

U.S. NAVAL BASE, PEARL HARBOR, MAKALAPA SUPPORT FACILITIES
Makalapa Administration Area
Pearl Harbor
Honolulu County
Hawaii

HABS No. HI-392

HABS
HI-392

PHOTOGRAPH

WRITTEN HISTORICAL DATA

HISTORIC AMERICAN BUILDINGS SURVEY
National Park Service
Department of the Interior
Oakland, California

HISTORIC AMERICAN BUILDINGS SURVEY

U.S. NAVAL BASE, PEARL HARBOR, MAKALAPA SUPPORT FACILITIES

HABS No. HI-392

Location: Makalapa Administration Area
Pearl Harbor Naval Base
City and County of Honolulu, Hawaii

See HABS reports listed below for UTM coordinates of buildings in area.

Present Owner: U.S. Navy

Present Occupant: Various tenant commands

Present Use: Offices

Significance: The Makalapa Administrative area facilities are significant for their support during World War II of the headquarters of Admiral Chester W. Nimitz, the Commander in Chief, Pacific Fleet (CINCPAC was the term then used). Facility 250 is the main building in the Makalapa Administration area. The building, which lies outside the Pearl Harbor National Historic Landmark (NHL) boundary, was designated an individual NHL in 1987. The NHL nomination form (Thompson 1986) tied this building's significance to Admiral Nimitz and his leadership of the war effort from this headquarters. Nimitz had his headquarters at Pearl Harbor from late December 1941 until January 1945. He and his staff occupied Facility 250 from August 1942, when the building was substantially completed, to January 1945, when Nimitz moved closer to the front and established his advanced headquarters on Guam. Facility 250 and nearby buildings remained as the rear echelon headquarters.

A general history of the support facilities for Admiral Nimitz during World War II is given below. HABS reports for five extant WWII buildings in the Makalapa Administration area have been prepared (see list below). Additional information is available in a report on the Makalapa Housing Area, where the top officers who directed WWII lived (HABS No. HI-355), as well as in the reports on the individual house and garage types (HABS No. HI-355-A through HI-355-P).

Report Number	Fac. No.	Date	Report Name (all preceded by: U.S. Naval Base, Pearl Harbor)
HABS No. HI-32 (addendum)	250	1942	Headquarters Commander-in-Chief Pacific Fleet
HABS No. HI-426	251/252	1943	Combat Intelligence Center
HABS No. HI-427	258	1944	Joint Intelligence Center
HABS No. HI-428	259	1944	Commander-in-Chief Pacific Fleet Garage
HABS No. HI-369	17	1944	Fleet Radio Unit Pacific, Additional Office Building

HISTORICAL CONTEXT

U.S. Navy Administration Buildings at Pearl Harbor (pre-1939)

Facility 1 in the Shipyard (see HABS No HI-407) was the first administration building at Pearl Harbor. The top officers of the Navy installation at Pearl Harbor, and later of the larger 14th Naval District, had their offices here. As separate activities developed, such as the Naval Hospital at Hospital Point, the Naval Air Station on Ford Island, the Submarine Base at Quarry Point, and the Naval Ammunition Depot at Lualualei, separate administration buildings were erected at those locations. Of these pre-WWII satellite administration buildings only the Lualualei headquarters building (Facility 1, see HABS No. HI-228) remains. For the West Loch branch of the Ammunition Depot and the Marine Reservation at Pearl Harbor, the administration offices just occupied a portion of a building – a joint-use office and storehouse (Facility 1, see HABS No. HI-192), and the main barracks building (Facility 221, see HABS No. HI-334), respectively.

