2021 Secretary of the Navy Environmental Awards

MCB Camp Blaz Guam Cultural Resources Team

Cultural Resources Management, Team

INTRODUCTION

The Marine Corps Base Camp Blaz (MCBCB) Guam Cultural Resources Team (GCRT) is composed of Naval Facilities Engineering Systems Command (NAVFAC) employees assigned to support Joint Region Marianas (JRM) and MCBCB for the implementation of the 2011 Programmatic Agreement (PA) for the Marine Corps Relocation on Guam.

The MCBCB GCRT members are listed below in alphabetical order with their positions and locations:

Name	Title
Antolin, Brian	Environmental (EV) Specialist, MCBCB
Antone, Carly	Archaeologist, NAVFAC Pacific
Borja, Albert	EV Director, MCBCB
Gray, Richard	EV Engineer, NAVFAC Pacific
Hawkins, Megan	Archaeologist, MCBCB
Ledesma, Charmaine	Archaeologist, MCBCB
Rasmussen, Coral	Archaeologist, NAVFAC Pacific
Rogers, Ronnie (Team Lead)	Cultural Resources Manager (CRM), MCBCB
Soltz, Andrew	EV Planner and Archaeologist, MCBCB
Yee, Sandra	Archaeologist, MCBCB
Yoshida, Sara	EV Engineer, NAVFAC Pacific

JRM, a unique command that includes Andersen Air Force Base (AAFB), Naval Base Guam (NBG) and MCBCB, is headquartered on Guam, a U.S. territory and the southernmost island in the Mariana Archipelago in the Pacific. The islands are home to the native Chamorro people, the first stewards known for their culture, warmth, generosity, and patriotism.

JRM provides ashore installation support to all Department of Defense (DoD) components and tenants on Guam and the Northern Mariana Islands to enable military training and operations in the Marianas Archipelago and the greater Pacific.

MCBCB is the first new Marine Corps base activated since March 1, 1952. The new base will be home to approximately 5,000 Marines from III Marine Expeditionary Force relocating from Okinawa, Japan. MCBCB's mission is to provide the Fleet Marine Forces with operational functionality in order to enhance warfighting capabilities, facilitate the strengthening of coalition partnerships and joint region relationships, while projecting forward presence.

Above: *MCBCB CRM and GCRT Team Lead, Ronnie Rogers, inspects a grinding stone during Annual Workshop site visits.*

NAVFAC Marianas supports JRM Commander, as well as installation commanding officers (CO) by providing cultural resources management technical expertise for the oversight and management of 50,452 acres of land and 247 square miles of water

training and testing ranges located on the islands of Tinian, Farallon de Medinilla, and Guam.

Guam's oldest archaeological sites are from the Pre-Latte' Period of early Chamorro habitation, about 3,000 years prior to European contact in 1521. The Latte' Period, characterized by use of pillar-and-cap stone (*acho latte'*) house foundations that is now the cultural symbol of the Chamorro, spanned 800 AD to 1521. Chamorro colonization of the remote Mariana Islands speaks to mastery of sea navigation and skill and ingenuity in obtaining sustenance from the land and the sea.

Above: *MCBCB staff perform surveys near latte' in the foreground. The cap stones are seen adjacent to upright pillar foundations.*

BACKGROUND

As a result of a series of international agreements pertaining to a Defense Policy Review Initiative (DPRI) beginning in 2003 and culminating in 2006 between the U.S. and the Government of Japan to relocate Marines from Okinawa to Guam, the Department of the Navy engaged in four years of consultations with the Government of Guam (GovGuam) and the Commonwealth of the Northern Mariana Islands (CNMI), federal and state agencies, non-government organizations, and the public. Approximately 20 public meetings were held on Guam and in the CNMI ahead of the decision on where to build the new Marine Corps base, ranges, and supporting military infrastructure. Multiple alternative locations were surveyed for integration with the Environmental Impact Statement in an effort to identify historic properties; hundreds of archaeological sites were documented during the surveys. The Guam and CNMI State Historic Preservation Officers (SHPO), our principal local consulting parties, reviewed survey plans and technical reports. SHPO comments were addressed by the DoD and disagreements were resolved through consultation.

