

Eglin Air Force Base

Cultural Resources Management — Installation

THE CHALLENGE OF MANAGING CULTURAL RESOURCES on Eglin Air Force Base (EAFB) is a daunting one for many reasons, such as the sheer size of the reservation at 464,000 acres, limited manpower, and Eglin's diverse military mission.

The Cultural Resources Management Branch at EAFB is a small but extremely dedicated team of civil service personnel led by the Base Historic Preservation Officer (BHPO). This team also includes the contracted services of information technology experts and archaeologists. Everyone with access to EAFB, from local campers to the Eglin workforce, is relied upon to help protect these resources. Counsel from the State Historic Preservation Officer (SHPO) and the Advisory Council on Historic Preservation (ACHP) is utilized in combination with modern technology to carry out this responsibility.

During Fiscal Years 2005 and 2006, Eglin's leadership saw the beginnings of change to the base's landscape through the Base Realignment and Closure (BRAC) decisions made by Congress. These decisions included the consolidation of all the initial Joint Strike Fighter training sites to Eglin. In addition, the U.S. Army's 7th Special Forces Group was relocated from Fort Bragg, N.C., to EAFB. The Department of Defense (DoD) also started its Military Family Housing



BETH BEHR, EGLIN HISTORIC BUILDINGS PROGRAM MANAGER, Mark Stanley, Eglin Archaeology Program Manager and Maria Rodriguez, Base Historic Preservation Officer, review the latest version of the Black and White map. This innovative tool is used by mission planners during the planning stages to understand where all constraint and non-constraint areas of cultural resources concern are across Eglin's 464,000-acre reservation. Actual site locations on this map have been purposely masked to further protect them from damage, looting or destruction.

Privatization (MFHP) initiative on Eglin by considering Camp Pinchot, one of Eglin's most storied historic districts, as a potential area to level and build homes for military families. The potential adverse effects to EAFB's cultural resources as a result of these actions created a sense of unrest in the community. Eglin's cultural resources staff has done a yeoman's job of capturing the essence of the public's concern and quelling the controversy that surrounds these developments through their tireless notification and consultation efforts.

The historical and cultural resources managed by Eglin include:

- 2,068 archaeological sites — (three National Register listed sites, 450 eligible/potentially eligible)
- 144 total historic buildings — 46 National Register listed buildings, 98 eligible

In the wake of Hurricanes Ivan and Dennis, Eglin cultural resource managers reviewed more than 1,000 work order documents to ensure that Eglin hurricane clean-up/repair operations didn't adversely affect or cause further damage to historic properties. Eglin's cultural resources managers have worked extremely hard to protect and recover artifacts from these sites. These sites are regarded as some of the best interpretations of the pre-Eglin cultures. Despite these challenges, Eglin's cultural resources managers have succeeded in balancing the complex needs of EAFB's military mission while protecting and preserving the installation's valuable cultural resources.



LYNN SHREVE, EGLIN ARCHAEOLOGIST, provides a mock excavation exhibit for local elementary school students during Eglin's Earth Day celebration. More than 1,000 Okaloosa County elementary students learned about Eglin's rich cultural and military history during the two-day event. The event was held at the two public elementary schools located on Eglin, Oak Hill and Cherokee.

INTRODUCTION

Located in the panhandle of Northwest Florida, Eglin Air Force Base is the Air Force’s largest installation. EAFB’s host unit is the Air Armament Center, (AAC) whose responsibilities include the development, acquisition, testing, deployment, and sustainment of all air-delivered conventional weapons. The size of Eglin’s workforce is approximately 22,000 military and civilians within the AAC and its 46 associate units.

Eglin is roughly three-quarters the size of the state of Rhode Island with more than 464,000 acres of long-leaf pine forest, unique pristine ecological areas, sensitive coastal shorelines, and wetlands. Weapons testing ranges cover a large portion of the Eglin reservation. These land features are attractive to military planners and trainers because the features present an optimum landscape for a variety of training scenarios.

In addition to the AAC’s diverse mission, Eglin has seen an increase in requests to conduct ground personnel training operations on its land over the years. A robust cultural resources program is required to preserve and protect these resources from potentially adverse effects of these actions.

Eglin AFB hosts an array of cultural resources that range from prehistoric occupational sites to pioneer homesteads and ruined missile launch sites. In fact, Eglin’s site inventory is the largest collection of cultural resources located on an Air Force installation in the southeastern United States.

