INTRODUCTION

The mission of Marine Corps Base Hawaii (MCBH) is to enhance and sustain war fighter readiness for its operating forces and tenants by providing state-of-the-art training ranges, facilities, programs, and services that promote the well-being and safety of military and civilian personnel that live and work aboard the base. MCBH manages installations comprising 4,500 acres on the island of Oahu, including Camp Smith, Kaneohe Bay and the Marine Corps Air Station (MCAS), Marine Corps Training Area Bellows (MCTAB), Manana Family Housing Area, Pearl City Warehouse Annex, and the Pu'uloa Firing Range Complex. Our military and civilian workforce is almost 18,000 strong: 9,235 military personnel with 6,441 military dependents (residing both on and off of base), 1,917 Civilian Marines, and 334 contractors working in support of the mission. In addition, approximately 10,000 retirees regularly use base service facilities.

Paramount to the success of the military mission at MCBH is a robust cultural resources management (CRM) program that ensures protection of the numerous and diverse cultural resources at our installations as well as rigorous compliance with historic preservation laws and regulations. MCBH military assets and active duty personnel have evolved and increased since the first archaeologist was hired 25 years ago, accompanied by an increase in projects necessary to support operations and training of the increased assets and personnel. These projects in turn resulted in an increased potential for impacts to MCBH cultural resources. The MCBH CRM program is now managed by a team of three historic preservation professionals, including two archaeologists and an architectural historian, which has been critical to ensure a successful CRM program.

MCBH Cultural Resources Management (CRM) Team members. They include (left to right): Dr. Wendy Wichman (Architectural Historian), June Noelani Cleghorn (Senior Cultural Resources Manager), and Arleen Garcia-Herbst (Archaeologist) with former NAS Kaneohe Dispensary building (now MCBH HQ building) in background.

SUMMARY

The MCBH CRM Team manages a diverse portfolio of cultural resources and historic properties including Hawaiian archaeological sites and artifacts, some dating back to the 1400s (A.D.); the unique Mokapu Burial Area archaeological site listed in the National Register of Historic Places (NRHP); several hundred buildings and structures eligible for listing in the NRHP due to their World War (WW) II and Cold War era associations; a National Historic Landmark that includes the seaplane hangar that was targeted and bombed by the Japanese on December 7, 1941; Native American Graves Protection and Repatriation Act (NAGPRA) cultural items including Native Hawaiian human skeletal remains; and sites considered sacred and culturally significant to more than twenty Native Hawaiian organizations (NHO).

During the past two years, the MCBH CRM Team has actively managed several projects critical to the combat readiness and training mission of the installations that constitute MCBH. As part of project management, the

CRM Team strives to reduce conflicts between the military mission and successful management and protection of cultural resources and historic properties. Of particular note are the following achievements:

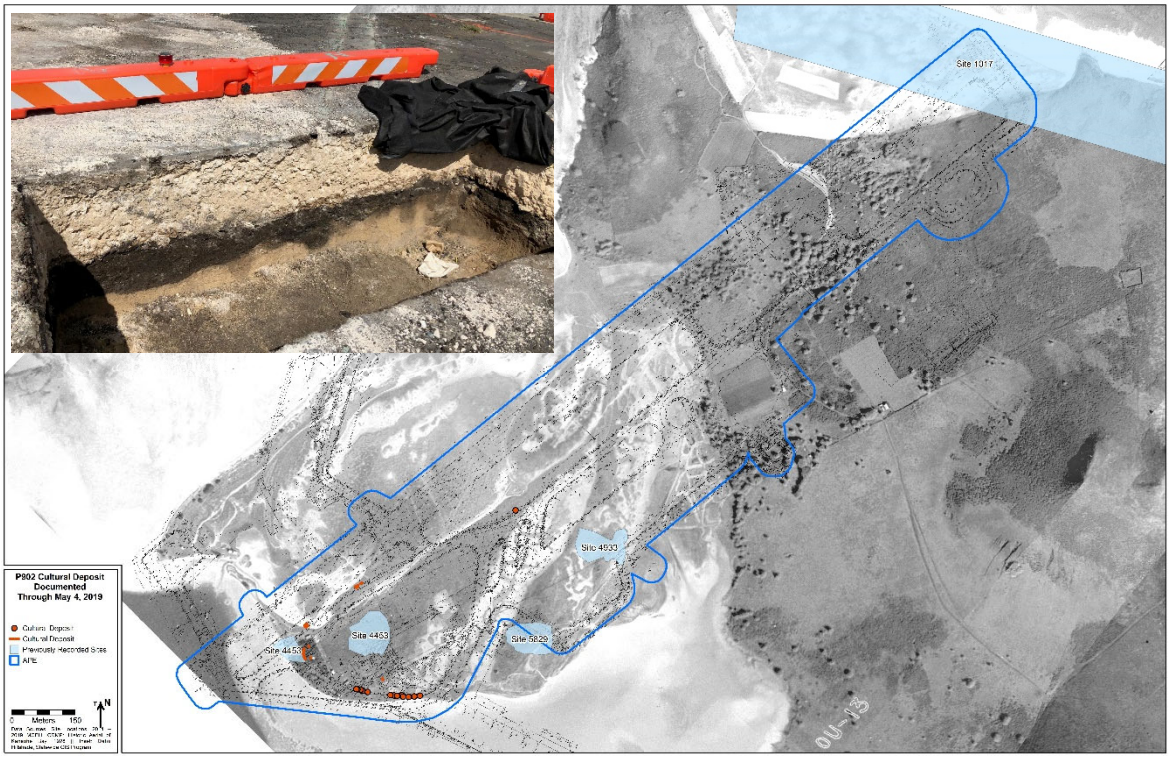
- Executed a Memorandum of Agreement (MOA) that included mitigating subsurface archaeological deposits under MCBH's active runway during a large scale airfield light replacement project, MILCON P-902 Airfield Lighting Replacement Project; data recovery and archaeological monitoring resulted in redefining boundaries of three (3) subsurface archaeological sites (4453, 5829, 4399) that are remnants of 500 year old traditional Hawaiian campsites, located under 18-36 inches of asphaltic concrete or Portland cement concrete that make up the MCBH main active airfield runway and taxiways.
- Established a Cultural Resources Outreach Program (CROP) consisting of process improvements aimed at improving project oversight and preventing damage to cultural resources and historic properties during undertakings aboard MCBH by providing, among others, periodic cultural sensitivity trainings to MCBH and Navy planners, engineers, and project contractors and subcontractors.
- Establishment of an Installations & Environment Cultural Working Group (IECWG) allowing for Department of Defense (DoD) Hawaii interagency collaboration on lessons learned regarding engagement with the Hawaii State Historic Preservation Officer (SHPO) staff in Section 106 consultations, ultimately assisting with improvements in streamlining the consultations and thus allowing for faster project execution.
- Coordinated with Native Hawaiian organization (NHO) claimants and conducted the return of the Mokapu collection of Native Hawaiian human skeletal remains recovered from Mokapu peninsula in 1938 and since stored at Bishop Museum to Mokapu peninsula as a first step in eventual permanent reinterment in a reburial structure to be constructed inside the MCBH main gate overlooking the Nu'upia Fishpond Complex.
- Developed and conducted a unique Section 106 review process needed for a new tenant's project to expand operational and mission capabilities at MCBH; associated data recovery and survey resulted in redefinition of a historic beach cottage site (4618) boundary that contributes to the National Register of Historic Places (NRHP) eligible Mokapu House Lots Archaeological District.
- The MCBH Senior Cultural Resources Manager was invited and participated as one of five panelists at an Advisory Council on Historic Preservation (ACHP) and U.S. Department of Interior (DoI) Office of Native Hawaiian Relations (ONHR) sponsored community seminar in February 2020 on assisting NHO to develop an understanding of consultation processes and become active participants in federal historic preservation programs in Hawaii that protect historic properties.
- Completed Archaeological Site 7411 Historic Preservation Plan (HPP) as a mitigation under *Memorandum of Agreement (MOA) Among the Marine Corps Base Hawaii Kaneohe, Hawaii, the Hawaii State Historic Preservation Officer, and the Advisory Council on Historic Preservation Regarding the Resolution of Adverse Effects to Site 7411*. Provided oversight of Site 7411's interpretive trail design and fabrication of educational signs about the traditional pre-contact Hawaiian agricultural, habitation, and gaming manufacturing sites that make up the remnants of a possible *kauhale* or Hawaiian village.

As the above achievements reflect, the MCBH CRM Team takes an active approach to program management that blends project oversight, close collaboration with the other MCBH and Navy departments, interoffice coordination, strong communication, and an attention to cost savings. This CRM Team approach is critical to ensure the needs of the MCBH military mission can be met without negative impacts to the rich and diverse cultural heritage found within its installations.

ACCOMPLISHMENTS

CULTURAL RESOURCES COMPLIANCE & ARCHAEOLOGICAL RESOURCES: Compliance with historic preservation statutes and regulations is a major focus of the CRM Team at MCBH, and the Team achieved two significant compliance milestones within the FY19-20 reporting periods.

