

Hickam Air Force Base

Cultural Resources Management — Individual

Located on the Hawaiian island of Oahu, Hickam Air Force Base (HAFB) contains many unique cultural resources of historical significance. During the award period, Mr. Gary M. O'Donnell, R.A. directed the 15th Airlift Wing's (15 AW) cultural resources management program by developing creative solutions to difficult problems. Incorporating the 15 AW's rich cultural heritage into the mission of the new Air Force is the legacy of his 19 year tenure. Our mission today, is tomorrow's history, and our future.

Mr. O'Donnell credits his cultural resources program successes to his ability to navigate the environmental process and clearly communicate adaptive management solutions that enhance today's Air Force mission, while preserving the past. By taking an active roll in the Environmental Impact Analysis Process (EIAP) for missions, protection and adaptive use of historic properties at Hickam AFB are ensured.

Much of Mr. O'Donnell 's success may be attributed to his mastery of utilizing the EIAP, cultural resource management technical knowledge, and communication skills to facilitate win-win situations for the mission and the resource. These successes additionally minimize cost by proactively avoiding problems.

Mr. O'Donnell's commitment and enthusiasm toward cultural resource protection has been embraced by base personnel, Hickam AFB residents, and the local community. All are actively involved in the 15 AW's cultural resources management program. Diverse groups from the Native Hawaiian community respect the work the 15 AW has completed regarding the repatriation and reinterment of Native Hawaiian remains.

Mr. O'Donnell's efforts in FY05-06 will be his legacy in the future. As we take on new challenges for preservation and adaptive use of historic properties, today's mission will continue to be tomorrow's history.



MR. O'DONNELL STANDS WITH MOCK-UP of interpretative sign pointing out the architectural development and planning of Hickam Field. Nine signs were ordered with FY06 funds and will provide background information at eight historic locations. This project keeps personnel and visitors informed, and makes Hickam AFB eligible for a Preserve America Award nomination.

Mr. O'Donnell's significant accomplishments during the award period include:

- Preservation plans in place to support new missions. Preservation plans provide current condition, method of maintenance, and even sources for historic material and craftsman for each historic structure and streetscape.
- Projects requiring adaptive cultural resource solutions included support of a \$1.1B Housing Privatization program, the C-17 beddown's adaptive use of historic facilities, and the architectural compatibility of its new facilities.
- Salvaged and stockpiled materials from projects on historic buildings around base. These materials will be used in the maintenance of other similar structures in the future.
- Project justifications resulting in funding of over \$1M for 15AW Environmental Planning budget in FY05-06.
- Educated base planners and engineers on the responsibilities of their adaptive use of historic structures. The managers in turn educated their personnel resulting in no "foreclosures of comments" (violations) for FY05-06.
- Facilitated implementation of the first portion of the Hickam AFB Interpretative Plan. This puts Hickam AFB a step closer toward developing heritage tourism, a goal of Preserve America
- Arranged for high school students to participate in landscape maintenance of a Native Hawaiian burial vault (built FY06) and to replace invasive plants with native species in the Hickam wetlands.
- Organized an Earth Day event for Radford High School Students on careers in cultural resource management.



WHEN THE 1916-17 FORT KAMEHAMEHA HISTORIC HOMES were dropped out of housing privatization, Mr. O'Donnell quickly facilitated the programming and FY06 award of a programmatic agreement for adaptive reuse of the homes for storage. If talks with University of Hawaii are successful, homes may also be utilized as part of the learning curriculum in the historic preservation program. This saves the AF preservation costs by the lessee providing preservation in exchange for storage.

POSITION DESCRIPTION

Mr. Gary M. O'Donnell, R.A. represents the 15th Airlift Wing (15 AW), as the Chief of the Environmental Planning Element and is also the Base Historic Preservation Officer. Mr. O'Donnell is in charge of an office that manages National Environmental Policy Act (NEPA) compliance; natural resources conservation; and cultural resources management (which includes architectural preservation, archaeology, curation, and the protection of ancient human remains and the repatriation of Native Hawaiian remains).

Mr. O'Donnell supervises: a lieutenant, who oversees the National Environmental Policy Act (NEPA) program; a contract natural resources manager; and a contract archaeologist. The Environmental Planning Element is located in the Civil Engineer-

ing Squadron, which is part of the Mission Support Group for the 15 AW, headquartered at Hickam AFB (HAFB), Hawaii.

