

Fiscal Year 2004 Secretary of Defense Environmental Awards Nomination

**CULTURAL RESOURCES MANAGEMENT**

**U.S. ARMY GARRISON, HI**

Sustain the Mission. Secure the Future.



## INTRODUCTION

The US Army Garrison Hawaii (USAG-HI) consists of two major installations—Schofield Barracks and Fort Shafter, and 25 smaller installations covering a total of 167,919 acres on two islands. It is home to the US Army’s 25th Infantry Division (ID), who depends on the Garrison’s training lands to fulfill its military and training objectives, and to the United States Army Pacific Command. The 25th ID’s training encompasses mounted and dismounted maneuver, reconnaissance training, live-fire training, deployment training, aviation training, combined live-fire/maneuver, force on force training and service support operations.

The importance of USAG-HI’s training facilities became evident in early 2004 when the Division deployed over 10,000 Soldiers to Iraq and Afghanistan. In addition, the past year has also seen thousands of Marine Corps, Air Force, Army Reserve and Army National Guard Units use USAG-HI facilities in preparation for deployment in support of the Global War on Terror.



▲ A shrine at Pohakuloa Training Area is one of hundreds of religious sites under the care of the USAG-HI Cultural Resources Management staff. [photo: K. Sherry]

The historical development of Hawaii produced a large breadth of cultural resources that exist on USAG-HI training lands and require management to support military readiness. First settled between 100 and 800 AD by people from the Marquesas Islands in the South Pacific, the Hawaiian Islands saw its greatest population expansion between 1150 and 1400, a time when lineages of the high chiefs of Oahu and Hawaii were founded. By 1700, the Hawaiian social structure had developed into population centers with intensive dry land and irrigated agricultural fields, royal centers and temple complexes. American and European missionaries

## USAG-HI FACTS

*Population:* 15,000 soldiers, 26,000 family members and 9,600 civilians

*Location:* Islands of Oahu and Hawaii

*Acreage:* 167,919 acres

*Major Cantonments:* Schofield Barracks, Fort Shafter and Wheeler Army Airfield

*Training Grounds:* Pohakuloa Training Area, Kahuku Training Area, Kawaihoa Training Area, Dillingham Military Reservation, Makua Military Reservation, Schofield Barracks East and South Ranges

began arriving in 1820 and were soon followed by an influx of settlers, traders and farmers who brought about great changes in Hawaii’s social structure, economy and natural environment. In the last half of the 19th century, construction of multiple military installations began including Schofield Barracks and Fort Shafter and the buildup increased in the 1930s and 1940s with the threats of impending war and the events of 7 December 1941.

Today, the Garrison Cultural Resources Management (CRM) team manages over 900 archeological resources including heiau (religious structures), ko’a (small shrines), fishponds, fishing shrines, habitation sites, caves and rock shelters, mounds, burial platforms, earth ovens, stone walls and enclosures and agricultural terraces linked to the original Hawaiian population of the islands. The CRM staff also oversees 795 historic buildings and structures ranging from gun emplacements, concrete revetments and tunnels complexes, to military housing, structures and landscapes, many of which are a part of the five historic districts and National Historic Landmarks that represent the history of the United States’ military presence in the Pacific.

## BACKGROUND

The USAG-HI CRM Program staff, which is under the Directorate of Public Works (DPW), consists of a Cultural Resources Manager, two archaeologists, an architectural historian and seven cultural resources specialists. They strive to fulfill the Cultural

Resources Management mission of providing outstanding stewardship and increased appreciation of cultural resources while supporting the training mission, range sustainment efforts and programs that provide an excellent quality of life for Soldiers of the 25th ID and their families.

Prior to 2001, USAG-HI completed Integrated Cultural Resource Management Plans (ICRMPs) for four training ranges, Fort Shafter, Wheeler Army Airfield, Schofield Barracks and Kilauea Military Camp. However, due to emerging Army organizational changes and installation facility

operations initiatives, such as transformation of the 2nd Brigade to a Stryker Brigade Combat Team (SBCT) and the privatization of utilities and family housing, cultural resources inventory efforts and Programmatic Agreements (PAs) were refocused to respond to these revamped missions. Six PAs and a Memorandum of Agreement (MOA) were completed for the following:

- Routine training activities at Makua Military Reservation, September 2000;
- Management of Ukanipo Heiau at Makua Military Reservation, October 2001;
- All actions taking place between 2004 and 2010 for establishing an SBCT, February 2004;
- The Whole Barracks Renewal (WBR) Projects for the Aviation Brigade at Wheeler Army Airfield MOA, June 2004;
- The Residential Community Initiative housing privatization, August 2004; and
- The renovation of four Quadrangle Barracks in the Schofield Barracks Historic District (currently being staffed for signature).

Additionally, the USAG-HI ICRMPs were consolidated to cover all 27 sub-installations in one document, expected to be final in June 2005. Funding for the actions outlined in these agreements is programmed through 2011.