The 2011 PA in support of military development on Guam and Tinian satisfies the requirements of Section 106 of the National Historic Preservation Act (NHPA) and guides the management of historic properties affected by construction and operation of MCBCB. The aspects of the 2011 PA that apply to Tinian have been placed on hold pending future consultations with the CNMI. The Guam construction program includes approximately 100 individual military construction projects, about 45 of which have been consulted upon by the GCRT. The 2011 PA established a consultation process consisting of two steps that provide Guam and CNMI SHPOs and the public more time to address the scale of development and limited SHPO staff:

- Step 1: Define the area of potential effect (APE) and identify historic properties within the APE in the first PA Memo then consult with the public.
- Step 2: If there are adverse effects to historic properties, describe efforts to mitigate the adverse effects in a second PA Memo and consult again with the public.

Each memo is posted on the NAVFAC Cultural Resources Information (CRI) public website (http://go.usa.gov/kZWG) and hard copies are made available through the SHPO. Each step provides opportunities for SHPO and the public to comment. All comments are considered and addressed as appropriate. In an effort to increase public awareness, each memo is announced through media outlets by way of public service announcements.

Mitigation requirements of the 2011 PA, some of which are unique from other agreements under the Department of the Navy, are overseen and implemented by the GCRT. The GCRT provides quality assurance by conducting site visits, reviewing documents, and communicating frequently with construction and archaeological contractors. In addition to project-specific mitigations, programmatic mitigations for indirect and cumulative effects introduce complexity that requires deeper integration with functions within the broader DPRI enterprise.

SUMMARY OF ACCOMPLISHMENTS

The GCRT aligned its objectives with sound program management principles, recommended actions in JRM installations' Integrated Cultural Resource Management Plans (ICRMP) as well as Assistant Secretary of the Navy policy guidance on NHPA compliance. The existing regional ICRMP focuses on curation, integration of cultural resource management into planning, cultural resource training for personnel, and annual reviews.

The GCRT was highly successful in applying the aforementioned requirements and policy to achieve a compliant and sustainable cultural resource management program. The graphic summary to the right provides highlights of the GCRT success.

INNOVATED THROUGH PROGRAM AND PROJECT MANAGEMENT IMPROVEMENTS

In true NAVFAC form, The MCBCB GCRT includes environmental program managers with compliance, planning, and engineering backgrounds that provide quality assurance at the construction project development and implementation level. This oversight structure ensures that certain cultural resource actions or process to comply with the 2011 PA are properly resourced by Military Construction (U.S. MILCON), Mamizu (Japanese funds), or Operation and Maintenance funds and are included and implemented by the appropriate contracts or agreements. The GCRT also used innovative mitigation cost database to adaptively update estimated costs based on actual market conditions, resulting in sufficient availability of resources to carry out mitigations. The availability of funding allows work such as archaeological monitoring or data recovery to proceed with little or no delay to construction progress due to lack of resources.

As a result of increasing risks of construction delay due to timelines to contract additional archaeological work for multiple projects, the GCRT worked with the Officer in Charge of Construction Marine Corps Marianas (OICC MCM) construction managers and

Objectives	Highlights
Innovate through Program and Project Management Improvements	GCRT properly resourced mitigation actions by using and adaptively updating cost estimates for cultural resource mitigation in support of DPRI and integrating requirements in budget and construction specifications. GCRT also developed pre-priced options for data recovery contracting and other process tools to reduce delays to construction.
Promote Transparency and Outreach with Key Stakeholders	GCRT worked closely with public affairs officers to promote support for the program. GCRT kept CRI website updated as a repository of 2011 PA information. GCRT also supported distinguished visitor events as a venue for transparency. Established working groups to explore proactive partnerships on interpretive programs (e.g., exhibits and displays at MCBCB).
Review Performance and Adapt to Resolve Disputes	GCRT hosted a 2011 PA Workshop in August 2020, despite the COVID-19 pandemic. Stakeholder feedback is systematically tracked via minutes and solutions developed year after year for continual program improvement. GCRT negotiated agreements to resolve objections on survey quality of the Multi-Purpose Machine Gun Range. GCRT worked with Guam SHPO on preservation in place of an extraordinary burial located within the base footprint.
Invest in our Cultural Resource Professionals	GCRT invested in GIS and technical training, software and tools for archaeologists. More in-house work can be done as a result, up to and including monitoring and limited studies.
Develop Solutions to Complex Mitigations	GCRT delivered on complex mitigations: National Register nominations, cultural resource awareness training, SHPO Liaison, Guam Synthesis and coordination for the $12M Guam Cultural Repository.

acquisition professionals to innovate towards including pre-priced data recovery options and sequencing new archaeological task orders work by priority.