Build-up to World War II (1939-1941)

Prior to World War II, most the Navy's afloat forces in the Pacific (except the Asiatic Fleet / squadron) were designated the U.S. Fleet and were homeported on the west coast. [The Navy's forces on the Atlantic side were under the title Patrol Squadron, Atlantic, until renamed Atlantic Fleet in December 1941.] The headquarters of the Commander in Chief, U.S. Fleet (CINCUS) were aboard the Flagship, USS *Pennsylvania*. In April 1940 the U.S. Fleet was moved to Hawaii by order of President Franklin D. Roosevelt, although then CINCUS Admiral J.O. Richardson protested this move. In February 1941, Admiral Husband E. Kimmel became CINCUS, with the fleet homeported at Pearl Harbor. He shortly thereafter also assumed the new title of Commander in Chief, Pacific Fleet (then abbreviated as CINCPAC), adding responsibility for all other supporting afloat forces and shore facilities in Hawaii and the West Coast. With these growing responsibilities and staff, Admiral Kimmel moved the headquarters ashore into the second floor of Facility 661 (see HABS No. HI-158). This multi-use building (shop, storehouse, and offices) at the Submarine Base served as CINCPAC headquarters from April 1941 until August 1942. After the latter date, Facility 250 (see HABS No. HI-32 addendum), on the rim of Makalapa Crater, was the headquarters building.

In the tremendous expansion of facilities planned before the United States entered World War II, the need for a new administration complex was acknowledged. Before 1940 there had been no Navy facilities on the *mauka* (inland) side of Kamehameha Highway. About 1940, the land encompassing the Makalapa crater was acquired by condemnation from the B.P. Bishop Estate and Queen Emma Estate (*Honolulu Star Bulletin* 1939). Most of this land was developed as a housing area, but the crater's northern rim was set aside as a high-level administration area.

In this expansion period the Contractors Pacific Naval Air Bases (CPNAB) were building numerous new facilities at Pearl Harbor as well as at other locations in the Pacific for the Navy. Their work on the administration buildings at Makalapa did not start until 1942.

Decisions on Headquarters for Commander-in-Chief, Pacific Fleet (1941-42)

The exact histories of the different abbreviations for Commander in Chief, Pacific Fleet (CINCPAC or CINCPACFLT) are difficult to determine, but the second abbreviation appears to have come into use after WWII. [Another part of the confusion is how the CINCPAC term was used after WWII, which is described in the last paragraph of this history section]. The overlapping titles of Commander in Chief, U.S. Fleet (CINCUS) and Commander in Chief, Pacific Ocean Areas (CINCPOA) add to this complication. Admiral Kimmel was CINCUS and CINCPAC until late December 1941, when he was relieved of duty and his titles were assumed by two separate men. Admiral Ernest J. King in Washington, D.C., assumed the title of CINCUS, which he preferred to abbreviate as COMINCH because he did not like the pronunciation of 'sink us' (Layton 1985: 354-5). King went on to become the Chief of Naval Operations in March 1942 (Landauer and Landauer 1999: 358). Admiral Chester W. Nimitz assumed the title of CINCPAC when he succeeded Kimmel in late December 1941, and in April 1942 he received the additional title of CINCPOA (Layton 1985: 354 & 470). This designation made Nimitz the Supreme Commander of essentially all the armed forces of the Allies in most of the Pacific. General Douglas MacArthur was named Commander in Chief, Southwest Pacific Area. These titles were given after "an agreement [was] reached by the governments of the United States, the United Kingdom, Australia, New Zealand and the Netherlands, by which the Pacific Theatre was made an Area for which the United States would have strategic responsibility" (Director of Naval History 1946: 7 & 3).

The shore headquarters for the Commander-in-Chief, Pacific Fleet (CINCPAC) was under construction at the Submarine Base when the Japanese attacked on December 7, 1941. That building (Facility 619, see HABS No. HI-336) was designed as a combined headquarters for CINCPAC and the Commander Base Force (Director of Naval History 1946: 45), but it was never used for CINCPAC headquarters. It is listed as a bombproof telephone exchange building on the 1943 to 1947 maps of the base and the first (bombproof) level was used for that function. The upper floor became the headquarters of the Commander, Submarine Forces, U.S. Pacific Fleet.

Admiral Nimitz arrived at Pearl Harbor on Christmas Day 1941 and took command on December 31, 1941. He retained, rather than replaced, Kimmel's CINCPAC staff, which was an unexpected decision which did much to boost morale (Layton 1985: 354). Rear Admiral Raymond Spruance was Chief-of-Staff to Admiral Nimitz, and his Assistant Chief-of-Staff was Captain Lloyd Wiltze (Houston 1942: 1).

