



## Joint Base Pearl Harbor - Hickam



### INTRODUCTION

As the site of one of the most significant events in American history, Joint Base Pearl Harbor-Hickam (JBPHH) is widely considered to be among our nation's most significant historic landmarks. In addition to its association with the Japanese attack of December 7, 1941, the base also contains a wealth of other important cultural resources ranging from ancient Hawaiian fishponds to Cold War era intelligence facilities. With such a rich and varied history to uphold and protect, Joint Base Pearl Harbor-Hickam is dedicated to delivering comprehensive and efficient cultural resources management while supporting the greater DoD mission objectives.

Created in 2009 by combining Naval Station Pearl Harbor and Hickam Air Force Base, JBPHH is one of the world's largest and most significant military bases. Covering 28,000 acres, supporting a population of 84,000, and containing approximately 3,000 historic resources (buildings, structures, objects, and archeological sites), the base

is not only home to the Navy's Pacific Fleet and Pacific Air Forces' 15th Wing, but is comprised of two National Historic Landmarks (Pearl Harbor and Hickam Field NHLs) and several other listed or eligible historic districts.

In order to respond to essential mission objectives and preservation issues, the Cultural Resources Management (CRM) team at Joint Base Pearl Harbor-Hickam relies on an efficient network of programmatic agreements, planning documents, and design guidelines to streamline the preservation process and promote its further integration into all phases of acquisition and facilities management. The result is a balanced approach that is more responsive not only to the mission demands of the Navy and Air Force, but also to the many native Hawaiian, local, State, and national organizations that work with the Navy to ensure the continued stewardship and interpretation of the installation's role in our national heritage.

## BACKGROUND

Cultural Resources Management work at JBPHH is integral to nearly all activities undertaken by the Navy, Air Force, and other more than 20 other major DoD units and government agencies operating within the installation. With a relatively small team of 14 cultural resource specialists - including historical architects, environmental engineers, an archeologist, and attorney – approximately 400 projects and proposals have been reviewed over the past two years.

Efficient execution of the installation's large workload is streamlined through the development of formalized processes that capitalize on the installation's programmatic agreements, comprehensive planning documents, and design guidelines. Complementing the current Integrated Cultural Resources Management Plans (ICRMP) for both Pearl Harbor and Hickam Field (both updated in 2008, prior to joint basing), the following additional management tools significantly reduce the need for lengthy Section 106 Consultations by integrating CRM best practices into the planning and execution of work critical to support the installation.

### **Programmatic Agreements**

The CRM team relies heavily on the use of Programmatic Agreements (PA) to efficiently execute projects and meet mission objectives. At present, the installation is operating under five PAs developed with the State Historic Preservation Office (SHPO), the Advisory Council on Historic Preservation, and more than 10 other historic preservation partners.

Chief among these PAs is the Navy Undertakings in Hawaii [regional] Programmatic Agreement, executed in 2003 to cover a wide variety of facilities maintenance and design-related undertakings throughout the Hawaiian Islands. This PA allows for in-house "no adverse effect" deter-

minations on a significant number of projects that may otherwise require full Section 106 consultations. Over the past two years, eighty-two percent of projects (293 of 357) have been processed by the CRM team under this PA. Considering that the average SHPO review period per Section 106 Consultation is currently 30 days, this PA has enabled on-time project reviews while saving an estimated \$400,000 in labor and processing fees. A Waterfront PA supplements this region PA, facilitating wharf recapitalization project reviews within the Pearl Harbor National Historic Landmark district, including undertakings for the Pearl Harbor Navy Shipyard.

A set of three equally effective PAs are those used to manage CRM activities carried out by companies currently operating as Public/Private Ventures within the installation. Through the creation of the "Hickam Housing PA," the "Forest City Homes Housing PA," and the "Ford Island Development Plan PA," the CRM team can ensure that private developers carry out work within the installation that complies with the National Historic Preservation Act, the Native American Graves Protection and Repatriation Act, and the Secretary of the Interior Standards. Since the PA requires these private entities to consult directly with the SHPO under the guidance of the developed PA statutes, large quantities of potential oversight work have been streamlined into an efficient and responsible management process.

