



FY 2015 Secretary of Defense

# Environmental Awards

Cultural Resources Management, Small Installation  
Francis E. Warren Air Force Base

## Introduction

Francis E. Warren Air Force Base (F.E. Warren AFB) is the oldest US Air Force installation in the world and one of the most historically significant military installations in the United States. Originally founded in 1867 as Fort David A. Russell, the installation evolved from an Army frontier cavalry post to the nerve center of the most technologically advanced weapon system in the United States Military arsenal. F.E. Warren AFB is home to the 90th Missile Wing (MW) whose mission is to “defend America with the world’s premier combat-ready Intercontinental Ballistic Missile (ICBM) force.” Its main cantonment area consists of 5,866 acres located west of Cheyenne, Wyoming. In addition, the 90th MW operates 150 Minuteman III (LGM-30G) ICBMs spread over a three-state, 9,600 square-mile complex. F.E. Warren AFB is also host to the 20th Air Force Headquarters, as well as the Naval Operations Support Center and the Wyoming Army National Guard Joint

Forces Headquarters. The installation directly supports 3,361 military members and 964 civilian employees. It also provides support for 5,445 family members of assigned military and approximately 5,000 military retirees that reside in the local area.

The physical manifestation of the contribution made by F.E. Warren AFB to the nation’s defense is clearly reflected in the historic buildings, structures and landscape of the installation. Historic properties under the stewardship of the installation include pre-contact archaeological sites, 19th and 20th century historic buildings, and the Minuteman III ICBM system. These historic resources are a continual reminder of the sacrifices made by those members of the military that have gone before and underscore the Air Force principles of *Integrity First, Service Before Self and Excellence in All We Do*.

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## Background

The installation includes 360 historic properties located within the main cantonment and another 165 historic properties in the associated missile field in the States of Wyoming, Colorado and Nebraska. The Fort D. A. Russell National Historic Landmark District (NHLD) is one of the most complete and intact assemblages of historic military architecture from the late 19th and early 20th centuries. The red brick buildings that line the streets of the NHLD reflect the revival styles popular during the expansion period of the installation as well as the traditions of planned military communities. The historic appearance of these buildings belies the fact that many play a critical role in the operation of the most advanced weapons system in the world. Many of these buildings have been sensitively rehabilitated in a manner that respects the historic integrity of the property while providing world class facilities for the Airmen that occupy them. The historic properties also include the entire MMIII Missile System, which consists of fifteen Missile Alert Facilities (MAFs) and 150 Launch Facilities (LFs). The MMIII Missile System is significant for its contribution to the

Cold War and for its continued contribution to the defense of the Nation. The complexity of ensuring consistency with the Secretary of the Interior's Standards for the Treatment of Historic Properties while maintaining the military readiness of the MMIII system spread over three separate states is one of the biggest compliance challenges facing F.E. Warren AFB. This challenge is met through the constant coordination and cooperation with both internal and external stakeholders.

The Cultural Resources Management (CRM) staff at F.E. Warren AFB consists of one full-time civilian within the 90th Civil Engineering Squadron (CES). Since 2008, that position has been held by Mr. Travis Beckwith. Mr. Beckwith earned his BA in History from the University of Maine at Farmington and his MA in Historic Preservation from Colorado State University. Mr. Beckwith skillfully transitioned the CRM function from "deficient" status to one of the premier CRM programs in the Air Force. After coming aboard, Mr. Beckwith conducted a comprehensive review of the entire program which resulted in a determination that the existing



### National Historic Landmark District Boundary

The Fort D. A. Russell NHLD is one of the most intact assemblages of historic military housing in the U.S. The NHLD contains 360 historic properties, in addition to 165 historic missile sites in the state of Wyoming, Nebraska and Colorado. Maintaining compliance with such a diverse portfolio of cultural resources is one of the most demanding cultural resource challenges in the DoD.

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Integrated Cultural Resources Management Plan (ICRMP), the central managing document for the CRM program, was wholly deficient. Mr. Beckwith authored an entirely new ICRMP without the benefit of contract support. The resulting ICRMP (2009, with 2014 revisions) focused on clear assignments of responsibility, delegation of authority and accountability while streamlining the National Historic Preservation Act Section 106 review processes. The new and concise ICRMP, along with a shrewd use of Programmatic Agreements (PAs), created the foundation upon which measurable success could be achieved. Reflecting the traditions of sustained excellence, innovation and attention to detail embodied by Strategic Air Command (SAC), and its direct descendent Air Force Global Strike Command (AFGSC), the 90th CES captured the Air Force's Thomas D. White Award Cultural Resources Management awards at the MAJCOM/Installation Support Team (IST) level for five consecutive years.