In late December 1941 there was a decision to establish the CINCPAC headquarters at Makalapa (Facility 250), instead of using the original site at the Submarine Base. It was also decided to make the new structure larger than the previous plans, due to the growth in the CINCPAC staff. The larger footprint made it possible to "place a greater number of offices inside air-raid protection" in the bombproof basement (Director of Naval History 1946: 46). One memo reports that plans were being rushed to completion in early 1942, and excavation was supposed to have started in early January 1942 (Clarke 1942: 2). However, due to delays in shipment of materials from the west coast and decisions on priorities of various construction projects, start of construction was delayed. Facility 250 had various reported completion dates, ranging from August 1942 (Verhofstadt 1990: 1) to February 1943 (CPNAB n.d.: A-1152). A security report on the building, dated September 1942, noted that construction work was still going on, but that it was "now in commission" (Houston 1942: 6).

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The security officer was concerned that many of the employees of CPNAB who had worked on Facility 250, including its electrical system, were of Japanese ancestry. He also reported on security concerns and made recommendations related to the nearby cane fields (which could provide cover for snipers or other subversive agents), lack of fencing around the building, the design of the gas-proofing system, the inadequate guarding of the building, lack of a barred door between the building and the Red Hill tunnel system, and lack of fire extinguishers and an air raid alarm system in the building (Houston 1942). Given the importance of this building, these conditions were probably soon remedied.

Facility 250, the primary command center, was designed for protection of personnel and equipment, in accord with standard plans for bombproof and splinter-proof buildings, which had been developed before the December 7, 1941 attack. There was expectation of another Japanese attack in this early period of the war. Like other bombproof structures (see HABS No. HI-391 for an overview of this building type), Facility 250 was designed to have its lowest floor both bombproof and gas-proof. Unlike other bombproof buildings at Pearl Harbor, which were located close to sea level and could not easily have a dry underground level, Facility 250 was built on higher ground and had an excavated lower level. This underground or basement level was the most protected one. The cross section drawing for this building noted the space at ground level had:

a measure of protection against smaller percussion type bombs, but only the [basement] offers complete protection against direct hits and blast and splinter effects of large (2000 lb.) bombs.

There were also signs posted on the building:

CAUTION. THE GROUND FLOOR PROTECTS AGAINST SMALL PERCUSSION-TYPE BOMBS ONLY. LOWER FLOOR ONLY FOR COMPLETE BOMB AND GAS PROTECTION.

Facility 250 housed the critical personnel and communications equipment that were necessary to winning the war in the Pacific. A wide variety of functions in the building were carried out by a limited number of staff at the start of the war. The CINCPAC staff had only grown from 63 officers in December 1941 to 100 officers by June 1943 because Nimitz had strong objections to a large staff and preferred to delegate to subordinate Commands (Director of Naval History 1946: 49). After Admiral Nimitz received the additional title and responsibilities as Commander in Chief, Pacific Ocean Areas (CINCPOA), he needed a larger "Joint Staff" to conduct the joint Army-Navy operations. To accommodate the growing staff, which had almost doubled to 197 officers by January 1944, two wood-frame stories were added on top of Facility 250. As the staff kept growing, it was soon evident that they and their equipment could not be accommodated in just one building, and others were constructed nearby on the Makalapa Crater crest. The staff of the Commander Service Force moved into one of these new buildings (Facility 260, not extant). By December 1944 there were 374 officers on CINCPAC-CINCPOA's staff (Director of Naval History 1946: 60). Nimitz established an Advance Headquarters on Guam in January 1945, taking many of his staff with him, but the main Headquarters remained at Pearl Harbor (Director of Naval History 1946: 64).

Brief Administrative History of CINCPAC-CINCPOA (1942-1945)

The administrative organization of the CINCPAC-CINCPOA headquarters grew and changed rapidly during the course of WWII. In theory, the two functions that Admiral Nimitz served were quite different:

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As CinCPac, Admiral Nimitz commanded the Pacific Fleet, a purely naval command . . . over which he had full administrative as well as operational control. As CinCPoa, he was the Supreme Commander representing Allied Powers within a geographic area, with strategic command . . . [but] not responsible for the internal administration of the forces (Director of Naval History 1946: 7).