Cultural Resources Awareness and Education — During the award period, cultural resources managers provided 25 lectures, presentations or exhibits to University of West Florida, Okaloosa-Walton Community College, local high schools, and elementary schools. These lectures often include information and presentations on past archaeological cultures, archaeological sites and artifacts, historic sites, and how they integrate into the community’s history and U.S. military history. Cultural resources managers participate in local cultural celebrations each year and set up informative displays that depict Eglin’s rich cultural and military history.



LYNN SHREVE, EGLIN ARCHAEOLOGIST, AND SANDY NELSON, Eglin Historic Buildings Program assistant manager, provide a mock excavation exhibit for local elementary school students during the 19th annual Thunderbird Intertribal Powwow in November.

BACKGROUND

The entire area of EAFB is encompassed in the base’s Integrated Cultural Resources Management Plan (ICRMP), which was officially signed into order in February 2006. This plan was a revision to Eglin’s former CRMP, which had been in effect since March 1994. Major components are included in the following tables:

ICRMP MAJOR RESOURCE FEATURES

TITLE	RESOURCES	SIGNIFICANCE	DATE LISTED
JB-2 missile sites (2)	An inclined launch ramp, two observation bunkers, access road, missile wreckage parts	JB-2 is the American version of the German V-1 that was used in WWII. It also was the nation’s first operational guided missile.	19 April 1996
McKinley Climatic Laboratory	Primary testing chamber, smaller internal testing rooms and associated buildings	Built in 1947, the unique laboratory simulates rain, snow, ice, dust, sand and extreme hot and cold temperatures. It also is a National Historic Mechanical Engineering landmark.	6 October 1997
Camp Pinchot Historic District	Twelve buildings, 10 of which were built between 1910 and 1925	Served as the Choctawhatchee National Forest Headquarters as well as its association with the establishment of the U.S. Forest Service in the early 1900s.	22 October 1998
Operation Crossbow site	Nine structures	Replica of German V-1 launch complexes built to test ways of destroying them during WWII.	22 October 1998
Eglin Field Historic District	Twenty contributing administrative and residential buildings	Largest concentration of WWII structures on Eglin	22 October 1998

ICRMP SIGNIFICANT PROGRAMMATIC AGREEMENTS / MEMORANDA OF AGREEMENTS

TYPE	AGREEING PARTIES	OBJECTIVE	DATE PREPARED	BENEFIT
Programmatic Agreement	Eglin, Florida State Historic Preservation Officer (SHPO), Advisory Council on Historic Preservation (ACHP)	Preservation and protection of historical and archaeological resources located on Eglin	14 February 2003	Lists of exemptions allows a host of projects to proceed without the need for a formal SHPO consultation, a six-week process reduced to a week or less in many cases
Memorandum of Agreement	Eglin, Florida SHPO, ACHP, U.S. Marine Corps	Mitigation of adverse effects of readiness training exercises	25 May 2003	Provides framework for consultation for current and future readiness training exercises requests
Loan Agreement	Eglin, Northwest Florida Heritage and Indian Temple Mound Museums	Curation and display of Eglin artifact collections in public museums	25 October 2005	Increases public awareness and education of Eglin's cultural resource program for those without base access

Eglin's Cultural Resources Branch is led by the Base Historic Preservation Officer (BHPO). The BHPO leads a small team of civil service personnel, the Archaeology and Historic Buildings program managers, as well as contracted archaeologists and information technology experts.

Eglin's Cultural Resources Branch consists of two programs, the Historic Buildings and the Archaeology programs. This branch is one of four under the Eglin Environmental Management Division, under the 96th Civil Engineer Group in the 96th Air Base Wing

The Cultural Resources Branch's office building is considered a major resource. The building is part of the Eglin Field Historic District, but it also contains the Curation Facility and the Interpretative Center. The Curation Facility houses 569

cubic feet of artifacts that have been recovered from the Eglin reservation, as well as, 479 linear feet of associated records.

Cultural resources managers have recently acquired a self contained, mobile modular storage unit that providing more than 350 cubic feet of storage for artifacts as well as 250 linear feet for associated records.

The Interpretative Center showcases the best examples of artifacts that have been recovered from the Eglin reservation. Inside this facility, you can follow the timeline of the cultures that lived here long ago and see various tools they used to survive. You can also learn more about the industrial expansion of the area and



BETH BEHR, EGLIN HISTORIC BUILDINGS PROGRAM MANAGER, photographs Bldg. 238, one of the contributing buildings in the Eglin Field Historic District, for permanent recordation. A shining example of adaptive reuse, Bldg. 238 also serves as the Cultural Resources Program office. The Curation Facility and Interpretive Center are located inside the building as well.