## Summary of Accomplishments

Achievements during the award period reflect a focus on mission support and military readiness. In FY 2013 and 2014 the installation CRM staff completed Section 106 consultation on 590 undertakings, an estimated savings of over \$600,000 if contracted out. Not only did the CRM achieve an astonishing 100% concurrence rate with three separate State Historic Preservation Offices (SHPO), they reduced the average SHPO response time to less than 12 days. The total time it took the CRM to process a Section 106 consultation from start to finish averaged less than 20 days. The accomplishments of the CRM program touched nearly every aspect of mission readiness.

During the award period the CRM program played a major role in:

**Maintaining World Class Military Family Housing by Partnering with Military Housing Privatization Initiative (MHPI) Developer.**

Military installations remain the home of combat power, and F.E. Warren AFB is no exception. No other aspect of the mission impacts military families' lives more directly than ensuring they receive world class housing and community facilities. To accommodate MHPI at F.E. Warren AFB, the CRM developed a comprehensive PA through partnerships with the Advisory Council on Historic Preservation (ACHP), the Wyoming State Historic Preservation Office (WYSHPO), the Alliance for Historic Wyoming (AHW), the MHPI Developer and the Air Force Legal Operations Agency (AFLOA). This stakeholder-driven approach resulted in a PA that sensibly governed the treatment of 157 historic housing units, historic landscapes and sundry other cultural resources.



### F.E. Warren Housing

Maintaining world-class housing for Airman is a major program initiative of the CRM program. The PA for privatized housing is a testament to the partnership forged among the MHPI developer, the WYSHPO and the 90th CES. This partnership fosters a spirit of community amongst residents while respecting the military heritage of F.E. Warren AFB.



### Gate 1

The Cultural Resources at F.E. Warren AFB include one of the most technologically advanced and sophisticated weapons system developed by the U.S. These historic resources are spread out within a 9,800 square mile area in three different states. From right to left a view of the Peacekeeper (LGM-118), Minuteman III (LGM-30G) and the Minuteman I Missiles (LGM-30A).

Much like the ICRMP, the PA set out clear roles and responsibilities, established clear authorities, and set a new standard of excellence for future privatization efforts. The successful implementation of MHPI underscored major goals identified in the ICRMP, specifically streamlining compliance through the use of PA's and developing positive relationships with stakeholders.

The PA refined a concept whereby F.E. Warren AFB could notify the WYSHPO of actions that might affect cultural resources but were categorically excluded from traditional 30 day review periods. Implementation of the PA gave the MHPI developer the flexibility to treat the historic properties within certain parameters while dispensing with lengthy reviews. During the award period, this innovative “notify and proceed” approach resulted in the completion of over 226 reviews that the CRM

was empowered to turn around in one business day. This PA and its implementation provided a solid framework that ensures success of MHPI for the 50 year lease period. In addition, the CRM developed a training program for MHPI-contractor employees that educated them on the proper treatment of the Cultural Resources under their stewardship. The CRM also patterned with the MHPI developer to publish a guide to living in historic military housing. This booklet raised awareness of the historic significance of F.E. Warren AFB and provides a ready reference for them to recognize and report signs of building deterioration.

### ICBM Modernization.

F.E. Warren AFB's ICBM missile system requires constant maintenance and frequent upgrades in order to maintain the standard of perfection required by AFGSC. ICBM assets include not only the MAFs and LFs but also on base facilities that help to maintain the ICBM in a manner that is safe and secure. During the award period, the CRM successfully completed Section 106 consultations for over 400 undertakings, with a 100% concurrence rate and a SHPO response time of less than 10 days, which directly impacted the ICBM mission. This included quality of life upgrades to the interiors of the historic MAFs, renovations of living spaces, and bathrooms that are sympathetic with the historic integrity of the MAFs. It also included critical security upgrades, such as the addition of remote visual assessment for all 150 LFs and electrical upgrades that reduced acute vulnerabilities.

ICBM modernization also involved on base improvements as well, including a complete redesign of the Main Gate within the historic district, to meet evolving Anti-Terrorism Force Protection standards that required close coordination with the WYSHPO to avoid adverse impacts. Additionally, on base improvements included one of the major centerpieces of the ICBM force improvement program: the construction of a new Weapons Storage and Maintenance Facility (WSMF). The WSMF is a \$92 million dollar facility

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that will ensure the safety, security and effectiveness of the ICBM program well into the 21st century. The CRM completed review of the proposed undertaking and coordinated Section 106 consultation in less than 30 days.

### **Completing the PA in Support of the Strategic Arms Reduction Treaty (START) at F.E. Warren AFB.**

Implementation of the START at the installation required the demolition of the Peacekeeper Missile System (PK), one of the most significant weapon systems developed during the Cold War and a resource the DoD determined was “exceptionally significant” for its historic association with the Cold War. Demolition of such a significant resource constituted an adverse effect to historic properties, which necessitated the development of a PA. The CRM developed a comprehensive PA through close coordination with the WYSHPO, the AHW, AFGSC, and the interested public that allowed the demolition to proceed in accordance with timetables mandated by this international treaty.



