



Naval Facilities Engineering Command
Marine Corps Activity Guam Public Works
Department (MCAG PWD)
PSC 455 Box 195
FPO AP 96540-2937

MILITARY RELOCATION TO GUAM AND CNMI PROGRAMMATIC AGREEMENT (PA) MEMO #2

Project: Revised J-755 Urban Combat Training Project – Construction for Training (Andersen South) (RC# 2013-1101)	Date: November 17, 2017 (comments due by January 3, 2018)
Project Location: Andersen South	Prepared By: MCAG PWD

PROJECT SUMMARY

Project J-755 (Urban Combat Training Project) is a Government of Japan-funded (Mamizu) project identified in Appendix E 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). This Programmatic Agreement Memorandum (PA Memo) covers the J-755 construction activities that may have an adverse effect on historic properties of Andersen South. Accordingly, as per Stipulation V.B.3., this PA Memo presents information to allow interested members of the public to provide comments on the Department of Defense (DoD) identification and evaluation of historic properties within the project’s area of potential effect (APE), as well as the DoD’s plan for resolving adverse effects to historic properties through avoidance of such properties during this phase.

This Revised PA Memo was produced to answer the Comments from the first submittal. One comment from the Guam State Historic Preservation Office (SHPO) regarding potential *lanchos* in the vicinity was addressed by a site visit seeking any evidence of such *lanchos* still remaining on the property, further described below on page 7 under SHPO comment number 7.

The J-755 Urban Combat Training Project is being developed to serve training needs of the U.S. Marine Corps for the future Andersen South Training Complex (ASTC). Andersen South is located within the villages or municipalities of Dededo and Yigo. Project activities under J-755 include vegetation removal/management, utility trenching, building/structure demolition, excavation, grading, and preparation, renovation and construction of various permanent training facilities and areas.

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PROJECT LOCATION

Formerly known as the Andersen Administrative Annex or the Marianas Bonins (MARBO) Command Annex of Andersen Air Force Base, Andersen South covers 787 ha (1,946 acres) in east central Guam. The installation is situated on the eastern side of the northern limestone plateau, about 5 km (3 miles) from the east coast of the island. Some of the traditional Chamorro place names in this vicinity are Mogfog, Pãgat, and Sasayan.

The J-755 project is located within the boundaries of Andersen South of Andersen Air Force Base, Guam. Additionally there is a communications corridor along Routes 1 and 9 and 3 that will serve the facility. The site is bordered by Marine Corps Drive (Route 1) to the north and Route 15 to the south. Andersen South generally slopes downward from the east to the west. The Area of Potential Effect (APE) shown in green on Figure 1 shows Andersen South areas affected by construction. Figure 2 shows the communications corridor added to the APE (total 293 acres, same as in PA Memo for Design Phase approved by SHPO in an email on October 14, 2016).

This PA Memo addresses this construction footprint APE. A prior PA Memo was delivered March 9, 2017 to the Guam SHPO. The SHPO responded via letter (RC# 2013-1101, March 21, 2017) to Marine Corps Activities Guam Public Works Department (MCAG PWD) regarding that PA Memo with their concerns. A meeting was held between SHPO and MCAG PWD, during which these comments were discussed on March 28, 2017. Additional comments from SHPO in a letter dated August 24, 2017 on the PA Memo #2 have resulted in this REVISED PA Memo #2. This Revised PA Memo #2 is restricted to the areas requiring construction in response to those earlier SHPO concerns and in accordance with the 2011 PA. A subsequent PA Memo for operational activities will be submitted at a later date as follow-up visits are conducted in potential *lancho* areas.

PROJECT DESCRIPTION

The purpose for this project is to construct a facility to provide realistic training for personnel utilizing the Andersen South Urban Combat Training Complex. This phase of the project covers the construction of the facilities and training areas (Figure 1).

SHPO COMMENTS RECEIVED AND DoD RESPONSES ON FIRST PA MEMO #2

The first PA Memo #2 described the APEs for the Construction of the training areas, as well as the final Operations. SHPO comments below were in reference to the first PA Memo #2. This current Revised PA Memo #2 covers solely the Construction APE.

The comments sent to DoD by the SHPO in a letter dated August 24, 2017 are presented in the following narrative (DoD responses follow immediately, in *italics*.).