Eglin cultural resources managers are committed to both the mission and preserving our national heritage. To do this, the staff has embedded itself into many influential decision-making committee or group to further their goals. The following are some of the many committees where the cultural resources staff have a prominent chair:

Range Development Executive Steering Committee (RDESC) — The mission is to ensure the Eglin Range Complex is operated and developed for the maximum benefit to the DoD, in a manner that is sustainable from military mission, environmental stewardship, and regional partnership perspectives.

The Range Configuration Control Committee (RC3) Subcommittee — The RC3’s mission is to ensure that the configuration of the AAC range is controlled to prevent uncoordinated changes to the documented range configuration and uncoordinated activities that will conflict with each other.

The Mission Enhancement Committee (MEC) The primary mission is to ensure Eglin’s resources are protected from encroachment by non-DoD actions and activities, and are available for accomplishment of DoD missions.

Federally Recognized Native American Groups Cultural resources managers consult with Native American groups or tribes regarding access to tribal properties, disposition of human remains, and other activities that may impact the tribes. Cultural resources managers also participate in event planning with the Thunderbird Intertribal Council.

The Environmental, Safety and Occupational Health Committee (ESOHC) — Responsible for general oversight of the direction of environmental management and the ICRMP at Eglin.



DANIEL CARROLL, 96TH SECURITY FORCES SQUADRON police officer, and **Joe Meyer, Eglin archaeologist**, discuss site protection measures at one of Eglin’s 2,068 archaeological sites. Eglin cultural resources managers and Security Forces personnel have forged a partnership to monitor more than 30 sites that are located in widely dispersed, publicly accessible areas on Eglin’s 464,000-acre reservation. Security Forces personnel report evidence of site tampering and looting to cultural resources managers.

PROGRAM SUMMARY

Eglin cultural resources managers have attained substantial progress on several important objectives stated in Eglin’s ICRMP, such as the following:

Adaptive reuse compliance — As part of their continued support for Eglin’s Military Housing Privatization effort, Eglin cultural resources managers were able to clearly

define the concept of adaptive reuse as a viable alternative to the Air Force’s preferred alternative of demolishing the Camp Pinchot Historic District.

The managers conducted a six-month adaptive reuse case study that followed the rigid timeline of events associated with the privatization effort that was driven by real estate transactions necessary to attract housing developers. During this time, the team researched 15 potential alternatives with the consulting parties, which included the U.S. Forest Service (USFS).

The Air Force will use this information to determine the ultimate disposition of Camp Pinchot, but the work of Eglin’s cultural resources team has increased the validity of adaptive reuse in future actions and increased historic preservation education amongst Air Force leaders. The effort has also accounted for the preservation of one of the nation’s rare remaining examples of an intact complex that is linked to the USFS’s early years.



CARRIE WILLIAMS-BOURGEOIS, EGLIN PROJECT ARCHAEOLOGIST, explains the time period associated with some artifacts that were found during survey activity with John Sims.

Another excellent example of adaptive reuse compliance is the effort put forth on the National Register eligible Cape San Blas lighthouse and keeper's quarters project. The Cape San Blas lighthouse and keeper's quarters are located on Eglin property approximately 120 miles southeast of Eglin in rural Gulf County near Port St. Joe, Florida.

The lighthouse is comprised of an iron skeleton lighthouse tower accompanied by a pair of two-story wood frame dwellings and an oil house that occupies a narrow two-acre strip of land. The lighthouse was erected in 1885 and deactivated in 1996. The keeper's quarters were built in 1905. The property has been owned and managed by the Air Force since 1981.

In an effort to preserve the structures and to leverage resources, Eglin entered into a partnership with Gulf County and the St. Joseph Historical Society to lease the structures to the county and be managed by the Society. Gulf County and the St. Joseph Historical Society plan to open the facilities to the public and conduct community outreach and educational activities there.



The entire complex is a short distance from State Road C-30 East, a major tourist route that also leads to St. Joseph Peninsula State Park. Since 2001, more than 637,000 visitors entered the state park. The keeper's quarters structures will be adapted to be reused as an office, gift shop and museum by the Society. As they have throughout this project, Eglin cultural resources managers continue to coordinate restoration, preservation, and lease aspects. The project completion date is mid-2007.

The DoD funded the restoration of one of the two keeper's quarters structures through a \$400,000 Legacy grant. In 2005 the restoration of the second keeper's quarters structure was made possible through a partnership between Eglin, St. Joseph Historical Society, Gulf County, and grants from the Florida Department of State, Division of Historical Resources. The lighthouse is being restored to its original standards as well.