Section 106 Memorandum of Agreement (MOA) Executed November 2018: The MILCON P-902 Airfield Lighting Replacement Project MOA included mitigating subsurface archaeological deposits under the MCBH active runway during this large scale airfield lights replacement project (project boundary, blue outline in photo below, included entire runway). Data recovery and archaeological monitoring resulted in identification of new site deposits (in red below) outside known site locations (depicted in light blue polygons below), thus redefining and expanding the boundary of subsurface archaeological Site 4453. This site, as well as known subsurface Sites 5829 and 4933, are remnants of 500 year old traditional Hawaiian campsites, located under 18-36 inches of asphaltic concrete or Portland cement concrete that make up the MCBH main active airfield runway and taxiways (inset photo shows Site 4453 deposits as dark organic layer, including cooking pit (*imu)* dug into the underlying sand beach deposits, under thick lighter layer of crushed coral fill below thin runway surface layer of asphaltic concrete). The 1928 background aerial image shows the original landscape now located under the MCBH runway; note site locations correlate with the upraised darker dry areas where first inhabitants were likely camping within the former marshlands of Kaneohe Bay. Several Section 106 consultation meetings were conducted by the CRM Team during both development of the project's MOA and execution of the lighting replacement project with the Hawaii SHPO, NHOs, and other consulting parties to reassure these stakeholders that MCBH, and its Navy project managers and contractors, were implementing mitigations to successfully minimize impacts to the subsurface archaeological site deposits while allowing airfield operations to continue as needed and for the lighting replacement work to progress. This recurring communication and transparency of project status at various stages of work, succeeded in building trust and confidence with consulting parties.



Section 106 review process for a new installation tenant: A new MCBH tenant proposed an undertaking to expand operational and mission capabilities at MCBH Kaneohe Bay in order to support their mission. This proposed undertaking included utility installation and construction of an Operations Building, but due to the

sensitive nature of this project, MCBH was not able to conduct Section 106 consultations per standard procedures including transmittal of written correspondence and information to all consulting parties. Rather, MCBH initiated Section 106 consultation with the Hawaii SHPO per standard procedures, including written correspondence and face to face meetings. With NHOs and other consulting parties, MCBH initiated and conducted limited Section 106 consultations that included only email notifications and face to face meetings of which the NHO and consulting parties needed to attend in order to receive information about the project. Consultations have continued through project execution involving project updates regarding data recovery and survey efforts that resulted in redefinition of a 1930s historic beach cottage site (4618) boundary that contributes to the National Register of Historic Places (NRHP) eligible Mokapu House Lots Archaeological District. Continued consultations by the CRM Team in ways that were different from standard consultation procedures reduced conflicts between this tenant's military mission and fulfilling required mitigation measures for protection and redefinition of a significant pre-military historic property.

PROGRAM MANAGEMENT & MISSION ENHANCEMENT: The success of a CRM program in any DoD organization is achieved when the military mission is successfully executed without or only minimally impacting the preservation and stewardship of that service's cultural resources. At MCBH, the successes achieved in the CRM program are due to the CRM Team's commitment to active collaboration and communication with both internal and external stakeholders. MCBH and Navy internal stakeholders include the Operations and Training (O&T) range managers; Facilities Department planners, engineers, and architects; Marine ground and aviation elements and commands; Family Housing Director and the manager of base Unaccompanied Personnel Housing (UPH); the numerous managers and staff within the Marine Corps Community Services (MCCS); and the Navy's project, design, and construction managers at the NAVFAC-HI Facility Engineering and Acquisition Division (FEAD) and other NAVFAC planners and engineers. These departments and personnel make up the target audience with whom active communication has been accomplished. In addition, interaction by the MCBH CRM Team with external stakeholders include CRM staff at other state and local governmental agencies, Native Hawaiian organizations and individuals, preservation groups, the local professional archaeological society, and the public. Educating all stakeholders about the diverse cultural resources located on MCBH installations ensures that as many groups and individuals as possible know the role they play in the protection and preservation of these resources.

To reach this end, the MCBH CRM Team established a Cultural Resources Outreach Program (CROP) consisting of process improvements aimed at improving project oversight and preventing damage to cultural resources and historic properties during undertakings aboard MCBH. The CROP includes actions conducted by the CRM Team such as (1) annual cultural resource sensitivity training for MCBH Facilities Planners and Engineers, as well as for NAVFAC-HI FEAD staff that work on projects aboard MCBH, (2) semi-annual cultural resources sensitivity training for all contractors and subcontractors performing construction work aboard MCBH, (3) requiring project designers to incorporate area of potential effects (APE) boundaries, derived from Section 106 consultations, directly onto a project's technical drawings, providing better graphical awareness of the APE limits to design and construction contractors developing and executing the project, (4) conduct Constructability Reviews in a face to face format so that the engineers, planners and CRMs can share their expertise real time as they work through the design proposal, and (5) conduct cultural resources specific meetings as focused "break-outs" during pre-construction kick-off meetings to ensure complete understanding of the cultural resource stipulations and mitigations included in the undertaking by all parties involved in a construction project.