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

The CRM team at Joint Base Pearl Harbor-Hickam has led or participated in several initiatives seeking to preemptively limit potentially adverse undertakings by integrating CRM best practices into early stages of the acquisitions and facilities management.

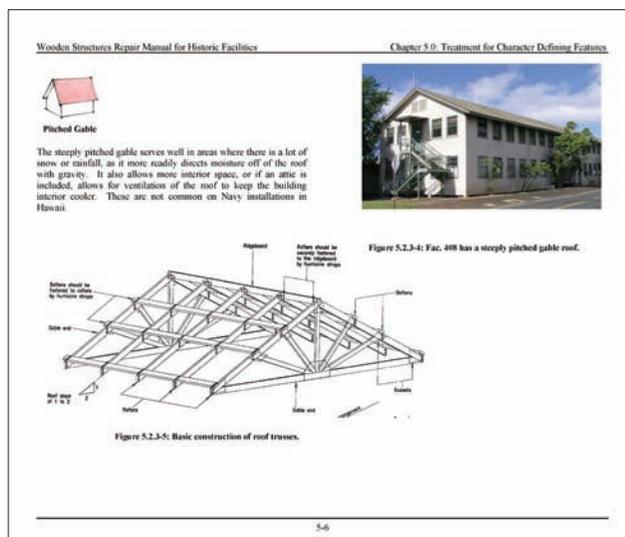
The most recent initiatives completed include development of a Cultural Landscape Report (CLR) and Historic Asset Management Process (HAMP) to document evolution of the installation and identify facilities significant to the cultural landscape as well as those that may help meet the Navy's requirements for footprint reduction. These two documents are used collectively by the installation, and create a transparent and logical asset management strategy that considers mission as well as the physical resource to prioritize re-use or removal.

While all of the above planning tools focus on different aspects of the maintenance, design, and construction processes, collectively they provide a solid foundation for the identification of CRM requirements at a project's inception. By developing a system in which cultural resources management can serve as a creative force, rather than a prohibitive restriction, Joint Base Pearl Harbor-Hickam has been able to be good steward of our national heritage while helping to carry out the Navy and Air Force missions.

## PROGRAM SUMMARY

Cultural resources management at JBPHH is structured to support Navy and Air Force mission needs through a proactive and streamlined stewardship program. The CRM team, led by the Region Historic Preservation Officer, is continuously seeking to develop tools that will increase efficiency, reduce costs, and establish formalized processes for planning, stewardship, and environmental/historic preservation compliance.

Working routinely with a core group of historic preservation partners, the CRM program at JBPHH is structured to carry out activities in a transparent and fair way while complying with all laws, regulations, and Navy/DoD instructions. Base initiatives are reviewed comprehensively, oftentimes in concert with NEPA reviews, to seek balanced solutions that both meet project requirements and protect the historic qualities of the base.



*The recently completed Wooden Structures Repair Manual for Historic Facilities is an invaluable reference for designers engaged in the preservation of historic facilities at JBPHH. Cataloguing all historic wood buildings on the installation, the Manual also documents the appropriate techniques and details necessary for their upkeep.*

Ongoing projects include a series of complementary planning and design standards being developed by the Joint Base. Documents expected to be completed in FY12 include the Regional Integration Plan, Installation Appearance Plan, Area Development Plans, Historic Preservation Planning and Design Guidelines, and a Wooden Structures Repair Manual for Historic Facilities.

## ACCOMPLISHMENTS

The CRM team works at all stages of facility planning, design, and execution; and has made extraordinary contributions towards the long-term preservation and reuse of the installation's varied resources.

## Stand-up of EV5: Historic Preservation

Among the most wide reaching CRM accomplishment for the installation has been the creation of EV5, the Navy's first Historic Preservation Division. Stood up in 2010 as a division of NAVFAC Hawaii's Environmental Business line, EV5 has greatly improved the efficiency of the CRM program at Joint Base Pearl Harbor-Hickam. Consisting of six historical architects, the Historic Preservation Division is now the single point of contact to coordinate all historic preservation issues at JBPHH.

Prior to establishing EV5, historic preservation responsibilities on the installation were disbursed throughout several divisions and lines of accountability. This lack of a clear organizational structure made a comprehensive approach to preservation planning and compliance very difficult.

