



**Naval Facilities Engineering Systems Command,
Marianas**
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**MILITARY RELOCATION TO GUAM AND CNMI
PROGRAMMATIC AGREEMENT (PA) MEMO # 1**

Project: Supplemental PA Memo H-279 Military Family Housing at Andersen Air Force Base Housing	Date: September 8, 2023 Comment Period Open Until: October 23, 2023
Project Location: Andersen Air Force Base Family Housing	Prepared By: NAVFAC Pacific

PROJECT SUMMARY:

This submittal is regarding modification of the Area of Potential Effects (APE) for the construction of military family housing at Andersen Air Force Base (AAFB). The previous PA memo on this project was completed in 2015 (H-279), and Figure 1 shows both the former APE and the additional areas proposed in this memo.

The construction is identified in Appendix E (<https://pacific.navfac.navy.mil/About-Us/Cultural-Resources-Information/Semi-Annual-Reports/>) of the 2011 *Programmatic Agreement among the Department of Defense, the Advisory Council on Historic Preservation, the Guam State Historic Preservation Officer, and the Commonwealth of the Northern Mariana Islands State Historic Preservation Officer Regarding the Military Relocation to the Islands of Guam and Tinian* (2011 PA).

The H-279 project included the demolition of Capehart-Wherry-era family housing and the construction of new housing at Andersen Air Force Base (AAFB). Activities associated with this project included demolition of housing, geotechnical predesign work, grading and leveling, the installation of new utilities, and the construction of new family housing units. The Guam State Historic Preservation Officer (SHPO) concurred with the no historic properties affected finding (RC2016-0001, dated October 27, 2015).

In accordance with Stipulation IV.E.2.a., this PA Memo presents information to allow interested members of the public to provide comments on the identification and evaluation of historic properties and the finding of effect for the proposed adjustment of the APE.

PROJECT LOCATION:

The project APE for H-279 is the existing family housing area at AAFB (Figure 1). The project area is on the limestone plateau above the eastern cliffs of northern Guam. This portion of the plateau rises from 120 to 150 meters (400 to 500 feet) above mean sea level.

1 This PA Memo is required by Stipulation IV.E.2.a. of the PA as a means for interested members of the public to provide comments on the identification and evaluation of historic properties. Stipulation IV.E.1.b. of the 2011 PA requires the DoD to take into account comments received within 45 days of the date of the delivery of this PA memo to the SHPO and public notification via the CRI website.

The APE for H-279 has increased from 202.2 hectares (499.6 acres) to 212.03 hectares (523.94 acres) following the previous PA Memo modification submitted on May 25, 2022. The proposed supplemental areas presented in this memo will add 1.94 hectares (4.80 acres). Together, the total APE for military housing project is 213.97 hectares (528.73 acres).

The pre-World War II name for the area within or closest to the APE is Upi.

PROJECT DESCRIPTION:

This supplemental PA Memo is composed of three additional project areas for H-279. One project area located north of Carabao Street will be a reconstruction of the existing drain outlet, which may include trenching up to 10-15 feet long and 10 feet deep within a draining channel into the existing basin. Another project area located south of Plumeria Boulevard will be an installation of a culvert up to 10 feet long and 5 feet deep to convey stormwater to an existing ponding basin. Lastly, a stormwater infiltration basin will be constructed east of Rota Drive.

IDENTIFICATION OF HISTORIC PROPERTIES:

The 2011 PA describes the overall efforts taken to identify historic properties in Stipulation IV. More specifically, all the AAFB Family Housing APE has been subject to one or more of the historic property identification efforts listed in 36 CFR §800.4(b)(1), which include background research, consultation, oral history interviews, sample field investigation and field survey. Enclosure 1 is list of references and Figure 2 shows locations of identification efforts in and near the APE.

Regulations do not require survey of an entire APE or identification of all historic properties, and 36 CFR Part 800.4(b)(1) states that a reasonable and good faith effort to carry out appropriate identification efforts shall be made. The 2011 PA directs the PA Memo process to allow for members of the public to provide input on the identification and evaluation of historic properties. The input sought by this process is knowledge on specific historic properties not yet identified by previous efforts, and assistance in identifying issues relating to effects of the project on historic properties.

The same information presented for H-279 applies to this proposed APE adjustment:

A reconnaissance survey was conducted in 1983 (Davis 1983) by Territorial Archaeology Laboratory that focused on the investigation of possible archaeological resources within the main base area of AAFB. A 2007 archaeological survey that covered a portion of the housing area did not locate any eligible archaeological sites (Welch 2010). In 2012 an archaeological and a historic architectural survey were completed for the housing area. No archaeological or architectural resources of significance were located (Dixon 2014). Two other historic architectural surveys conducted for AAFB did not identify any eligible structures in the housing area (Mason Architects 2004; Mohlman 2015). A review of the history and development of the family housing area in these reports indicated that it has been significantly impacted since World War II. There are no identified significant archaeological resources located within the project area. The Guam SHPO has previously concurred with the Andersen Air Force Base determination of no adverse effect concerning the demolition of

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all family housing units (RC2016-0001 from GSHPO 2015). This project also falls under the applicability of the Program Comment for Capehart-Wherry Era Family Housing at Air Force and Navy Bases, approved by the Advisory Council on Historic Preservation (ACHP) in 2004.