A specific example of process improvement for a project is the J-755 Skaggs Urban Training Complex. The GCRT worked with the OICC MCM, as well as construction and archaeological contractors to find ways to access sensitive areas where possible and to prioritize archaeological investigations to complete data recovery on sites that blocked routes to other areas. In this way, conflicts were minimized and impacts to the construction schedule were reduced. GCRT's pre-priced options were awarded based on the size and complexity of new archaeological areas as they were delineated based on construction priority.

Above: *MCBCB contractor archaeological technician performs investigations in new archaeological areas.*

These program and project management innovations reduced the overall potential risk to construction schedule, which facilitates on-time delivery of infrastructure and facilities for the anticipated arrival of Marines.

PROMOTED TRANSPARENCY AND OUTREACH WITH KEY STAKEHOLDERS

The GCRT has increased its collaboration with the communication strategy officer at MCBCB to promote factual information in public discourse and to highlight accomplishments. The closer cooperation has resulted in well-designed public affairs guidance, a cultural resources strategic communication plan, and various multi-media work products such as video and written articles. Many of these work products are shared either for review or for joint press release with the Guam SHPO. Maintaining transparency and data sharing provides for better working relationships and reduces disputes during consultation.

Per the 2011 PA, the GCRT maintained the public CRI website as an open library of agreement documents, reports, public outreach information, and previous and current consultation documents with comments received from individuals and agencies. The intent is to keep interested parties informed about the progress of construction and to provide opportunities to comment on proposed actions. The CRI website also contains helpful links to related information on other websites. Once the GCRT delivered PA Memos to the SHPO, digital copies are coordinated with NAVFAC Pacific for posting on the CRI website after NAVFAC Marianas publishes the corresponding public service announcement.

In an effort to keep government officials further informed on construction progress and management of archaeological resources, the GCRT worked with JRM and MCBCB executives who hosted site visits by the Governor of Guam, the Guam Legislature, the Secretary of Defense, and other distinguished visitors during the reporting period. During these visits, archaeologists reported on the status of discoveries and provided updated information about cultural resource management activities in support of the relocation program.

The GCRT also prepared and submitted semi-annual reports to PA Parties. The reports include a history of consultations during the reporting period, projected consultations during the upcoming period, and status of mitigations. In response to a request from stakeholders, the GCRT posted the report to the CRI website. This action provides transparency and is expected to increase trust among the community. The GCRT completed all required semi-annual reports during the period covered by this application and is currently assembling information for the July-December 2020 report.

The GCRT is engaged in conceptual discussions with Guam Preservation Trust, a non-profit public corporation and the Guam SHPO on a proactive educational interpretive program to highlight life on the northern plateau of Guam during the pre-contact period. This engagement to develop a comprehensive program is an initiative supported by JRM and MCBCB to share information from archaeological investigations. The large areal scope of the archaeological

investigations provided the first opportunity to study large contiguous areas on the Northern Plateau. Results of this study and analysis of artifacts collected will support the overall concept.

One aspect of the proposed interpretive program that is already in progress is an indoor exhibit at the Visitor Control Center (VCC) at the future MCBCB main gate that will be open to the public without the need for base access credentials. The GCRT incorporated exhibit cabinets and monitors into the VCC design scope within existing budget. The exhibit may also provide opportunities for local traditional artisans to display reproductions of ceramics, stone tools, as well as woven and wooden artifacts that did not preserve in the archaeological record.