Air Force contractors have made minor repairs and cleaned up lead based paint on the structure and in the soil beneath. The total cost of these efforts was

THE CAPE SAN BLAS lighthouse and keeper's quarters restoration project was done through a partnership of Eglin, Gulf County, Fla., the Florida State Historic Preservation Officer and the St. Joseph Historical Society. Eglin has leased the site to Gulf County and county officials plan to open up the site for education and outreach purposes. As a result, Eglin will avoid a total of \$180,000 in maintenance and repair costs throughout the 25-year span of the lease.

\$630,000. AF contractors also repainted the exterior surfaces with environmentally-safe paint. Through the 25-year span of the lease, Eglin will avoid \$180,000 in annual maintenance and repair costs for the Air Force.

Public involvement/notification under Section 106 of the NHPA — Another aspect of the Military Family Housing Privatization initiative and its relationship to Camp Pinchot Historic District was the high level of public interest in the outcome of this project. This was due to the significance of the buildings and structures themselves and also because the fenced area of the district over-lays two significant historic and prehistoric archaeology sites.

During an 18-month stretch, cultural resources managers conducted the largest public notification and involvement effort they had ever completed.

Cultural resources managers sent out dozens of consultation letters to interest groups, museums, and Native American tribes to capture their interest in Camp Pinchot's fate. They also held monthly meetings and conference calls with these groups. This public notification effort has captured a substantial amount of public concern at the federal, state, and local levels due to the potential demolition of the district and served to help to quell any controversy associated with this action.

Limit natural disturbances to archaeological resources

— Eglin cultural resources managers conducted an assessment of 64 of Eglin's eligible and potentially eligible coastal sites and ranked them in order of susceptibility to tropical storm or hurricane damage. The result of this assessment has provided cultural resources managers with a clear indication of which sites need immediate and/or improved site protection measures. These protective efforts may include the installation of rip-rap walls, seawalls or geotubes. The assessment also helped determine whether to conduct data recovery on these sites as soon as funding is available.

ACCOMPLISHMENTS

Overall Cultural Resources Management

As part of the BRAC decisions in 2005, Congress mandated that the DoD relocate the U.S. Army's 7th Special Forces Group in Fort Bragg, N.C. and consolidate all of the initial Joint Strike Fighter training sites to Eglin. The environmental impacts of these moves had to be studied in an Environmental Impact Statement (EIS). The potential impacts to historic properties will also be researched within this EIS.

The entire area of the Eglin reservation was considered in developing the proposed and preferred areas to beddown these units. To ensure that the BRAC schedule of events continued on its quick pace, Eglin cultural resources managers conducted a swift archaeological inventory to help BRAC planners quickly identify potential beddown locations for these units within Eglin's cantonment areas.

Eglin cultural resources managers developed an innovative mapping tool to support the BRAC initiative — the Black and White map. This coded map of the entire Eglin area depicts high and low probability areas for archaeological sites and historic properties. "Black" areas of the map depict areas of high cultural resource concern, while "White" areas depict areas deemed free of cultural resource concerns. Inherent in the development of this map is the intended masking of actual site locations to further protect them from adverse effects. BRAC planners and any other Eglin proponents can see constraint and non-constraint cultural resource areas across the entire reservation.

During the award period, cultural resources managers reviewed 1,960 actions through the Environmental Impact Analysis Process, as well as 30 Environmental Assessments/Environmental Impact Statements. Cultural resources managers also reviewed all plans for any ground-disturbing action that may impact cultural resources found on Eglin. If necessary, cultural resources managers initiate when any required consultation.

Using the PA, 80 percent of consultations were handled at the base level. Only 20 percent of the consultation efforts required SHPO-level review and this allowed cultural resource managers to make expedient responses to the Eglin warfighter. One example regards one of the contributing buildings in the National Register-eligible Strategic Air Command alert district of 15 structures located in the 33d Fighter Wing tenant unit area of Eglin. As 33d FW's leadership and plans and programs personnel prepared for their Operational Readiness Inspection in November, the

need to make renovations to one of the structures that was used as the Emergency Operations and Survival and Recovery Centers became apparent. The wing received a demerit for their workcenter's poor organization and communication within the facility in a previous exercise (aspects that could prove to be catastrophic in a real wartime scenario) and 33d FW officials desired to correct that before the ORI. Eglin cultural resource managers worked quickly with Florida's State Historic Preservation Officer to clear the action, which contributed to the 33d FW's EXCELLENT rating for wartime readiness.