The 750 structures (1,224 units) comprised of one-story duplexes and some stand-alone housing units, were constructed of reinforced concrete, and designed in the Contemporary style. They had concrete walls over concrete slab foundations with slightly pitched concrete roofs and had metal-framed, non-original windows. All 750 structures were built between 1956 and 1960, during the post-WWII era, when the majority of military family housing was built along the southern portion of AAFB. The 750 structures were generally oriented lengthwise facing their respective streets and had long, rectangular plans some with attached carports and driveways leading to the structures. Concrete walkways extended from the driveways to the front doors of the housing structures and the surrounding landscape generally consisted of grass lawns with sporadic medium-sized trees and bushes with backyards not fenced.

From 1949 to 1962 the Navy and other military branches pursued an aggressive building program for enlisted and officer family housing. The widespread family housing construction came to be known as Capehart-Wherry housing after the two congressmen who had sponsored the legislation for the program. Housing from the Capehart-Wherry era consisted of a series of a few standardized plans in one neighborhood. These few building plans were repeated throughout the neighborhood to facilitate low-cost, mass construction of housing units. The 750 structures adjacent to the project were considered part of the Capehart-Wherry housing program.

Program Comments are a Section 106 program alternative available under 36 CFR 800.14, whereby an agency requests that the Advisory Council on Historic Preservation (ACHP) provide comments on a program to treat a category of undertakings or resources. The ACHP has approved a program comment in 2004 that has relevance to this project: The Program Comment for Capehart-Wherry Era Family Housing at Air Force and Navy Bases addresses Section 106 requirements in lieu of requiring separate reviews under § 800.4 through 800.6 of the Section 106 regulations for each individual undertaking. Included are undertakings such as maintenance, repair, layaway, mothballing, privatization and transfer out of federal agency ownership, substantial alteration through renovation, demolition, and demolition and replacement.

All of the 750 architectural resources (1,224 units) were covered under the 2004 Capehart-Wherry Era Program Comment. As such, they do not require separate evaluation for National Register eligibility, or review for the category of undertakings listed above, including demolition and replacement.

Results of the above studies indicate there are no historic properties within the Andersen Family Housing APE.

FINDING OF EFFECT:

The DoD finds that the APE modification and project activities will have no historic properties affected. PA Memo #2 will not be required as there will be no mitigation.

3 This PA Memo is required by Stipulation IV.E.2.a. of the PA as a means for interested members of the public to provide comments on the identification and evaluation of historic properties. Stipulation IV.E.1.b. of the 2011 PA requires the DoD to take into account comments received within 45 days of the date of the delivery of this PA memo to the SHPO and public notification via the CRI website.

Enclosure 1

Advisory Council on Historic Preservation

2004 Program Comment for Wherry and Capehart Era Family Housing at Air Force and Navy Bases.

Davis, Richard

1983 Andersen Air Force Base Central Compound Reconnaissance Survey. Letter report prepared by Department of Parks and Recreation, Government of Guam, Agana.

Dixon, Boyd

2014 Proposed Guam and CNMI Military Relocation 2012 Roadmap Adjustments SEIS Live-Fire Training Range Complex Range Footprints, Main Cantonment, Utilities, Communications, Well Field Alternatives and Access Route Options Volume I: Potential Direct Impact Area In-Fill Cultural Resources Study Narrative. Contract No. N62742-11-D-1801. Prepared for Joint Guam Program Office, Washington, D.C.

Guam State Historic Preservation Officer

2015 Amendment to Review and Notification Demolition of 85 Structures in Family Housing, Main Base, Andersen Air Force Base, Guam. RC2013-0782, AAFB Project RSC # 13-0050. Letter on file Andersen AFB.

Mason Architects, Inc.

2004 Historic Building and Associated Landscape/Viewsheds Inventory and Evaluation for Andersen Air Force Base, Guam, 2004 Update. Prepared for Andersen Air Force Base, Guam, by Mason Architects, Inc., Honolulu.

Mohlman, Geoffrey

2015 Historic Inventory Survey Andersen Air Force Base, Territory of Guam. Southeastern Archaeological Research Report. Contract number N40192-12-P-5010.

SEARCH and Cardno TEC

2015 Integrated Cultural Resource Management Plan, Andersen Air Force Base, Joint Region Marianas. Contract No. N62742-09-D-1960, Task Order JQ03. Prepared for Naval Facilities Engineering Command Marianas.

Welch, David J.

2010 Archaeological Surveys and Cultural Resources Studies on the Island of Guam in Support of the Joint Guam Build-Up Environmental Impact Statement VOLUME I: NARRATIVE. Contract N62742-06-D-1870, Contract Task Order No. 0010. Prepared for Department of the Navy, Naval Facilities Engineering Command, Pacific Pearl Harbor, Hawai'i

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