In fiscal years 05 and 06, Mr. O'Donnell focused on preserving the rich architectural history of 15 AW and its installations, in addition to supporting new AF missions. The preservation of the 15 AW's cultural resources helps to educate personnel, residents, and visitors regarding the roots of the installation. The importance of history is apparent by the construction methods, oversight, and adherence to criteria established by the Integrated Cultural Resources Management Plans (ICRMP) and preservation design plans.

Mr. O'Donnell's close communication with proponents of new operations, facility managers, and with the community has been the key to his success. The results are new missions that are integrated with the historic legacies of the installations. Their accomplishment, should be preserved for current and future generations. Mr. O'Donnell approaches the balance of mission and preservation with the belief that the power of the association of object with time or events can be transferred from generation to generation, ex. by viewing bullet holes in a wall, 7 Dec 1941 comes to life. Value is multiplied each time a generation benefits from the original labor and materials, without the waste of refining and assembling anew.

The Cultural Preservation Process (CPP) Mr. O'Donnell uses to lead a small number of experts is transferable to other installations throughout DoD, and to other

Federal and non-Federal facilities. Integrating present and future operations into historic facilities will enhance the value of the mission through the increased self-worth of individuals and collective worth of organizations who realize their legacy will be revered. The mission supported by Mr. O'Donnell spans over 4,045 acres and is home to 140 tenants, including PACAF Headquarters. The 15 AW is comprised of 1,500 active duty military members, 800 civilian federal employees, and is supplemented with contractors.

At a pivotal location in the Pacific, the 15 AW maintains six installations, while facing the ever expanding requirements to fulfill a mission of enhancing PACAF's power and reach. By ensuring world-class en route support, maintaining operational ready forces, and providing superior customer service, PACAF guarantees the ability to rapidly engage anywhere in the Pacific-Asian region. Mr. O'Donnell manages an eclectic mix of cultural resources, touching upon the long and varied history of Hawaii and the Pacific, World War II and the Air Force.



These resources managed under Mr. O'Donnell's direction include the following six historic areas:

Name	Resources	Status/Date
Hickam Field National Historic Landmark Area	One of the most significant cultural resources associated with WWII in the Pacific, December 7th, 1941 attack	Listed 1985
Wake Island National Historic Landmark Area	One of the best preserved WWII Pacific battlefield landscapes left in existence.	Listed 1985
Bellows Archaeological Area	Contributes to early settlement and cultural development in Hawaii; elucidates broad patterns of local history and in the Pacific region	Listed 1974
Artillery District of Honolulu	Example of early coastal defense system for the United States	Listed 1984
Fort Kamehameha Historic District	Early 20th century military family neighborhood — 33 craftsman style houses, coral rock bandstand and chapel	Nominated 1983 Eligible Nomination Re-forwarded in 2006
Hickam Historic District	Outstanding pre-planned community in the dawn of air power	Eligible Nomination forwarded in 2006

Awards Accepted in FY05 - 06 by Gary M. O'Donnell, R.A.

- 2006 Air Force Gen Thomas D. White Award Cultural Resources Management — Individual, Hickam AFB
- 2006 Pacific AF Headquarters, Gen Thomas D. White Award Cultural Resources Management — Individual, Hickam AFB
- 2006 Pacific AF Headquarters, Gen Thomas D. White Award Cultural Resources Management — Installation, Hickam AFB
- 2006 Pacific AF Headquarters, Gen. Thomas D. White Award National Environmental Policy Act Compliance — Installation, Hickam AFB
- 2006 Civilian Category III Third Quarter Award, 15th Civil Engineer Squadron, Hickam AFB
- 2005 Pacific AF Headquarters, Gen. Thomas D. White Award Natural Resources Management Award — Installation, Hickam AFB
- Accepted 2005, OSD Cultural Resources Management Award — Installation, Hickam AFB

AWARDS AND SERVICE

Mr. O'Donnell has been lauded by VIPs for excellent tours, stewardship, and knowledge of Hickam AFB's historic architecture and planning. At the State's request, he attended monthly Hawaii State Working Group meetings in 2006 on historic preservation and improving the process for adaptive use. He also contributed to a traveling, world wide exhibit on the work of Honolulu architect, Vladimar Ossipof. Mr. O'Donnell is registered with the National Council of Architectural Registration Board, and is an active member of the American

Institute of Architects. He annually supports the National Trust for Historic Preservation and the Rails to Trails Conservancy. Mr. O'Donnell leads a team that has also been recognized for their outstanding community relations by Native Hawaiians. Also, in FY05 and FY06 Mr. O'Donnell participated in volunteer group clean-ups of the Ahua Reef and Hickam wetland area. This program not only helped youth earn recognition for providing community service, but also resulted in a savings of \$50K annually for the Air Force. Mr. O'Donnell is a strong supporter of preserving the Ala Wai Small Boat Harbor, which was built mostly during the 1950s for affordable recreational boating. In 2006, Mr. O'Donnell participated in the Honolulu Marathon Clinic and completed his 10th Marathon.