The Historic Preservation Division has proven to be a proactive and positive force in the continuing evolution of installation's CRM program; and creation of this team of subject matter experts has been recognized outside the installation as well, resulting in the EV5 team winning a prestigious Historic Hawaii Foundation Preservation Honor



*With more than 3,000 historic resources to protect, Joint Base Pearl Harbor-Hickam is strongly committed to the preservation of our built environment. Several recent restoration projects, such as the 2010 rehabilitation of the iconic Hickam Field Crow's Nest, have been widely recognized.*

Award for their "successful efforts to stand up a new command for preservation and stewardship."

## Local and National Recognition / Awards

In addition to the award received for the creation of EV5, the installation has also been recognized both locally and nationally for its broader stewardship activities. Among these notable commendations are four additional awards from the Historic Hawai'i Foundation, including praise for the following projects:

***Crow's Nest Rehabilitation:*** Rehabilitation of the Crow's Nest, the steel-framed, glass-walled structure built in 1938 as one of the first buildings completed on Hickam Field, was completed in 2010. The project used the original drawings and historic photos in an effort to preserve the Art Deco features, such as the solid concrete railings and visors, and the fluted band that frames the structure. The Crow's Nest served as the control tower cab for Hickam Field, resting atop the building that housed Base Operations and a temporary Officers Club. The Crow's Nest was spared during the 1941 Japanese attack because Japanese maps showed it as a social club.



*Historic houses such as this one at Hickam Field are being restored and maintained through public/private ventures. Effectively administered through programmatic agreements, these award winning restoration projects have proven to be a cost effective and efficient way to preserve these historically significant properties.*



*Building 150, a 1940 historic building at Joint Base Pearl Harbor-Hickam (JBPHH), and headquarters to both Commander Navy Region Hawaii and Commander JBPHH, is one of five structures at Pearl Harbor that is part of a \$15 million Photovoltaic (PV) panel project. Four hundred sixty two, 235 watt PV panels have been installed on the roof with an anticipated production of 108.57 kilowatts at its peak output.*

***Hickam Community Center Rehabilitation:*** The Hickam Community Center, built in 1941, was part of the original 1935 Hickam Field master plan. Designed in the Hawaiian Modern style with Art Deco and Art Moderne detailing, its landscaped surroundings and its role as a social club for the neighborhood exemplify the progressive trend in air base planning begun in the inter-war years. Several additions obscured the original buildings' cross shapes, exterior lanais, and interior finishes. The extensive rehabilitation project undertaken from 2009 to 2010 restored the original cross-shaped form and re-opened the lanais and dining terrace. The facility now houses the Community Center for the Hickam housing areas.

***Historic Housing:*** Two historic housing projects on JBPHH (Hickam Historic Housing District and the Nob Hill House Rehabilitation) were also recognized by the Historic Hawaii Foundation in April 2011. The awards presented to the Joint Base, the Air Force and Navy PPV partners recognized the collaborative efforts being carried out daily to preserve historic residences while providing first class housing for service members and their families.

### **Shipyard Modernization Plan - Programmatic Agreement**

Development of a Programmatic Agreement was completed in 2011 to support execution of the Shipyard Modernization Plan, a twenty-five year long-range plan completed in December 2008 for the Pearl Harbor Naval Shipyard. With the historic significance of the Shipyard as well as its critical mission role within the DoD, the modernization plan provides a framework for use and adaptation in a changing military environment.

### **Energy Conservation and Alternative Energy**

Balancing systems modernization with historic preservation is a sizeable challenge at JBPHH, in large part due to the potential adverse effects that can result from introducing photovoltaic arrays, retrofitting high bay lighting, or changing street lighting. Nevertheless, several successful projects have been carried out in support of ambitious Navy/DoD energy initiatives.

## COMMUNITY OUTREACH AND PARTNERSHIPS

### Building Partnerships

While effectively streamlining the CRM process to support the mission objectives of the installation, the JBPHH CRM team has also consistently strengthened ties with our historic partners, native Hawaiian groups, and the broader public. Due to the important role which the base has played in our national history, CRM issues are often matters of local and national interest. The Navy and Air Force work with a diverse group of historic preservation partners when considering potential effects to our important cultural resources issues. Partners who meet on a regular basis and are integral to establishing CRM best practices include the State Historic Preservation Division, Advisory Council on Historic Preservation, National Park Service, Historic Hawaii Foundation, National Trust for Historic Preservation, Office of Hawaiian Affairs (OHA), and Oahu Council of Hawaiian Civic Clubs (OCHCC). Once each year, the group comes together in Hawaii for the annual Navy Region Hawaii CRM Annual Meeting to review program organization and effectiveness.