1. The subject undertaking will have an adverse effects on historic properties for both the

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construction and the operations. As previously stated some sites were not issued Guam Historic Property Inventory (GHPI) numbers or concurred upon eligibility due to the lack of information presented to our office concerning the sites. In the August 24, 2017 edition of The Guam Daily Post part of the area of potential effect (APE) for the J-755 project is not under the ownership of the DoN. Approximately 80 acres was conveyed to the Guam Department of Education (GDOE) by the U.S. Department of Education (USDOE) in 1992. The article states the USDOE is trying to get the property returned to them from GDOE due to non-use of the land and that the DoN has interest in the land. Therefore, we do not see where the DoN has jurisdiction over this property at this time. Therefore, NAVFAC should not be submitting a PA Memo on lands that are not under their control, until such time as they have required jurisdiction over the property. Once the USDOE has reacquired the property from GDOE, then a decision on who will be the lead agency for the Section 106 on the property can be made. However, until this happens the approximately 80 acres needs to be removed from the J-755 PA Memo APE.

Section 106 does not require the historic property identification process to be limited to lands under the control of the DoD. The area of potential effect of an undertaking may include multiple property owners. Any requirement for access to non-DoD property within Andy South will be addressed separately.

Regarding the statement that the project will have adverse effects for both construction and operation of the facility, there are no eligible sites located within the construction area; therefore construction will have no effect as sites have been avoided. SHPO concurrence on PAM 1 (dated March 21, 2017) concurred with Navy's determination that the undertaking which consists of both construction and operation would have an adverse effect. Eligible sites will be avoided by construction; it is the operational phase that may have adverse effects, thus the need for mitigation. To simplify the process, we are deferring the consultation on operations to a later date to further review new potential sites identified by the SHPO to be associated with the late Sen. Angel L.G. Santos.

2. Our previous comments on the design phase of the project still stand. The sites to be impacted during the design phase were only identified and not evaluated, and proper background research on the area was not conducted. The initial PA Memo and the revised PA Memo indicated an area of potential effect (APE) containing 580 acres. The APE for "Operations" portions of Andersen South J-755 has added an additional 366 acres, consuming the entirety of Andersen South. We believe that the previous surveys did not adequately present a good faith effort in identifying historic properties as noted in the text below.

Regarding the statement that sites were identified but not evaluated, the sites were identified

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and determined eligible by considering available evidence that the sites met one or more of the Criteria of Eligibility. There is no requirement to further evaluate a site if eligibility can be determined by available evidence. The sites at Andy South were evaluated both by surface observations and by subsurface testing. The large subsurface site (66-04-2324) was tested by excavation of more than 60 shovel tests; approximately 30 shovel tests were placed on the smaller site 66-04-2325 (Welch 2010; pp 329-334). The Navy considers this a reasonable and good faith effort that is in accordance with ACHP guidelines.

3. The PA memo mentions one "notable exception to this approach is Site 66-04-2326, a historic post-WWII concrete structure that was determined to be outside of the new obstacle course for vehicle training activities. It has a low likelihood of being affected by foot maneuver activity given its fixed, [rigid] nature and therefore will not be data recovered."

This explanation lacks the significance assessment and recommendations in accordance with the Secretary of Interior's Standards according to NAVFAC own investigation (*Final Report, 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*). Operations, boots on the ground will seek shelter where ever they can putting GHPI site 66-04-2326 and any other structures in a direct adverse effect criteria when undertaking operation maneuvers activities. Therefore a HABS should be conducted on this building to mitigate any adverse effects to this historic property that is "solely under military jurisdiction" as noted in the PA Memo 2. The site assessment believed GHPI site 66-04-2326 was significant under criteria) A and C.

Regarding Site 66-04-2326 at Andy South, the site was listed in Welch 2010 (Table 15.4) and in the site descriptions in vol. 2 as "unevaluated." However, referring to the text (page 323, paragraph 3), the archaeologist states that the structure might be eligible under A or C and defers to the architectural historian. He does not recommend eligibility under Criterion D, but makes a statement that implies reference to Criterion D (significant information). On page 120 of the same report, the architectural historian states that the structure might be eligible as an archaeological site under Criterion D. The architectural historian also states that additional research would be needed to establish an association with significant events, persons, or design. Considering statements from the archaeologist and architectural historian, there is no conclusive recommendation for eligibility in the report. The site was added to the list of sites for further investigation to clarify the statement in the Welch report that it was unevaluated. The Welch report provided a history of the Army hospital to which the probable incinerator was likely attached. Impacts to the structure are not anticipated for either construction or operation of the training facility. Mitigation will likely include compilation of information contained in existing reports, including the history of the Army hospital in the area, along with measurements, drawings, and photographs and a definitive statement of eligibility. Whether or not a HAER is warranted for this relatively minor structure depends on the determination of