ACCOMPLISHMENTS

Mr. O'Donnell's received a B.S. in architecture from the University of Virginia, and a Bachelor of Architecture, M.S. in Urban Design from Pratt Institute, N.Y. He believes that this education provided the foundation for building his program at Hickam AFB over the last 19 years.

1. Mr. O'Donnell implements cultural resources management through the EIAP (AF National Environmental Policy Act process), to ensure preservation of cultural resources are a part of daily operations for the 15 AW. This was accomplished through the evaluation of all work orders and military construction proposals. During FY05 and FY06, Mr. O'Donnell's Environmental Planning Element (CEVP) reviewed from 20 to 80 proposed actions per week.

This process efficiently assured preservation and adaptive use in a timely manner, and avoided time consuming non-compliance issues, ex. avoided 1 yr and \$1M for Defense Common Ground System (DCGS) adaptive use of Hanger 5. The proactive management implemented by Mr. O'Donnell at the 15 AW minimizes mission delays and reduces need for additional consultation associated with "foreclosure of comment" incidents. It also assures the reuse and continual operation of existing resources for future generations. Mr. O'Donnell's implementation of the 15 AW's cultural resource program resulted in no "foreclosures of comment" while assuring our generation that their mission will be revered as tomorrow's history.

Cultural Resource Management Plans - 5 Year Updates with GEOBase (Contracted for comprehensive updates in 2006)	
Installation	Key Objectives Met
HAFB \$100K Contracted	Provides comprehensive review of archaeology, architectural resources, and establishes basic management guidance. Initiated traditional cultural places survey.
Bellows AFS \$47K Contracted	Clarified historic resources inventory and established basic guidance
Satellite Installations \$17.4K Contracted	Clarified historic resources inventory and established basic guidance
Wake Island \$40.3K Contracted	Inventoried /evaluated historic resources. Established basic guidance.

2. Mr. O'Donnell's completion of all Integrated Cultural Resource Management Plans (ICRMPS) for all installations under the control of the 15 AW by June 02 resulted in the availability of information for preservation and adaptive use of historic properties. Due to Mr. O'Donnell's ability to justify his program in FY05 and FY06, the 15 AW received over one million dollars, a record for the 15 AW cultural resources program. This enabled Mr. O'Donnell to award contracts for comprehensive updates of all ICRMPS in FY06. These updates assure availability of current information and provide opportunities for external review, as well as review by PACAF Headquarters every five years.

3. Mr. O'Donnell conceptualized and contracted the development of the Residential and Non-Residential Building Preservation Plans (BPP) and Streetscape Assessments. This provided a step by step cookbook approach for preservation and restoration of character defining historic features. Each building type and street was surveyed. All existing and missing historic features were identified and information was provided on how to maintain, repair, and if necessary, replace in-kind each feature. Additionally, these BPPs and Streetscape Assessments identified sources for historic materials, and identified craftsmen to do the work.

These plans are available for use by contractors to enable better estimates for preservation costs. The easily available plans and current information reduced State Historic Preservation Office (SHPO)

and Advisory Council on Historic Preservation (ACHP) consultation time to one year, saving as much as two years from the process, and provided the required information to the prospective private operator to move the \$1.1B housing privatization forward. This saved the government money by avoiding long, confusing discussions and a problematic contract that could have resulted in resource damage.

Building Preservation Plans and Streetscape Assessment		
Title	Historical Resources Objectives	Mission Objective
BPP of Historic Homes for HAFB	Established 24 museum homes with original interiors	Enables upgrade of other historic houses to new standards
Streetscape Assessment	Specifies guidance for residential "Garden City" plan	Enables privatization of HD by providing guidance for bidder
BPP for Non-Residential Buildings at HAFB	Specifies preservation actions for non-residential historic buildings	Enables adaptive reuse of historic buildings for projects (C-17 program)

"You (Mr. O'Donnell) promote awareness of and respect for all that is historically significant and architecturally distinctive at Hickam AFB, keeping it intact for the enjoyment of the Air Force personnel and their families as well as for present and future residents of Honolulu."

— Kiersten Faulkner, Director,
Historic Hawaii Foundation

FY05 - 06 Key Accomplishments, Gary M. O'Donnell, R.A.