### Working with Native Hawaiian Groups

Joint Base Pearl Harbor-Hickam has a successful history of working in collaboration with Native Hawaiian groups to effectively preserve important cultural resources located on the installation. The results of our long standing relationships with groups such as OHA, OCHCC, the Oahu Burial Council, and the office of Housing and Community Development are evidenced through collaborative projects such as the annual Makahiki festival and the continued maintenance of the Fort Kamehameha Burial Vault. Such groups also assist the Navy with transfers of excess lands.

***The Makahiki:*** An annual tradition perpetuating the ancient festival known as the Makahiki has been a joint effort between Hawaiian civic clubs and the installation leadership since 2001. Each year, respect continues to be paid to the Hawaiian deity, Lono, in appreciation for all the bounties bestowed on the ancients regarding rain, health, and agriculture.

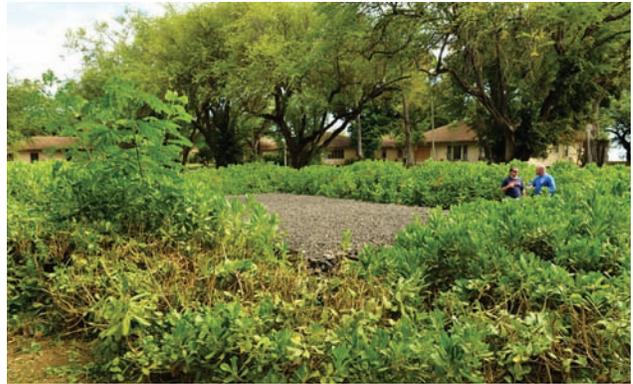
The Makahiki takes place which is a celebration of life and where games are played. This unique opportunity for local and military communities to interact and share cultural traditions is embraced by JBPHH as a way to demonstrate its appreciation of and respect for Hawaiian culture.



*Carrying on a centuries-old tradition, the annual Makahiki (festival) reaffirms the installation's role in respecting Native Hawaiian heritage. For new members of the military community, the Makahiki also serves as a wonderful introduction to the richness of an aspect of Hawaiian culture.*

**Fort Kamehameha Burial Vault:** The burial vault, located in the Fort Kamehameha Historic District near the entrance of the Pearl Harbor channel, is a replica of a traditional Hawaiian burial platform and serves as a permanent repository for Native Hawaiian burials recovered on the base since 1997.

Divided into eight chambers, the vault currently has 98 sets of human remains and contains space for the future repatriation of additional ancient Hawaiian iwi (bones). The CRM team at JBPHH works closely with local Hawaiian groups to ensure that proper access to the site is maintained. Maintenance of the grounds is also coordinated among a wide breadth of local groups, ranging from school children to the Hawaiian Air National Guard stationed on base.



*Founded in 1997 to serve as a permanent resting place for ancient Hawaiian iwi (remains), the Fort Kamehameha Burial Vault is a testament to the collaborative efforts of Joint Base Pearl Harbor-Hickam staff and local Native Hawaiian groups. Several times a year, a wide variety of residents from the base and surrounding community gather to help maintain this important cultural site.*

## Public Section 106 Reviews

As the public becomes more engaged in Navy activities, Section 106 Reviews demand greater inclusion of community members, civic organizations, and local groups. Information related to large undertakings is disseminated publicly via the internet as well as through media. Review of the Kalaeloa Renewable Energy Park at Ewa Field (site of one of the first aerial attacks on December 7, 1941) began in July 2011, and has included public meetings, site visits, and meetings with a group of 17 consulting parties. The consultation is expected to result in a successful balance of renewable energy with historic preservation.



*Public consultations ensure a high level of transparency and community involvement, and allow the installation to share its conservation initiatives to a broader audience. Section 106 review of the Kalaeloa Renewable Energy Park at Ewa Field included a site visit for Consulting Parties to get an up-close look at proposed solar panels.*