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eligibility. As the Navy is deferring consultation on the operation of the Andersen South Urban Training Complex, we will take SHPO recommendation under advisement as we further evaluate Site 66-04-2326 along with potential agricultural areas that may be associated with the late Sen. Angel L.G. Santos.

4. Architectural Historian who examined some the infrastructure remains at the site, recommended further research before a final determination of eligibility to the NRHP is made" (p322), on two areas of infrastructure. However, later in the document these infrastructure remains are labeled not eligible without any further research being conducted. We feel that these areas require more research to fulfill the initial assessment by the Architectural Historian rather than eligibility noted in table 16.3 on page 357.

The recommendations of the two infrastructure areas reported by International Archaeological Research Institute, Inc. (IARII) are Marbo Installation Infrastructure, IARII Map No. I066, and the 22nd General Hospital Infrastructure, IARII Map No. 1051. These infrastructures were recommended for an architectural historian to investigate the archival and oral histories to clear up the ambiguities regarding the history of the sites and to better define the boundaries of the Army Hospital. These sites can be found in Figure 15.3 of the cited report and the recommendations are found on page 324. Since, these site will be impacted by the undertaking, we agree with the recommendations an architectural historian conduct further archival and oral histories on these sites to clear up these ambiguities and boundaries problems. The Guam Historic Properties Inventory (GHPI) number 66-04-2911 has been assigned to Marbo Installation Infrastructure, IARII Map No. 1066 and GHPI number 66-04-2912 has been assigned to 22"d General Hospital Infrastructure, IARII Map No. 1051.

Regarding Map Numbers in the 2010 report, these numbers (1051 and 1066) indicate areas containing infrastructure features related to General Hospital and Marbo installation. These features were determined to be not eligible as archaeological sites due to loss of integrity. The 2010 report identified features by reference to archival maps and photos. We will address the ambiguity of sites associated with Map Numbers 1051 and 1066, in addition to Site 66-04-2326 and sites potentially associated with the late Sen. Angel L.G. Santos.

5. Other sites within the Andersen South were regarded as eligible under the National Register criteria. IARII Map No. 977 (artifact scatter) was noted as being eligible under criteria D and needs further relocating and evaluation. The Guam Historic Properties Inventory number 66-04- 2910 has been assigned to IARII Map No. 977, the place name of the site is called Mogfog 1.

Regarding Map No. 977, the Welch survey could not locate the artifact scatter, which may have been destroyed by construction, as the area has been extensively disturbed and developed in the

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past. MCAG PWD Archaeologists will confirm site disturbance and provide SHPO an assessment in the deferred consultation on Andersen South Urban Training Complex operations.

6. Site numbers were not assigned to temporary sites AS-T-2008-01 and AS-T-2008-04 because we believed the methodology was flawed in identifying the sites testing was not conducted to see if they were connected. A pedestrian survey in an area that was previously cleared is the flawed methodology as sites may have been buried under soil similar to sites found at the Live Fire Training Range Complex that were buried due to landscaping. Therefore, we feel subsurface testing is necessary to identify buried horizons between these two sites and throughout these sites. Once these areas have been fully identified please contact our office where we can assign GHPI numbers to these sites.