	Action	Results
1	National Environmental Policy Act action reviews using Environmental Impact Analysis Process (EIAP)	Assured Cultural Resources were taken into account on 20 to 80 proposed actions per week
2	Comprehensive 5 year updates of all Integrated Cultural Resources Management Plans (ICRMPS) awarded in FY06	Assures availability of current information and provides external comment on newly updated plans.
3	Utilized Residential Building Preservation Plan (BPP) and Streetscape Assessment in FY05 consultation and FY06 negotiations to achieve Housing Privatization.	Saved government \$60M and 1 year over new construction by having defined preservation actions for Programmatic Agreement with historic parties, and for Request For Proposals, making a clear contract.
4	Programmatic Agreement (PA), Housing Privatization Phase II, signed in FY06. Covers historic properties and includes Hickam AFB and Bellows AFS. Historic American Building Survey (HABS) contracted as part of PA in FY05. To assure opportunity for the public to comment on privatization and proposed changes to the historic housing district an Environmental Impact Statement (EIS) was also accomplished simultaneously with the PA.	Resolves how 15 AW will comply with National Historic Preservation Act for housing privatization, enabling \$1.1B privatization to go forward. Transferable to all DoD agencies. Langley AFB got a copy for adaptation in FY06.
5	Swiftly organized an alternative position for adaptive use of Ft Kamehameha homes as warehousing with possible lease to University of Hawaii (UH), when these historic homes were taken out of privatization	Saves the government \$363K annually in preservation costs, transferred to another entity who will pick-up preservation in return for storage (now at a premium in Honolulu). If UH leases, students may participate in preservation.
6	Finalized Non-Residential Preservation Design Plan (PDP) of 4 volumes and over 1,000 pages in FY06. A three year effort.	Enabled new missions to proceed by adaptive use of historic buildings and architecturally compatible design of new buildings. Draft used in FY05 to support new C-17 mission at HAFB. Will be useful for future missions, F-22 and KC-135 beddowns, etc.
7	Forwarded in FY06 3-nomination packages to Air Staff for listing on the National Register of Historic Places	Will list the Hickam Historic District, and the Ft Kamehameha Historic District, and add Battery Closson to the Artillery District of Honolulu (already listed).
8	Burial Vault at Bellows AFS completed and Native Hawaiian remains re-interred.	Participation of Native Hawaiian organizations with AF personnel, including Mr. O'Donnell, in repatriation, Sep 06. Room for future repatriation. Instills community pride.
9	Volunteer Projects to re-vegetate with native plants in wetland areas and clear around burial vault, replacing invasive species with native plant species.	Building relationships with Hawaiian community (Kamehameha Schools), providing youth recognition, instilling pride, improving the environment by removing invasive species while using affordable means, saving the government \$50K annually, while complying with the Sikes Act, and is transferable to other agencies .
10	FY06 finalization of 9 Interpretative Plan signs being installed in 8 key historic locations on Hickam AFB. Initiated with Base History office.	Eligible for Preserve America award nomination by fostering heritage tourism and awareness through provision of historic information
11	Careers in Environmental fields included Architectural Preservation and Archaeology at FY06 Radford High Earth Day event	Communicates with surrounding community what AF is doing, fostering interest in the AF and in environmental careers, builds relationships.
12	Initiated talks on Wake Island Atoll National Landmark	Starts an Environmental Impact Analysis Process (EIAP) that could save government funds if minimal manning for the atoll is possible where AF no longer has a mission

4. The Housing Privatization Programmatic Agreement (PA) signed in 2006 was based on the 2000 PA written by Mr. O'Donnell. Having a PA in-place greatly fulfilled consultation for privatization - saved 1yr/ \$300K.

List of PAs and MOAs in place for 15AW		
Description	Objectives	Comments
HAFB Housing PA/2006 updated 2000 PA	Enabled privatization, preserved 24 homes/design changes for others	Transferred as template for other DoD use
MOA on CINC home Art Deco railing 2001	Preserved railing while providing for resident desires	Enclosed railing improved safety and privacy
FY05, homes completed on 2003 MOA	HABS enabled return to original "Garden City" plan	Resolved conflict with WWII building
2003 MOA on minor WWII structures	HABS enabled removal of 3 up-side down "U" structures	Fightline structures conflicted w/ security fence concerns
Archaeological PA for HAFB/ in-progress	Incorporates new data. Reduced sensitive areas	Lowered construction costs by reducing monitoring

5. The 2006 Housing Privatization PA will continue to assure preservation and compatibility of new buildings with the Hawaii Regionalism style of homes. HABS funded in FY05 is now being completed.