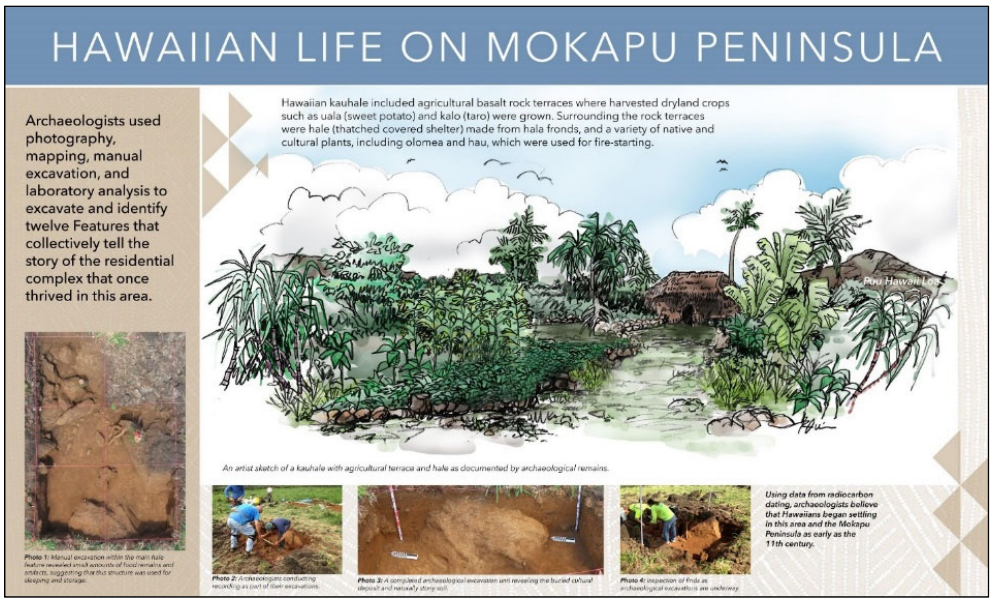
To accomplish this same type of focused engagement the CRM Team has with internal Marine Corps and Navy personnel, the CRM Team established an Installation Environment and Cultural Working Group (IECWG) that

includes all military services in Hawaii. The IECWG allows for Department of Defense (DoD) Hawaii interagency collaboration on lessons learned regarding engagement with the Hawaii State Historic Preservation Officer (SHPO) staff in Section 106 consultations, ultimately assisting with improvements in streamlining the consultations and thus allowing for faster project execution. The IECWG developed specific objectives in FY20 that included meetings with the Hawaii SHPO and the historic preservation division administrator and staff to work together to brainstorm ways in which DoD CRM personnel throughout Hawaii can reduce the cost of conducting Section 106 consultations and streamline and possibly reduce timelines of these consultations while remaining compliant with the NHPA Section 106 regulations and statute. Longer term objectives of the IECWG include collaborative actions such as sharing costs for context studies of WWII era buildings and structures located among multiple DoD Hawaii installations as well as ways to consolidate cultural resource collections from multiple DoD Hawaii CRM departments into a centralized curation repository.

NATIVE AMERICAN/HAWAIIAN PROGRAM: The ongoing trusted relationship the Senior CRM created with NHO claimants through two decades of active engagement in the care and treatment of ancient Native Hawaiian human skeletal remains and requisite NAGPRA consultations, has continued and been enhanced by involvement of the entire MCBH CRM Team. An example of this was the early FY19 coordinated effort among the CRM Team and NHO claimants that resulted in the return of the Mokapu collection of Native Hawaiian human skeletal remains, representing more than 1600 individuals, recovered from Mokapu peninsula in 1938 and since stored at Bishop Museum to Mokapu peninsula. This action marked the first step in what will be the eventual permanent reinterment (or reburial) of these ancestral remains in a reburial structure to be constructed inside the MCBH main gate overlooking the Nu'upia Fishpond Complex. The CRM Team continues active coordination with NHO claimants to establish culturally appropriate reburial practices locally, while engaging with Marine Corps Installation Command (MCICOM) Headquarters CRM and fiscal counterparts to secure centrally managed funding in FY21 to support full design of a reburial structure.