One staff served Nimitz in both capacities, and it eventually was a "Joint" staff that included Army and Marine personnel, and even a British naval officer was added towards the end of WWII (Director of Naval History 1946: 338). The lack of separation was usually not a problem, except for "the sometimes rather delicate matter of relations" with the Army (Director of Naval History 1946:9).

In trying to understand the organization of this office and staff, another source of confusion is that there were two chains of command under CINCPAC-CINCPOA, one administrative and the other operational. The administrative chain ran from CINCPAC-CINCPOA through "Type Commanders" in the Navy or through Army administrative commands. The operational chain, for actual combat operations, was called the "Task Force" chain. Task Force organizations changed frequently. This dual chain had the advantage of "keeping administrative matters under a relatively stable organization" (Director of Naval History 1946: 9-11). In the first years of the war, Nimitz's Chief of Staff handled the operational matters, and his assistant supervised all administrative issues (Director of Naval History 1946: 50). During this period, when the number of officers on his staff was about 100, all 'still acted as personal advisors to the Commander-in-Chief rather than as members of so departmentalized an organization as the Staff was later to become" (Director of Naval History 1946: 52).

Starting in 1943, the Army was urging a greater distinction between the Staff's duties under CINCPAC and those under CINCPOA. Nimitz's staff became a Joint one, which included more Army officers. The organization on paper had a Fleet [Navy] Staff, Army Staff, and Joint Staff, but in practice it remained a single entity, now called "Joint Staff" (Director of Naval History 1946: 56-58). Sometimes Joint Staff members were assigned additional duties. For instance, Colonel J. J. Twitty was head of the Intelligence Division directly under CINCPAC-CINCPOA, and also Officer-in-Charge of the Joint Intelligence Center, Pacific Ocean Areas (JICPOA), a related, but separate, organization. Even though staff members served double duties, their numbers grew, and some organizational changes were made in the last years of the war. In 1944 a voting section was added to the Military Government Section (formerly called Civil Affairs Section) to supervise the "Servicemen's Ballot laws during the coming election" (Director of Naval History 1946: 61). In the more complex Joint Staff organization of the later war years a similar division between administrative and operational duties was maintained. The Deputy CINCPAC-CINCPOA was tasked with logistics and administration matters, while the Chief of Staff dealt with "plans, operations, and staff coordination" (Director of Naval History 1946: 62). Changes in staff organization were made again when the Advance Headquarters were moved to Guam in January 1945.

Makalapa Administration Support Facilities in World War II (1943-1945)

By mid 1942, the United States had little fear of another attack and almost all of the additional buildings in this Makalapa Administration area were constructed of wood and other less-protective materials than the thick concrete of the original part of the headquarters. Besides the lower floors of Facility 250, there are only two small structures

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built with concrete in the Makalapa administration area – an antenna building (Facility 263) near the main headquarters, and a building for electrical machinery (Facility 252), which is adjacent to Facility 251 (see HABS No. HI-426). The antenna building has walls of concrete masonry units and a concrete roof, but the electrical machinery “room” is a splinter-proof building with 12"-thick concrete walls and roof.

Besides the headquarters building (Facility 250), the other remaining WWII buildings in Makalapa administration area are Facilities 251, 258, 17, 259, 261, and 263. Facility 251 was built first, in early 1943, and initially occupied by the Intelligence Center Pacific Ocean Areas (ICPOA), which included radio intelligence. When the ICPOA became a joint operation, integrating U.S. Army personnel in September 1943, it was renamed Joint Intelligence Center Pacific Ocean Areas (JICPOA), and reported to Admiral Nimitz under his Joint hat of CINCPAC. At this time radio intelligence was organizationally (but not physically) detached. It was retained as a Navy (not Joint) command, renamed Fleet Radio Unit Pacific (FRUPAC), and placed under CINCPAC (Holmes 1979: 112, 140).