Regarding the two sites near the eastern boundary of Andy South, the eastern boundary area of Andy South was covered by a 2008 survey described as “intensive surface survey with limited subsurface testing” (TEC and MARC 2011). Surveyors reported extensive disturbance in the area and noted that shovel testing around the two sites and six isolated finds (all of which had evidently been displaced from their original locations by mechanical clearing), revealed no cultural deposits. The two sites (AS-T-2008-01 and AS-T-2008-04) were recommended eligible. AS-T-2008-01 consisted of a scatter of Latte Period ceramics, displaced latte elements, and a lusong. One area of site 2008-01 was less disturbed with several sherds on the surface. Four shovel tests were placed on the site with soil depths ranging from 30 – 50 cmbs; however, no subsurface cultural deposits were encountered. Twenty-three Latte Period sherds were visible at AS-T-2008-04; however, subsurface testing revealed only 5-10 cm of soil over limestone bedrock with no cultural material present. Sites 01 and 04 are separated by more than 120 meters, with no cultural material observed between the sites. There is no existing evidence supporting combining the sites; however, data recovery will occur at both sites. In the event that data recovery investigations provide new evidence that supports combining the sites, we will agree with that approach; however, available evidence does not support combining the sites. Regarding the statement that the methods were flawed because of no subsurface testing, shovel tests were dug at each site and isolated find. Surveyors found that material had been displaced by mechanical clearing. Shovel tests in the area found no cultural material or subsurface cultural layers. The survey satisfies the requirement for reasonable and good faith efforts to identify historic properties. There is no requirement to conduct shovel testing in surveys; however, surveys in the Andy South property used shovel tests to locate and evaluate sites.

7. In reviewing the original build-up survey, the historic background in identifying the historic *lancho* is lacking shown both on the 1913-14 and the 1944 maps. These *lanchos* do not appear on the 1954 map, however, the *lancho* area was not developed during the 1954 military occupation of the area. We have good reason to believe that one of these farms

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(see attachment) was occupied by Senator Angle Anthony Leon Guerrero Santos III when he was arrested by federal authorities for occupying what he believed was the illegal taking of his grandfather's *lancho*. Senator Angle Santos III was a believer in decolonization and credited for exposing the DoDs illegal disposing of toxic chemicals here on Guam. He is a prominent figure in Guam and to our national identity. We believe this property needs to be clearly identified and protected in place for future generations based on stance Senator Santos made with regard to his homeland, the taking of the land, and under United Nations (UN) Resolution 1514 on December 14, 1960 and the "U.N. Resolutions of February 24, 1999", which "mandated the immediate return of ancestral lands from the federal government without any strings attached or conditions imposed." (http://www.dailyrepublican.com/guam_angel-santos.html). This farm and Senator Santos believed rights stands for the very freedom which our nation is built upon.

The identification and protection of this *lancho* from any and all DoD activities, stretches beyond our local and national history into the global reparations that indigenous people have suffered and continue to suffer throughout the world. These *lanchos* were most likely date back to if not beyond the Spanish period. The historic maps clearly show these historic properties existed for over 30 years before WWII on the landscape. The statement in the IARII report that "post WWII land use involved clearing and bulldozing that likely displaced or destroyed any earlier historical or archaeological remains within the footprint of the base infrastructure" (p314) does not meet a reasonable and good faith effort as identification standard in Section 106 Review." The Advisory Council on Historic Preservation states the federal agency to do the following "Determine and document the APE in order to define where the agency will look for historic properties that may be directly or indirectly affected by the undertaking" and provide sample field investigations.

Regarding your reference to late Sen. Santos' family farm, no domestic artifact scatters were documented in the project area during archaeological survey. If SHPO is aware of documents that could associate a particular location with the senator's farm, we request copies of such records. Although association with an important individual or event contributes to significance of a property, the property must have integrity in order to be eligible. Since we are deferring consultation on operations to a later date, only one particular element within this agricultural area could be co-located within the construction APE. MCAG PWD Archaeologists will visit this area prior to construction and provide an assessment to the SHPO on whether the Navy has located surface features with integrity, wherein data recovery may have to be performed since the site cannot be avoided given the specific course dimensions and requirements.

Regarding the comment on lanchos in the historical background for the survey, you are correct; it would have been good to include that information. The report concentrated on the WWII and post-WWII features that dominate the area. Apparently none of the reviewers of the report made comments about including a discussion of lanchos in the area at the time. Almost a

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decade has passed since the survey was conducted, so it is too late to make edits. Currently, we have no evidence of 19th or early 20th century domestic structures at Andy South. As we are deferring consultation on the operational APE, we have an opportunity to evaluate the SHPO-identified lanchos.