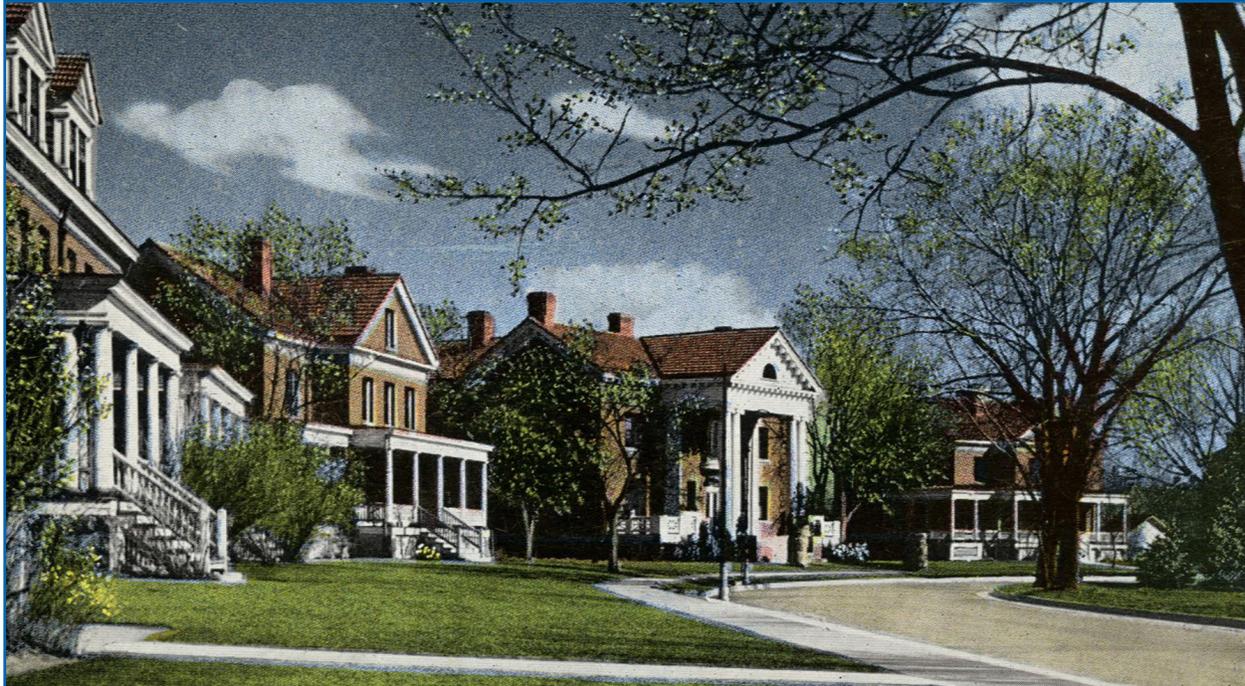
### **Colorado State University Group Tour**

CRM Travis Beckwith provides a tour to Graduate Historic Preservation Students from Colorado State University. Public outreach is an important component of the CRM program at F.E. Warren AFB. Mr. Beckwith also provided testimony to the Wyoming Legislature as well as other diverse groups including the University of Wyoming and the Wyoming State Museum.

The agreement forged between F.E. Warren AFB and the WYSHPO called for the transfer of a MAF, Quebec-01 (Q-01), to the State of Wyoming for use as an interpretive center and museum. After the parties signed the agreement, the CRM engaged with the State of Wyoming to work towards the transfer of Q-01. Supporting the agreement required coordination of 7 separate tours of Q-01. The CRM partnered with 90th MW Public Affairs office, 90th MW Protocol and the 90th MW Commander in providing tours for Distinguished Visitors. These high profile tours included representatives from Wyoming’s U.S. Congressional Delegation, Wyoming Legislators, community stakeholders, Wyoming State Government Agencies and other interested parties. The CRM also provided expert testimony to the Wyoming Legislature’s Travel, Recreation and Wildlife (TRW) Committee. These tireless efforts led to the TRW Committee’s recommendation to the Wyoming Legislature to accept Q-01 for use as an interpretive site and museum. Continued preservation of this MAF is a clear example of the type of partnership goals identified in the ICRMP.