When the 1916-17 Craftsman Style Fort Kamehameha homes were taken out of privatization due to a conflict with landing aircraft, Mr. O'Donnell implemented talks for adaptive use as storage facilities. A PA for the Fort Kamehameha homes was contracted in FY06 and is currently being completed.

6. Non-Residential Preservation Design Plans, finalized in 2006, were used in draft form to support the new C-17 mission. The C-17 Squadron Operations building opened in FY05 and is designed in a neo-Art Deco style to be compatible with the historic architecture of the flightline and the WW II era hangars.

7. Mr. O'Donnell submitted National Register nomination packages to Air Staff in FY06, reinforcing 15 AW's commitment to policy and preservation. Some structures nominated are already listed as part of the Landmark Area and others are eligible.

8. Mr. O'Donnell's work to establish the first Native Hawaiian burial vault on 15 AW property in 1997, became the basis for design and construction of a new vault at Bellows AFS. A repatriation and reinterment ceremony was held on 7 Sep 06.

9. Native Hawaiian (NH) community members and Kamehameha School students become involved in replacing invasive plants with native species by the vault and in the 15 AW wetlands - instilling pride while building and strengthening the AF and NH community relationship.



MR. O'DONNELL AND HIS ENVIRONMENTAL PLANNING STAFF participated in the Sep '06 evening ceremony to repatriate and re-inter Native Hawaiian remains in the new burial vault on Bellows AFS. This was an arrival point after an 8 years process that started with a second search of Bishop Museum for further remains from AF property.

"The goal of the PA is to develop adequate safeguards and a process for oversight that will transcend current personnel and policies. The Hickam agreement does a good job establishing such a process. Historic homes within the Hickam Historic District have been well maintained and historic preservation staff at Hickam have already developed detailed management guidance, such as a CRMP, design guidelines, streetscape standards, preservation plans and HABS documents. Most importantly the PA calls for ongoing oversight and review by the "Base Historic Preservation Officer" [Mr. O'Donnell].

— **Ms. Elizabeth Merritt** Esq. National Trust (NT) for Historic Preservation 22 Nov 06 memo to Exec. Director of NT

10. Communication is key to the success of Mr. O'Donnell's Cultural Resources Management Program. Mr. O'Donnell, coordinated an Interpretive Plan with the Base Historian's Office.

Completed in FY05, this plan provides comprehensive recommendations to promote heritage tourism on Hickam AFB, capitalizing on Hawaii's status as a top tourist destination. Heritage tourism will tell the AF story and build public appreciation. In FY06 the first step was taken to implement this plan when nine interpretative signs were ordered and will soon be installed at historic locations.

The project is eligible for a Preserve America award. A member of the USAF provides the Facility Manager Briefings. This not only gets the preservation word out to managers, but to other Officers as well. Mr. O'Donnell also works closely with his counterparts at the State and in the private sector.

11. Mr. O'Donnell encouraged students to take up a career in Cultural Resources Management at the FY06 Radford High School Earth Day event on environmental careers.

12. The process to preserve cultural resources continued in late FY06 as 15 AW took on the challenge of minimal manning on Wake Island National Landmark. Mr. O'Donnell began informal talks with Advisory Council on Historic Preservation (ACHP) and National Park Service (NPS).



MR. O'DONNELL'S PROGRAM includes getting groups from both the on base and off base community involved in service projects. Students from the Kamehameha Schools have participated in volunteer efforts to maintain the burial vault for Native Hawaiian remains and also to remove invasive species from our wetland areas for re-vegetation with native species.

"Thanks for pointing out his [Vladimar Ossipof's] distinctive use of materials, and seamless blending of modern and Hawaiian elements in the design. Couldn't have done it without your help; greatly appreciate your going above and beyond to familiarize me with the building. Your excitement for quality architecture is contagious. From all involved in the exhibition, Mahalo nui loa!"

— **Dr. Don Hibbard**, Heritage Counselor

"Thank you for the very comprehensive tour of Hickam Air Force Base's many historic resources. I especially appreciated the time and energy you devoted to the tour on such short notice...I am very impressed by the efforts you and your colleagues have made to integrate so successfully new construction into the historic areas."

— **Dr. Stephanie Toothman**, Chief of Cultural Resource Programs for the Pacific-Western Region of the National Park Service



BRINGING THE PAST INTO THE FUTURE by making the new C-17 Squadron Operations building compatible with Hickam AFB's historic Art Deco architecture, instills pride that our mission today will be revered as tomorrow's history. The C-17 Squadron Operations building opened in FY05.