Eglin cultural resource managers completed an upgrade to their Cultural Resources Information Management System (CRIMS). As a result, all documentation, tabular data, images and budget aspects of both the Archaeology and Historic Buildings programs can be adequately tracked, verified, or researched within the system. With this new upgrade, cultural resource managers can develop required reports such as the Annual Report to Congress in a mere three days compared to the former three-week timeframe.

Another aspect of this upgrade was the continued refinement of incorporating Geographic Information Systems (GIS) capability into the CRIMS. With this feature, Eglin cultural resource managers can instantaneously call up a visual representation of a historic building or a site, complete with all or any user-specified attributes that are associated with that historic property. These attributes are represented by GIS layers. Having this capability aids Eglin's cultural resource managers in visual research capability, as well as other tasks.

Several Air Force Materiel Command bases such as Hill Air Force Base in Utah, Hanscom AFB in Massachusetts and Edwards AFB in California have expressed an interest in adapting Eglin's CRIMS to their respective base's cultural resources programs.

Historic Buildings and Structures —

In the summer of FY06, cultural resources managers ensured that the historical status of all buildings was accurately reflected in Eglin's real property inventory of 4,400 buildings or structures as mandated by the DoD's Real Property Inventory Requirements initiative. Historic building officials went through each individual record for buildings in the inventory and entered the correct evaluation date and status.

In an effort to determine the eligibility for hundreds of potentially eligible range structures that are located on the Eglin reservation, cultural resources managers initiated a Historic Range Context Study.

This ongoing study is focused on the Cold War history of Eglin and weapons testing missions that were functional between 1941 and 1991. Hundreds of pages of documents and maps were declassified to identify the locations of the program's associated facilities and structures on the reservation. The team then used the preliminary results of this study to clear dozens of mission actions on the reservation and have future plans to clear thousands of acres for mission activity in the future.

Archaeological Resources — The cultural resources staff developed a partnership with Eglin Range Security Patrol to

enhance site protection and monitoring aspects of the archaeological preservation program here. More than 30 eligible/potentially eligible sites are located in widely dispersed recreational areas that are open to the public. The staff provided geo-spatial data of these locations to security officers, who in-turn know the exact locations of the areas and regularly monitor and report if there is evidence of tampering and looting.

Cultural resources managers made two important limited data recovery efforts during the award period. On two of Eglin's coastal sites, shore erosion and recent tropical storms and hurricanes had exposed or scattered artifacts located there. One of the sites is very significant in that it's Eglin's only site that bears evidence of British, French, and Spanish colonial interaction. Without this recovery effort, evidence could have been lost forever.

Cultural resource managers expeditiously surveyed 4,100 acres considered to have high probability of cultural resources for an Alabama Army National Guard unit. The survey ensured that the unit could carry out mission critical exercises and account for the protection and preservation of historic properties at the same time.

Curation — The cultural resources team continues to cultivate preservation teamwork across the Air Force's Major Commands. Eglin has agreed in principle to house and protect historical artifacts found on Tyndall Air Force Base property (Air Education and Training Command) in a special area in its curation facility. Eglin has also been approached by Air Force Space Command's Patrick Air Force Base and other organizations to store and

protect their artifacts. A Memorandum of Agreement is currently being developed for these actions. An added benefit of this agreement is the close proximity between Eglin and the origin of these artifacts. This provides easy access for academic research purposes.

Community Relations — Cultural resources managers routinely capitalize on the outreach opportunities at many annual local and base events, including Earth Day, Archaeology Month, and the Thunderbird Intertribal Powwow. They held a hands-on excavation exhibit for more than 1,000 local elementary school students during the base's 2006 Earth Day celebration. At these events, cultural resources managers provided informative displays about Eglin's rich cultural history for all to experience. Many of the program's major resource features are also ideal stops for the dozens of distinguished visitor tours they facilitate each year for Office of the Secretary of Defense (OSD), Non-Governmental Organization (NGO) groups, local civic leaders, and special interest groups.

The staff's limited manpower coupled with the unlimited opportunities to increase cultural resources awareness inside and outside Eglin's gates drove the need for a multimedia product that captured the essence of the program. As a result, the staff developed and produced a series of three short video documentaries that are tailored to some of its regular audiences—base personnel, tourists, interest groups, and distinguished visitors. Thousands of people are now exposed to Eglin's cultural resource program either through the base's commander access channel, the Interpretative Center's video kiosk, and the Fort Walton Beach public cable channel.