As JICPOA grew, it required its own building (Facility 258); the new three-story facility was completed in May 1944. This enabled, for the first time, a consolidation of all sections of JICPOA into one building, with the major exception of the Estimate Section, which remained in Facility 251 (which then was called the FRUPAC Building). There, it served as a quick-analysis group, processing FRUPAC's radio intercepts and generating time-sensitive reporting to Admiral Nimitz and his staff, as well as to operating units of the Pacific Fleet (McDonald 2002). The bulk of the intelligence information collected by FRUPAC and generated in JICPOA was used by the war-planning staff at CINCPAC-CINCPAC in Facility 250, as well as by the operating forces, to successfully prosecute the campaigns in the Pacific (Spector 1984: 164). Sometimes information was transferred by staff reassignment, for example: “as the interest of the War Plans organization narrowed to specific areas, the appropriate analysts and their files were moved temporarily to CINCPAC headquarters to work directly with the planners” (Packard 1996: 231).

Facility 17 started out as two storage Quonset huts for the nearby intelligence buildings (Facilities 251 and 258), and in 1945 these huts were joined and adapted to use as additional FRUPAC offices. The garage that served CINCPAC (Facility 259) was built on the crater floor, rather than at the rim. The transportation office was in a building (Facility 261, see HABS No. HI-355-H) which has been converted to officer's housing. The WWII antenna building (Facility 263) also remains in the area, still serving a communications function.

Other WWII Makalapa administration area buildings are not extant, but also were important support facilities. These are seen on WWII maps of the area (Drawing nos. 3347 and OA-N3-686). Two of these buildings were for the Commander, Service Forces, who was responsible for the logistic support of the Pacific Fleet. His garage (Facility 255) and the headquarters building (Facility 260) were built adjacent to the CINCPAC garage and headquarters, respectively. Near the two garages were other buildings, shown on a 1944 drawing (no. 3347) but without facility numbers: a maintenance building, two storage buildings, a portable carpenter shop, a radio broadcasting studio, and an office. Also, five two-story Quonset huts, used for offices and storage, and two latrines were erected on the Makalapa crater floor, below Admiral Nimitz's quarters on the rim. At the northwest edge of the administration area was another Quonset hut and Facility 267, listed as a Regraining Building, whose function is not clear. All these buildings were demolished before 1963, except Facility 255 survived a few more decades.

CINCPAC Administration After World War II

Facility 250 remained as the headquarters for the Commander in Chief, Pacific Fleet after World War II. The unified command had been divided geographically during World War II, with Admiral Nimitz as CINCPAC and General MacArthur as Commander in Chief, Southwest Pacific. This was changed to a unified command for the whole Pacific soon after WWII, and the abbreviation CINCPAC was applied to the officer in command of all U.S. military forces in the Pacific. CINCPAC had originally been used to designate the top-ranking officer in charge of Navy surface forces and shore facilities in the Pacific, known as Commander in Chief, Pacific Fleet. Although in command of more than the fleet, CINCPACFLT became the new acronym for that command. Both commands were headed by the same officer until January 1958. Camp Smith, in Aiea Heights, became the headquarters for CINCPAC in 1957, as well as the headquarters of the Fleet Marine Force Pacific (Tuggle *et al.* 1998: 3B-7).

SOURCES OF INFORMATION

A. ARCHITECTURAL DRAWINGS

Most of the original and alteration drawings or maps for the Makalapa area and its buildings are on microfiche cards located at the Plan Files room of Naval Facilities Engineering Command, Pacific at Pearl Harbor, Hawaii. See the individual building HABS reports listed on page 1 for more information on specific drawings or maps.

B. EARLY VIEWS

Photographs of the Makalapa administration buildings are located at the National Archives II photo collection, in the Bureau of Yards & Docks record group, RG 71 CB, Box 100, Folder "Makalapa Buildings." One photo from the National Park Service, USS Arizona Memorial, 14th Naval District Collection is reproduced and included with this report.

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D. LIKELY SOURCES NOT YET INVESTIGATED

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National Archives, Pacific Sierra Region, 1000 Commodore Drive, San Bruno, California 94066, ph. (415) 876-9009.

Navy Historical Center, Washington Navy Yard, 805 Kidder Breese, S.E., Washington, D.C. 20734, ph. (202) 433-4131.

Port Hueneme NAVFAC Archives, 621 Pleasant Valley Road, Port Hueneme, California 93043, ph. (805) 982-5563.