Additional Note (17 November 2017): MCAG PWD GIS and Archaeologists referenced a historic map from 1913-1914 that showed evidence of possible ranches within the J-755 project construction area and these were re-visited by the MCAG PWD Archaeologists using the georeferenced GPS locations on November 2, 2017. While searching for one potential lancho that was on or near the training APE, there were no historic properties on or within 30 meters of the road/APE. Only modern trash throughout, with corrugated metal roofing fragments and some modern PVC water piping more than 30 meters north of the road. Therefore, MCAG PWD Archaeologists determined the construction of the Training Area 1 will not affect any historic properties. Follow-on visits to other potential lancho areas will be conducted as part of the deferred consultation on the Andersen South operational areas.

In 1999, then Senator (23rd and 24th Guam Legislature) Angel Leon Guerrero Santos wrote a newspaper article (The Daily Republican, Wednesday September 29, 1999) stating “In 1993, I started a peaceful protest to advocate for the return of ‘excess lands’ to the original landowners by building a concrete structure on Air Force property. Today, I am back on the same property in Dededo to do another protest by clearing it with a bulldozer.”

MCAG PWD Archaeologists will attempt to re-locate the concrete structure mentioned in this article, but as statements imply, the remains of the concrete structure may no longer be discernible if it has been demolished with heavy equipment. Prior surveys on Andersen South in this vicinity did not note the presence of a modern concrete structure in the potential lancho areas.

8. In reviewing the 1944 artillery maps and research done on the battle for Guam, the research shows that four Japanese soldiers were killed and most likely buried at T-2, and 44 Japanese soldiers were killed and probably buried near the northwest corner of GHPI number 66-04-2911. Although not all soldiers were buried usually large numbers were buried. This WWII battlefield information was never disclosed in document. This area will need to be reassessed regarding this information and perhaps a GHPI number given to this battle area.

Japanese dead could have been buried anywhere, probably near where they were killed but without records, the Navy can only speculate as to where individuals are buried. Addressing possible locations of WWII burials is beyond the scope of the survey. They would not be detectable on the surface or through shovel testing. Without accurate records of locations of

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burials, it would be speculative to infer burial locations from inconclusive data and could result in a search for something that may or may not be present in the area. We understand that Japanese WWII burials could be anywhere on the island. The inadvertent discovery procedure was developed to address such circumstances. The Navy believes may be premature to assign a GHPI number to a location that may or may not contain WWII dead; and assigning a site number to a location where a battle may have been fought could apply to many locations within the island of Guam.

NOTE: since most of the SHPO comments address areas outside the construction footprint APE, they do not apply to this more specific PA Memo, but will be considered in a separate PA Memo that includes future operations at the Andersen South Urban Combat Training Project.

MITIGATION OF IMPACT ON HISTORIC PROPERTIES

Scope of DoD Mitigation Efforts

The training areas that will undergo construction activities have been laid out so as to avoid all historic properties. Therefore, no mitigation is expected in this phase.