### **Integration of the Section 106 Process with National Environmental Policy Act (NEPA) Compliance.**

Perhaps the greatest success of the CRM program lies in the integration of the Section 106 Process with the NEPA program. Facing deep cuts in resources along with Air Force-mandated Civil Engineering Transformation (CET) changes, F.E. Warren AFB lost key personnel responsible for completing NEPA at the installation level. The CRM worked with the Environmental Element Chief and internal stakeholders to entirely realign the NEPA function with the CRM office. This move leveraged the synergies that existed between the two programs and negated the need for relying on contract support to fill the NEPA compliance void. After realignment of the NEPA duties to the CRM office, Mr. Beckwith completed two key Programmatic Environmental Assessments in-house to



### **F.E. Warren AFB Historic Postcard**

F.E. Warren AFB is the oldest installation in the USAF inventory. Originally founded in 1867, the installation strongly reflects its frontier roots. F.E. Warren AFB also embodies its modern-day mission to provide the world's premier combat-ready ICBM force.

streamline both programs. The first EA covered all minor construction projects, both inside and outside of the NHLD. Coordination with WYSHPO ensured that future development in the NHLD would meet certain architectural design standards while negating the need for lengthy review periods. The second Programmatic EA dealt specifically with hazardous materials abatement in historic buildings. It allowed the installation to remove hazardous materials from historic buildings so long as certain criteria were met.

The development of these Programmatic EAs required consultation with numerous stakeholders, including the WYSHPO, the WY Department of Environmental Quality (WYDEQ), the U.S. Fish and Wildlife Service (USFWS), the U.S. Army Corps of Engineers (USACE), and other interested parties. Using these two Programmatic EAs, the Environmental Planning Function was able to categorically exclude twenty separate projects from further NEPA review, a savings in both money and time. F.E. Warren AFB provided each of these EAs to the AFCEC

NEPA Center of Excellence for other bases to utilize. In addition to the programmatic EAs, the CRM successfully integrated Section 106 Compliance into four other EAs for projects that affected the NHLD. These include the construction of a Military Working Dog Kennel, a Bridge Replacement along a mission-critical nuclear asset route, a renovation of the Explosive Ordnance Disposal Training Range, and the construction of a new wastewater lift station. Coordination with WYSHPO, WYDEQ, USFWS, USACE and other interested stakeholders ensured that these EAs successfully integrated Cultural Resources into the NEPA process. In-house completion of these NEPA documents also saved an estimated \$391,000 in contracting costs. This model of integration brings efficiencies to both the Cultural Resources Management and Environmental Impact Analysis Process protocols and serves as a model to other DoD installations. It also satisfied major goals of the ICRMP, specifically streamlining compliance, involvement of stakeholders and establishing clear procedures for review.

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## Charting the Future of Cultural Resources Management.

The impact of the F.E. Warren AFB CRM program on the Air Force does not stop at the installation boundary. During the award period the CRM helped chart the future of the Air Force Cultural Resources program by serving on the Air Force Cultural Resource Panel. This panel consists of a select few installation level CRMs along with IST experts and AFCEC representatives. The CRM drew on his previous experience from serving on the AFCEC Cultural Resources Panel for Implementation of Civil Engineer Transformation and the AFCEC Mission Essential Task List Panel for the Air Force-wide implementation of the Next Generation Information Technology (NexGen IT) enterprise system. The CRM's experience in developing a usable ICRMP at the installation helped convince the AFCEC CRM Panel that the approach could work across the USAF. This standardization will provide all USAF installations with the framework needed to produce effective ICRMPs.

Other initiatives also extended beyond the installation boundary. The CRM undertook enhancements to the onsite historic archive and curation facility. This state-certified curation facility stores over 17,000 artifacts, blueprints, photographs and other documents that illustrate the history of F.E. Warren AFB. The facility meets all of the criteria of 36 CFR 79 Curation of Federally Owned and Administered Archaeological Collections and saves the Air Force an estimated \$125,000 in storage costs every five years. In 2012-2014, the installation accepted archaeological artifacts from other Air Force installations, including two collections from Buckley AFB and New Boston Air Force Station, providing even greater savings for the DoD by negating the need to pay for commercial curation of artifacts. The CRM also reached out to educational institutions providing tours and presentations on Air Force History to the Wyoming State Museum, the University of Wyoming, and Colorado State University.



### F.E. Warren Historic Image

While F.E. Warren AFB's mission evolved from frontier cavalry post to headquarters of the 90th MW, the historic character of the base remains. The implementation of the ICRMP along with a shrewd use of Programmatic Agreements allows the CRM program to contribute, not hinder, the mission. This focus on mission while embracing the role of cultural steward defines the philosophy of the CRM program.

The F.E. Warren AFB CRM program is one of the most progressive and dynamic programs in the DoD. Through close partnerships with both internal and external stakeholders, the program serves as an archetype for meeting mission requirements and protecting historic resources. The efficiency and technical competence that the CRM brings to cultural resource compliance is a model for all DoD Installations and demonstrates conclusively that meeting mission requirements while respecting our rich military heritage are not mutually exclusive goals.