CULTURAL RESOURCES AWARENESS, EDUCATION AND COMMUNITY RELATIONS: Historic Hawai'i Foundation, the most actively engaged non-profit preservation organization in the state, joined with the ACHP and the U.S. DoI Office of Native Hawaiian Relations (ONHR) to offer a free half day community seminar in February 2020 on NHOs' involvement in the federal historic preservation consultation process. This community seminar included a panel presentation made up of invited subject matter experts from the Hawaii SHPO, the Office of Hawaiian Affairs (OHA), the ACHP's Native American / Hawaiian Advisory Group, and the Senior CRM member of MCBH's CRM Team. The panel shared experiences of conducting Section 106 consultations from their various perspectives. The goal of the seminar was to provide skill development and information for NHOs to interact, consult, and work with federal agencies on projects and undertakings to resolve adverse effects to those properties. One of the significant outcomes of the seminar was development of a new online course that provides free training to NHOs to aid their involvement & effectiveness in federal historic preservation consultations to protect historic sites and cultural landscapes. Seminar panelists in the photo include (left to right) the MCBH Senior CRM, SHPO Archaeologist Dr. Susan Lebo, Mahealani Cypher of Koolaupoko Hawaiian Civic Club, William Dancing Feather of ACHP's Native American/Hawaiian Advisory Group, and OHA Compliance Manager Kai Markell.

Throughout FY19-20, the CRM Team oversaw completion of the Archaeological Site 7411 Historic Preservation Plan (HPP) mitigation measure stipulated in the *Memorandum of Agreement (MOA) Among the Marine Corps Base Hawaii Kaneohe, Hawaii, the Hawaii State Historic Preservation Officer, and the Advisory Council on Historic Preservation Regarding the Resolution of Adverse Effects to Site 7411*. The CRM Team participated in several meetings with a local planning firm to develop a design for the Site 7411 interpretive trail, the primary goal of the HPP. Once the trail design was developed, the CRM Team continued involvement with the planning firm to design and develop content for educational signs about the traditional pre-contact Hawaiian agricultural, habitation, and gaming manufacturing sites that make up the remnants of Archaeological Site 7411, a possible *kauhale* or traditional Hawaiian village. Fabrication of the signs was completed in FY19 (one of four signs (right) to be installed at the Site 7411 Interpretive Trail), and the CRM Team is currently working to secure FY21 centrally managed funding for full scale design of the trail followed by installation of the trail and signs.



HISTORIC BUILDINGS AND STRUCTURES: Throughout FY19, the MCBH CRM Team was actively engaged in development and review of a project to construct new Bachelor Enlisted Quarters (BEQ) inside the boundary of the Naval Air Station (NAS) Kaneohe Historic Administration District at MCBH Kaneohe Bay. An Area Development Plan (ADP) was developed as a mitigation measure, stipulated in the *Programmatic Agreement Among The United States Marine Corps, The Hawaii State Historic Preservation Office, and The Advisory Council On Historic Preservation for the Basing Of MV-22 and H-1 Aircraft in Support of III Marine Expeditionary Force (MEF) Elements in Hawaii (2012)*, to minimize impacts to the last remaining WWII era BEQs, located inside the NAS Kaneohe Historic Administration District, some of which were proposed for demolition to make way for new BEQs to meet requirements for increased barracks capacity resulting from basing new aircraft squadrons at MCBH. The ADP for the WWII era BEQs, referred to as the 200 series BEQs, functioned as the "request for proposal" (RFP) to be followed for constructing new BEQs inside this historic district. The first of three BEQs was completed in FY20 via MILCON Project P-911, and the design and external appearance of the new BEQ (Facility 7521) was so successful that this project was nominated for a local preservation

group's annual preservation award. The CRM Team conducted several meetings with Section 106 consulting parties, via three extensive design reviews, as well as collaborated with the project's Architect & Engineering design contractors to ensure the design guidelines were developed based on compatibility with WWII era architecture of the seven retained BEQs.

CONCLUSION

The MCBH Environmental Compliance & Protection CRM Team and program is dedicated to exceeding expectations for cultural resources stewardship. Effective cultural resource management by the CRM Team ensures MCBH can support combat readiness through protection and stewardship of the cultural resources entrusted to our care. We appreciate the opportunity to share our CRM Team's accomplishments with you.

<u>WWII era architecture</u>: 2-story WWII era BEQs 225-228; 1940 historic photo (above) of BEQs 220-224 and 1946 aerial photo (previous page) shows three rows of original NAS Kaneohe BEQs; new BEQ (right) incorporating design features of the historical barracks.