The USAG-HI CRM team understands that oversight and management of cultural resources and historic properties can have an impact on Garrison initiatives, as well as the local community. As such, the team has made it a priority to work closely across the board on all project-planning committees with a wide variety of organizations. Staff members routinely participate in master planning design charettes, Real Property Planning Board meetings, the Range Control Steering Committee, Process Action Teams and Project Development Teams for major Garrison undertakings. This has enabled the Garrison to save time, manpower and money on many of its projects while preserving and maintaining many of its valuable resources. The Garrison Cultural Resources Manager also sits on the State of Hawaii Historic Review Board.



▲ One of two rare pictographs known to exist on Pohakuloa Training Area, serves as an example of the hundreds of cultural resources found on USAG-HI training lands. Thought to be a marker indicating a stream, it was discovered during a cultural resources survey.

“[The Garrison’s program shows an] extremely impressive breadth of responsibilities and accomplishments. Staff changes reflect a solid understanding of and commitment to the cultural resources program... and saved money for the Army.”  
 - Robin L. Burgess, federal preservation officer for the Bureau of Land Management

## PROGRAM SUMMARY

The USAG-HI has a long standing and very active CRM Program covering identification of resources, evaluation of properties for National Register eligibility, monitoring of archaeological sites during training events, maintenance of a geographical information systems (GIS) database for historic buildings and archaeological sites, and public outreach and Native Hawaiian consultation. The program seeks to engage stakeholders, as well as increase cultural resources awareness on and off the Garrison. Partnerships and relationships that have been developed with regulators, local officials and the public in general have produced positive impacts to readiness and garnered long-term benefits for the Garrison in its role as a responsible neighbor. These efforts are very highly regarded and are continually supported at the highest Garrison Command levels.

Efficient and effective CRM comes from experience, understanding and a consideration of the relevance of the Cultural Resources Program. Most importantly, it leads to integration with other programs, thus meeting broader missions. The greatest challenge to the CRM Program at USAG-HI is the physical organization of the Garrison and the number of commands and tenant organizations from which undertakings originate and with which cultural resources issues must be coordinated. The USAG-HI CRM Program focuses on archaeological, historical and traditional resources, but functionally has three goals, to support the Garrison's larger mission:

1. Eliminate impacts to military missions;
2. Meet compliance requirements; and
3. Identify and enhance program efficiencies.

Major objectives outlined in the ICRMPs, MOAs and PAs to help meet these goals include: 1) effective cultural resources staffing; 2) surveys of all high priority range areas; 3) evaluations of buildings 50 years of age for National Register eligibility; and 4) better integration of information with range operation and training and the various divisions within Directorate of Public Works.

As one of the early organizations leading the way in the Transformation of the Army, the 25th ID (L) is going through sweeping changes in how it is

organized and trains. The USAG-HI CRM Program responded to the expanding Army Transformation initiatives by more than doubling its staff in 2004 from one Cultural Resources Manager and four contract archaeologists, to a diversified staff of 11. In support of the many time-critical mission support projects, this growth reaped substantial cost savings, reducing contract expenses by an estimated \$2 million (equivalent to more than 80 percent reduction) and cutting work performance time in half.

“The Garrison has an exceptional record of stewardship for cultural resources, fulfilling the letter and the spirit of the National Historic Preservation Act.”

- Laura Skaggs, director of Federal Agency Affairs, National Trust for Historic Preservation

In 2003-2004 the Garrison surveyed 28,063 acres of training lands in direct support of 35 range development and upgrade projects, identifying 249 new archaeological sites, completed evaluation of 183 archaeological sites for National Register of Historic Places eligibility and monitored 161 sites for training impacts. Only 20 percent of rangelands remain to be surveyed.

In the same time period, the Garrison CRM staff prepared 10 Historic Structure Reports in support of 25 construction projects. These reports documented for the first time the condition of 677 buildings and structures. These assessments included 138 buildings at Pohakuloa Training Area (PTA), 15 buildings at Kilauea Military Camp, 420 historic housing units at various sub-installations and 22 buildings and structures at the Nike Missile Site at Kahuku Training Area in preparation for it being converted to a Combined Arms Collective Training Facility.

## ACCOMPLISHMENTS

The USAG-HI CRM Program is very proud of its contributions in supporting the Garrison and 25th ID and US Army Hawaii's (USARHAW) missions. These contributions reflect the Program's goal to effectively manage the vast cultural resources under the Garrison's care in a manner that facilitates and expedites the training of each and every Soldier

and unit. Highlighted below are the Garrison CRM Program accomplishments in 2003 and 2004:

**Program Management**

The CRM staff worked closely with the installation’s Range Control and Integrated Training Area Management staff to establish a shared GIS database that includes archaeological and cultural information used in developing training scenarios, range projects and long-term range development planning initiatives. This database has recently been used to avoid cultural sites during planning of 28 major construction projects in support of the Transformation of the 25th ID, reducing data recovery requirements and saving \$500,000 – \$1 million per site in excavation and curation costs.

CRM staff developed a unique historic resource identifier which has been integrated into the automated facilities work management system and the DPW GIS system, greatly improving management and preservation of historic resources. The new data sharing process helps alert facilities managers, estimators and project planners to the presence of historic properties and the need for Section 106 consultation requirements early in the planning process.