Above: *The 2019 Annual Workshop was responsive to requests for site tours of historic properties and construction areas. The workshops are held at the Guam Museum to demonstrate JRM support of Guam's premier cultural facility.*

The GCRT will continue to work into FY21 on the outdoor interpretive display area near the VCC featuring large artifacts and native vegetation. A cost estimate is in progress to support a future budget request. The outdoor area may provide space for occasional programs, such as demonstrations by local artisans and cultural groups. Planning for the outdoor display is also in coordination with SHPO and Guam Preservation Trust. As with the indoor display, visiting the outdoor exhibit will not require obtaining a base access credential at the VCC. These actions are intended to share information and contribute to improvements in community relations.

Above: *Camp Blaz staff volunteers provide upkeep around latte' and stone artifacts salvaged from historically-displaced areas. These elements have interpretive value for outdoor display.*

REVIEWED PERFORMANCE AND ADAPTED TO RESOLVE DISPUTES

The GCRT hosted Annual Workshops that discuss progress from the previous year, identify issues that need to be resolved, and discuss suggested actions to improve processes. The Annual Workshop was originally intended solely for parties who signed the 2011 PA; however, guests of the parties were allowed to attend so that the workshop would be more inclusive and diversify feedback. This has proven to be a good move, as the GCRT received more comments from the community's elected representatives, allowing consideration of issues from sociocultural and alternate perspectives. The input improves the quality of GCRT management approaches kept the team attuned to community values.

As the topics discussed in the Annual Workshop have increased, the workshop expanded to a two-day event to include tours of historic sites and construction projects in 2019. However, as a precaution during the COVID-19 pandemic, tours were cancelled and a virtual meeting room was incorporated. A physically-distanced workshop with reduced in-person attendance was held on August 6, 2020. Despite the limitations, the GCRT was successful in promoting stakeholder participation, and facilitating a well-run meeting in compliance with public health guidelines.

The GCRT was able to adapt in the face of strong concerns that were consistently voiced during the workshops, including proper treatment of human remains and development of site-specific approaches that are practicable to reduce or avoid impacts to potentially sensitive areas. The GCRT listened to these concerns with empathy and promoted civil discourse and professionalism.

It is common on Guam for archaeological surveys to be performed in heavily vegetated areas where surface visibility is poor. Although these surveys do not cover 100% of the surface or subsurface, they meet the Advisory Council for Preservation's (ACHP) reasonable and good faith guidelines. In May 2018, prior to the period covered by this application, SHPO raised a dispute

regarding adequacy of the GCRT's prior efforts to identify historic properties. In resolving the dispute, JRM agreed to monitor initial ground disturbances at four large range construction projects that would perform the bulk of ground disturbance.

Results of monitoring efforts for two large horizontal construction projects (J-001B cantonment and P-715 known distance ranges) showed that prior archaeological surveys conducted in reasonable and good faith were limited by vegetation cover. Higher-than-expected subsurface archaeological deposits were discovered following removal of vegetation. The increasing number of finds prompted the GCRT to analyze factors that influenced these occurrences and develop a project for a predictive archaeological model to inform future consultation with SHPO on the MILCON P-735 Multi-Purpose Machine Gun Range adjacent to P-715. Proactively conducting the analysis and developing this predictive model ahead of the anticipated consultation provided for prompt resolution of the dispute with a data-driven solution acceptable to SHPO, ACHP, JRM, and MCBCB.

The GCRT also consulted with Guam SHPO following discovery of in-situ burials within the cantonment area on May 27, 2020. The Guam SHPO, with the support of Governor Leon Guerrero, recommended preservation in place. Discovery of in-situ burials in an area that could be preserved without major changes in design provided an opportunity to preserve the remains in a park-like setting within the cantonment. The GCRT developed a burial treatment plan in conjunction with the SHPO's cultural advisor and briefed the plan to the MCBCB CO, NAVFAC CO, and Commander, JRM. Military leadership was unanimous in their endorsement to preserve the burials in place and to treat the area with dignity by constructing a monument, with the benefit of a crypt to hold fragmented remains found during development of MCBCB in non-burial contexts as recommended by SHPO. The monument will include a stone plaque providing information about the discovery in both English and Chamorro languages. This agreement has strengthened key stakeholder relationships and is anticipated to further garner public support for the military mission.