PROJECT INFORMATION

Commander Navy Region (COMNAVREG) Hawaii has embarked on a program of documentation of historic properties within its area of responsibility, with the goal of recording historic information about each set of facilities. In order to establish the context of significance for the administrative support facilities in the Makalapa area this overview report was prepared. This information will assist COMNAVREG Hawaii in the appropriate management of these properties, be it routine repair and maintenance for continuing use, rehabilitation for continuing use / adaptive reuse, or demolition. This report was prepared under a Historic Preservation Services contract (N62742-97-D-3502) awarded to AMEC Earth and Environmental, the prime contractor, by the U.S. Navy, Naval Facilities Engineering Command, Pacific. The contract was funded through the Cultural Resources Program of COMNAVREG Hawaii. Maps were made by Nestor Beltran of NAB Graphics. This report was researched and written by Ann Yoklavich, Architectural Historian at Mason Architects, Inc.

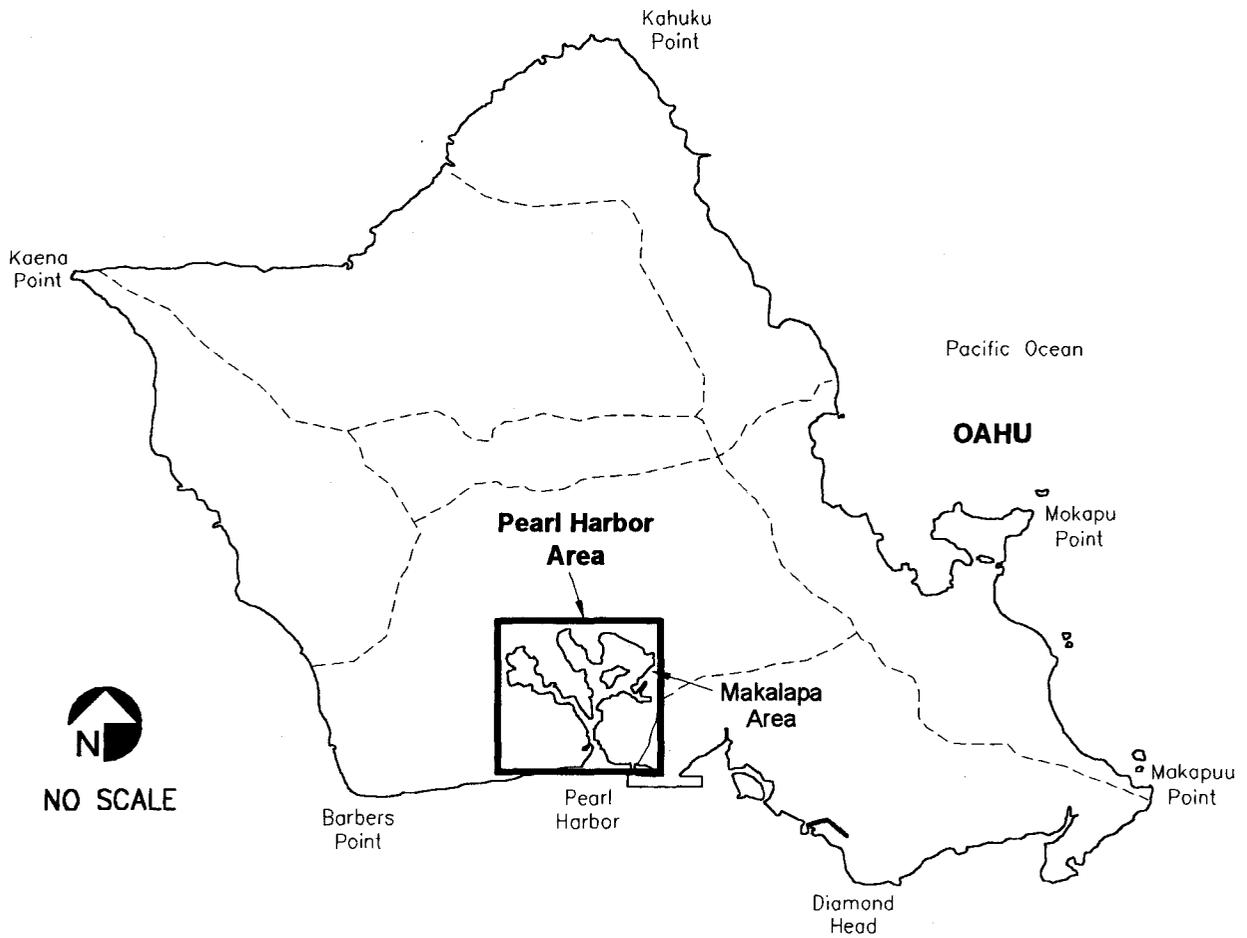
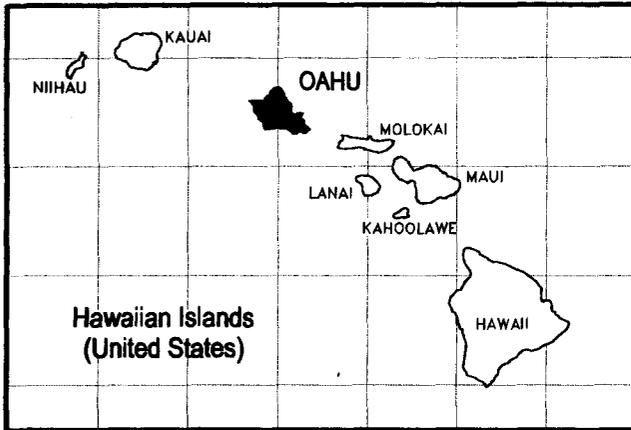
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Prepared by:

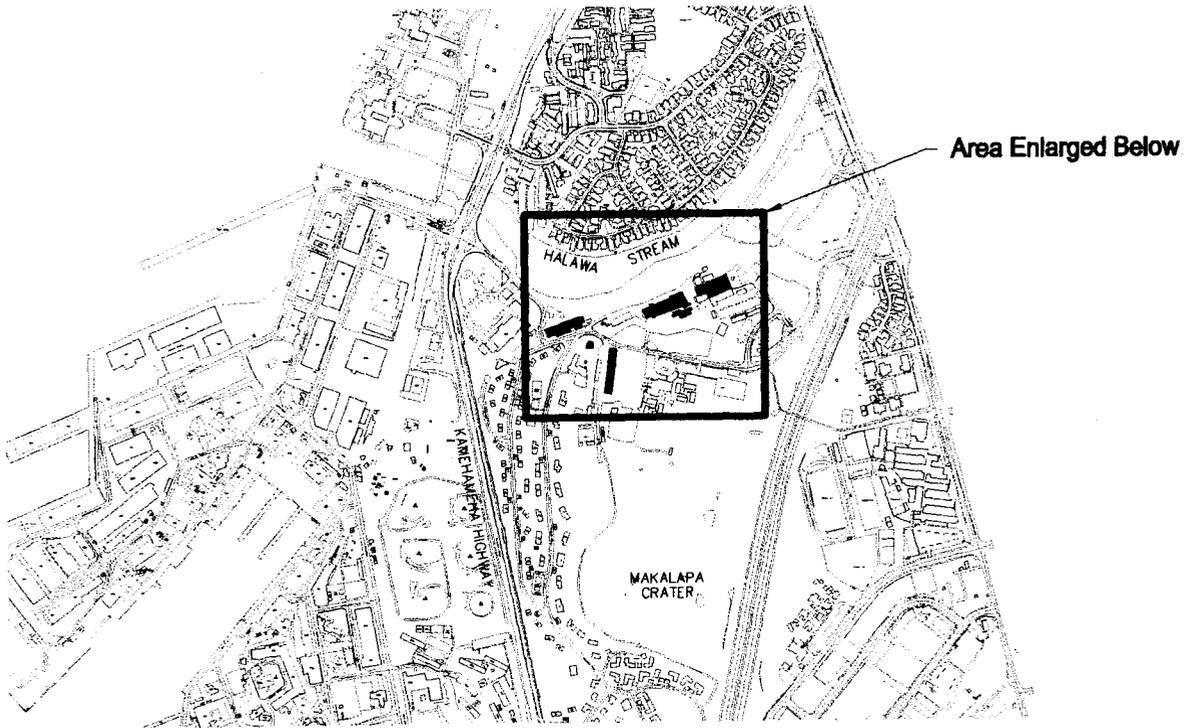
Ann Yoklavich, Architectural Historian
Mason Architects, Inc.
119 Merchant Street, Suite 501
Honolulu, HI 96813

