selective demolition to remove specific interior or exterior portions of housing, associated buildings and structures, and landscape features while maintaining other portions or features. Demolition may also be complete and fully remove Vietnam War era housing that is deteriorated, vacant, underutilized, presents health hazards or unsafe conditions for occupants, or to make way for new housing construction.



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CATEGORY OF UNDERTAKING (cont.)

New Construction:

- New construction may also need to occur within Vietnam War era neighborhoods. New construction within existing Vietnam War era housing neighborhoods includes: use of current industry standard building materials and methods for construction for new housing, associated buildings and structures, and landscape features; construction or replacement of associated above and below ground utilities and systems; may or may not occur in the immediate area of demolished Vietnam War era housing, associated building or structure, or landscape feature; and may not be similar in design to existing Vietnam War era housing.

Real Property Transactions:

- The Army has need to lease, transfer, and convey Vietnam War Era housing. This includes transfers and conveyances of existing ground leases and property ownership between RCI partners and by the Army; and actions to transfer or convey excess Vietnam War Era housing by sale or other means out of Army or RCI partner ownership and control.
- At each installation with privatized RCI housing, the Army conveys ownership of existing housing and leases land to the RCI partnership. The RCI partnership then operates and manages the conveyed housing and leased lands for military housing purposes. Upon termination of the ground leases in 2055, ownership of all RCI partnership owned improvements, including all housing located within the boundaries of the ground lease, is automatically conveyed back to the Army from the RCI partnership.



CATEGORY OF UNDERTAKING (cont.)

- The Army published a Notice of Availability (NOA) in the Federal Register on 15 November 2021. The Federal Register NOA (86 FR 63003) informed the public of the Army's intention to seek a Program Comment for Vietnam War Era housing from the ACHP and provided a draft Army Program Comment Plan for a 30-day public review and comment period. The category of undertaking termed *management actions* was defined in the Program Comment Plan and subject to public review and comment.
- Some public commenters stated the category of undertakings defined as *management actions* is too broad and they oppose the inclusion of demolition, new construction, cessation of maintenance, and lease, transfer or conveyance as management actions. The comments are addressed in the 28 Dec 2021 Final Program Comment Plan, section XIV *Public Review of the Program Comment Plan*.
- The use of *management actions* as the category of undertaking for Vietnam War Era housing is based on both the Army's needs for management of the housing, and the precedent set by the ACHP Membership in their approval of that same category of undertaking as similarly defined in the Program Comment for Army Capehart and Wherry Era Housing (1949-1962) and the Program Comment for Army Inter-War Era Housing (1919-1940), and.
- Further, the management actions are appropriate when this property type is properly viewed in the national context of the 20+ million similar homes constructed in the US during this period and in consideration of the overall lack of integrity of design and construction as indicated in installation specific inventory and evaluations and the new Army-wide historic context, inventory and evaluation of this property type.



SUMMARY

- The historic property type under consideration for this Program Comment is Army Vietnam War Era housing, associated buildings and structures, and landscape features (1963-1975).
- The category of undertaking is *management actions* is defined as: maintenance, repair, rehabilitation, renovation, abatement of hazardous materials, mothballing, cessation of maintenance, demolition, new construction, lease, transfer, conveyance, and the use of current readily available industry standard building materials and methods in the implementation of management actions.
- The use of the category of undertaking *management actions* for the Army Vietnam War Era housing property type is based on the precedent set by the ACHP in two other Program Comments for historic Army housing, the Army's needs for management of this housing, the overall lack of integrity of design and construction of this housing, and when the housing is considered within the national context of tens of millions other similar homes built during this period.



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GOAL AND OBJECTIVE OF THE PROGRAM COMMENT

- GOAL:

The Army's goal for the Program Comment is to obtain programmatic compliance with NHPA 54 USC 306108 for the repetitive management actions occurring on this large inventory of similar property types by means of the program alternative procedure under 36 CFR 800.14(e), in lieu of conducting individual project reviews under 36 CFR 800.4 through 800.7.

- OBJECTIVE:

The objective of the Program Comment is to achieve the goal in a manner that provides the appropriate balance between historic preservation of the housing and the efficient, consistent and cost-effective management of the housing in order to improve of the quality of life, health, and safety of the Army families living in Vietnam War era housing.

- The goal and objective will be met by the ACHP's adoption of the Program Comment, and the Army's implementation of the Program Comment mitigation measures and management actions.



PROGRAM COMMENT DEVELOPMENT PROCESS