Above: *MCBCB archaeologists and staff set up a work area around burials found within the J-001B project for base construction. JRM and MCBCB approved preservation in place of the rare find of intact Latte' Period burials on Guam's northern plateau.*

INVESTED IN OUR CULTURAL RESOURCE PROFESSIONALS

The GCRT provided GIS training, obtained software and tools to establish in-house capability to map and analyze proposed project impacts to cultural and natural resources. These measures have streamlined the consultation process, enhanced project oversight due to more accurate information, saving time and money for both SHPO and the military. In-house archaeological surveys, mapping, and monitoring are estimated to have saved around $150,000 in FY19 and FY20.

DEVELOPED SOLUTIONS TO COMPLEX MITIGATIONS

JRM developed a Public Access Plan that provides opportunities for visits to historic sites, collection of trees from construction areas, and collection of medicinal plants from installations by traditional healers. Although visits to sites have been suspended due to COVID-19, collection of medicinal plants and cultural timber continue as construction progresses. Through GCRT efforts, more than 160 trees have been transferred to GovGuam for delivery to artisans and over 100 native plant specimens have been collected by local herbal or medicinal practitioners. This program continues to enhance community support for the DoD mission.

In accordance with the 2011 PA, two or more historic properties located on military lands must be nominated to the National Register each year for the life of the agreement. The GCRT has prepared 17 nominations for JRM historic properties since 2011. For FY19 and FY20, the GCRT submitted

three nominations to Guam SHPO for review and signature, while three nominations are pending final review prior to Guam SHPO submission, and fieldwork for three new nominations are in progress.

The GCRT provided cultural resource awareness training to incoming contractors and military staff. Previously, trainings were provided in person, typically to large groups of incoming contractors. Due to the pandemic, remote training packages were developed by the GCRT, complete with digital audio oral narration to enhance work products for small groups that could be proctored by project managers. The GCRT has trained approximately 1,000 contractors in FY19 and FY20, and cumulatively more than 5,000 contractors since the 2011 PA went into effect.

Left: *Entrance to Guam Cultural Repository (GCR) construction site at the University of Guam.* ***Right:*** *Conceptual rendering of the GCR upon completion; the facility is designed to hold all artifact collections on Guam, both civilian and military.*

The GCRT also provided direct assistance to the SHPO in the form of an archaeologist liaison duty-stationed at the SHPO's office to alleviate capacity issues due to the volume and complexity of Marine Corps relocation projects. The GCRT has taken on this very challenging task by adaptively managing based on changing expectations from the Guam SHPO and what would be best in their work environment. The GCRT innovated by utilizing the Cooperative Ecosystem Studies Unit Network agreement for cultural support, a first for Guam. A full-time Secretary of Interior qualified archaeologist is under recruitment. A GCRT archaeologist has been assigned to provide part-time assistance in the interim to temporarily fulfill 2011 PA liaison requirements.

Per the 2011 PA, the GCRT finalized in December 2018 the Guam Synthesis, which is a two-volume report that is intended to be a living document to be periodically updated. The synthesis examined documents from archival reports of investigations island-wide as well as those recently completed or in progress for the military relocation projects. The report was presented to SHPO as a useful research document and enhances accessibility of Guam's historical record. The GCRT is working to develop a public version of the Guam Synthesis for greater access in FY21 and has programmed funds for future updates.

The construction of the $12,000,000 Guam Cultural Repository funded by the DoD in accordance with the 2011 PA is in progress and projected for completion around FY22. The GCRT has engaged with the Office of the Governor to discuss progress and challenges and to identify opportunities to lend support in accordance with JRM's membership in the Guam Cultural Repository Intergovernmental Team Memorandum of Understanding.

SUPPORTING PRESENT AND FUTURE MISSION BY PRESERVING THE PAST

Proper management of historic properties across Guam's cultural landscape requires transparency, technical competence, and an understanding of the beliefs, values, and sentiments of the local community.

The GCRT is part of the largest ongoing construction program on Guam. Completing construction on-schedule and according to plans enable the DoD to fulfill international agreements between the U.S. Government and the Government of Japan as well as other major lines of effort in the Indo-Pacific theater. The MCBCB GCRT has demonstrated that the JRM, NAVFAC and MCBCB commitment to cultural stewardship and respect for the island's cultural heritage goes hand-in-hand with successful support of the mission.