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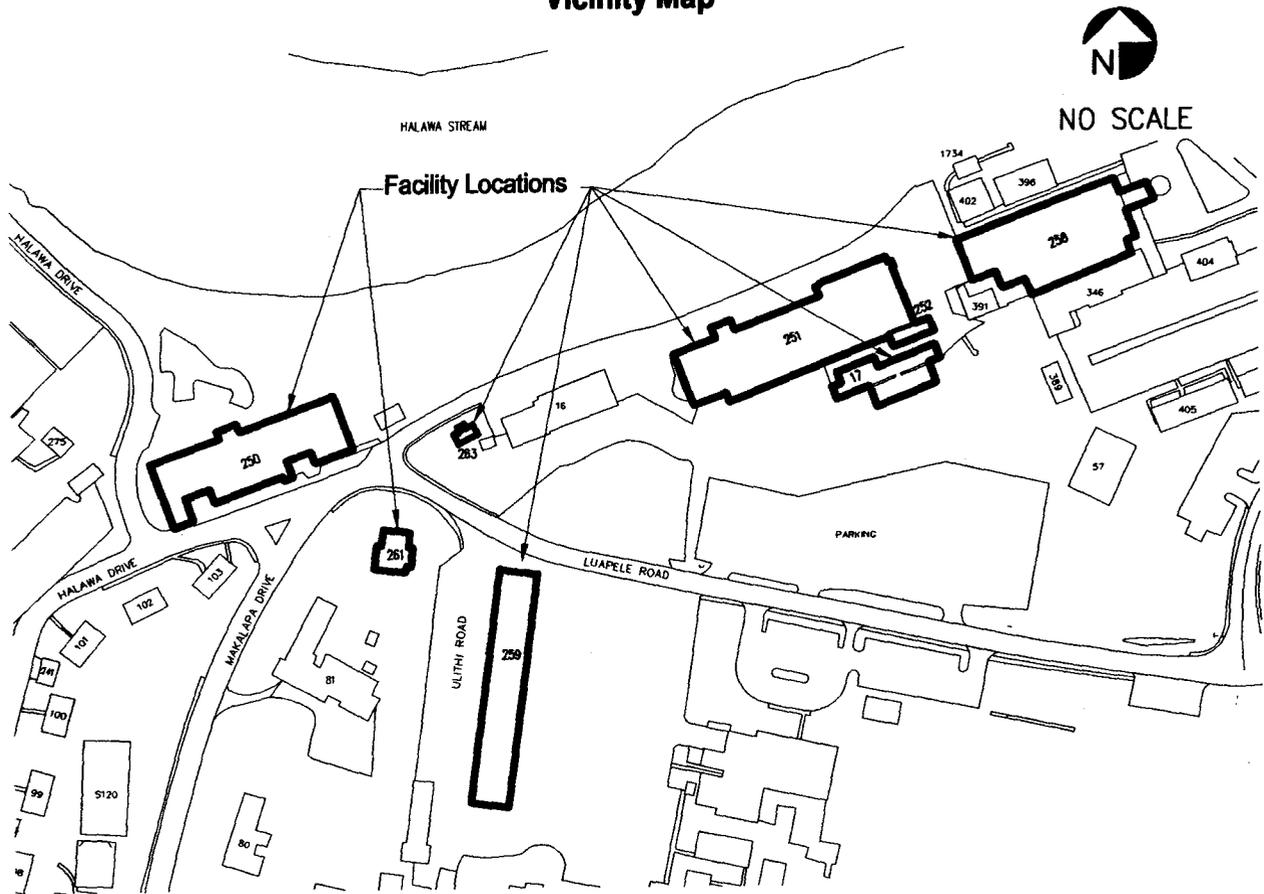
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Vicinity Map



Site Map