**Historic Buildings and Environmental Enhancement**

The Section 106 agreement documents prepared for the Quadrangle Barracks and Aviation Brigade Whole Barracks Renewal projects covered the multi-million dollar rehabilitation and upgrade for four historic barracks quadrangles in the Schofield Barracks Historic District, and the rehabilitation of existing buildings and construction of new Aviation Brigade barracks and operations buildings within and adjacent to the National Historic Landmark at Wheeler Army Airfield. The projects included adaptive rehabilitation of historic facilities, retention of significant architectural features and sensitive design of new buildings while fulfilling new barracks upgrade and force protection standards, thus greatly enhancing Soldier quality of life.

Additionally, the PA for the Garrison’s Residential Community Initiative, the Army’s largest housing privatization effort, covered 462 historic housing units located on four USAG-HI sub-installations. It



▲ The Quadrangle Barracks.

stipulates specific requirements for constructing new, and repairing and maintaining existing structures in and around historic districts and landmarks. It also provides guidelines for rehabilitating and retaining significant architectural features of eligible historic structures. Hickam US Air Force Base (AFB), Hawaii used this PA as a model for its Section 106 consultations for housing privatization, thus expanding cost savings across the Services.

**Archaeological Resources**

CRM staff at Pohakuloa Training Area established a unique partnership with a group of volunteers from the National Speleological Society and the Cave Conservancy of Hawaii to explore and map several hundred meters of lava-tube caves at PTA at no cost to the Garrison. These surveys addressed long-standing community concerns about cultural sites in the caves, documenting how early Hawaiians used the caves of the Hawaii Saddle Region for shelter, burials and to gather water.

**Native Hawaiian Consultation**

USAG-HI established Cultural Advisory Committees (CACs) consisting of Native Hawaiians with lineal ties to range areas on both Oahu and the Island of Hawaii. The CACs have helped facilitate Section 106 consultations and nurture cooperation with the Native Hawaiian community to expand and share knowledge on cultural site locations and their significance. The Garrison also began using cultural monitors on archaeological survey teams and during construction projects.

**Curation**

In late 2003, the Garrison established the first and only curation facility in Hawaii that meets federal curation standards. The 350 square-foot facility at PTA keeps artifacts in a humidity-controlled room for public viewing. The Native Hawaiian Community praised the Garrison for its efforts to retain artifacts and associated documents close to the original sites from which they were obtained, helping to preserve the spiritual link of the materials to the land.

**Cultural Resources Awareness**

In partnership with the Department of Education and the 25th ID Commanding General, staff organized a series of 12 cultural enrichment lectures and performances by Native Hawaiian experts and kumu (teachers) for Soldiers, their families and Garrison civilian staff. These events were broadcast on the installation television channel and were so successful that Hickam AFB used the series as a benchmark for establishing its Hawaiian Cultural Awareness Program.

**Mission Enhancement**

CRM staff worked with 25th ID Training staff and Operational units to develop a “Dig” Standard Operating Procedure and GIS maps showing dig/no dig areas that allow the trainers to choose sites with the least environmental impact thus facilitating the field training planning process.

Furthermore, in preparing troops in late 2003 and early 2004 for deployment to Iraq and Afghanistan, CRM staff worked closely with 25th ID units to complete Section 106 consultations within a week for critical high altitude helicopter training and live fire convoy training. As Section 106 consultations generally take two to four months, success in supporting these emergency requirements is credited to the strong relationships established between the installation, regulators and the Hawaiian people.

**Community Relations**

The Garrison funded, secured locations for and initiated design for two environmental/cultural visitors centers at Makua Military Reservation and PTA to educate the public on Army’s environmental programs and aid in Soldier environmental and cultural awareness.



▲ A group of students from Nanakuli High School pose while observing petroglyphs during a tour at Makua Military Reservation as part of an environmental awareness class supported by cultural resources staff supported in November 2004.

Education efforts have also initiated a partnership with Imi Pono no ka Aina (Excellence for the Land), a high school environmental education program to teach students how to identify, preserve and protect cultural resources. In turn, students have helped install permanent site markers, interpretive trail markers and protective barriers at cave sites across the Garrison.

The CRM staff also supported over 100 cultural accesses, open houses, lectures, exhibits and educational tours at several of its training areas over the past two years. These activities helped promote cultural resources practices and protection of significant sites, while supporting the Army’s training mission. Participants included Native Hawaiians, educators, concerned community members and university and high school students from Hawaii and abroad.

**CONCLUSION**

The USAG-HI CRM Program proactively pushes itself to seek out challenges and identify solutions to fulfill the larger training mission of the men and women of the 25th ID. It fulfills the letter and spirit of all the objectives and values in the Army Strategy for the Environment, which places the Soldier as the centerpiece of its mission statement. USAG-HI’s Cultural Resources Program embodies this premise, as it is consistently able to successfully combine environmental stewardship with military readiness and sustainability goals.