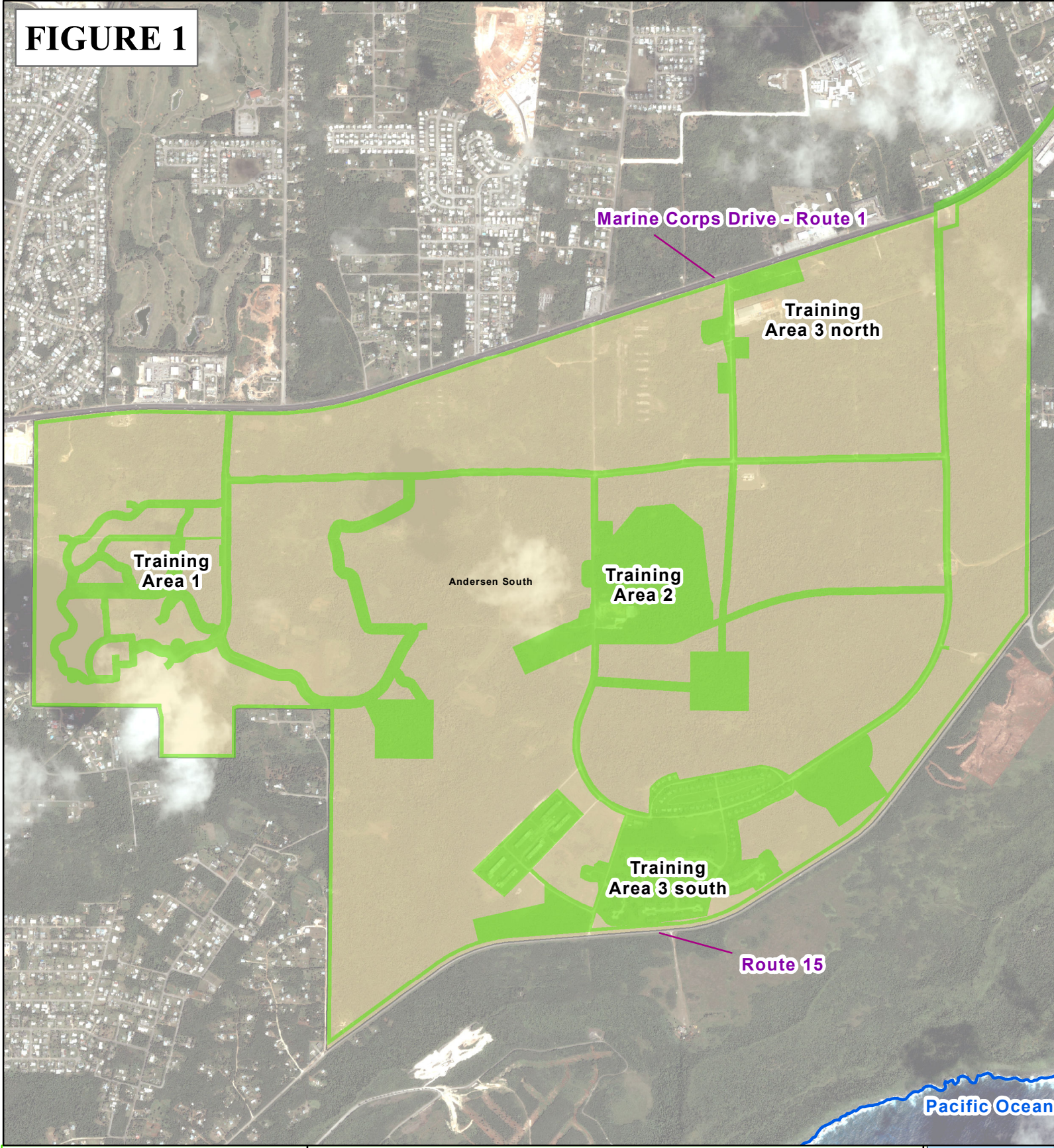
DETERMINATION OF EFFECT:

It has been determined by MCAG PWD and SHPO that the construction of the communications corridor along Routes 1, 3 and 9 will have no historic properties affected, as none have been discovered along the corridor approved by SHPO for geotechnical borings in October of 2016.

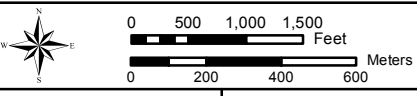
The construction phase APE of the Urban Combat Training Project on Andersen South, similarly will have no historic properties affected as the construction footprint was laid out purposefully to avoid all potential historic properties. The issue of potential historic *lanchos* in the construction APE of training area 1 has been investigated. No historic *lancho* properties are within the construction APE.

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FIGURE 1



**J-755
Urban Combat Training**




PREPARED BY:
Naval Facilities Engineering Command
Marianas
Date: 5/15/2017



Coordinate System: UTM Zone 55 North
Projection: Transverse Mercator
Datum: D WGS 84

**Andersen South J-755 APES
and Training Areas**

 Area of Potential Effect (APE)
for Construction for J-755

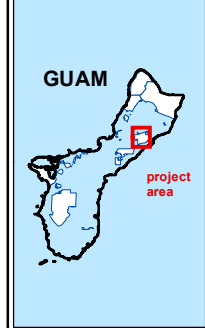


FIGURE 2

Finegayan



Potts Junction

Andersen AFB

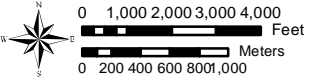
Andersen AFB Airfield

Andersen South

Urban Combat Training Figure - 2

-  DoD Property
-  Area of Potential Effect

APE Area = 293 Ac



PREPARED BY:
Naval Facilities Engineering Command Pacific
Date: 7/27/2016



Coordinate System: UTM Zone 55 North
Projection: Transverse Mercator
Datum: D WGS 84

GUAM



If submitting via **e-mail**, scan and send to: criwebcomment@navy.mil

If submitting via **postal mail**, send to:

Attn: CRI Web Comments
Code EV23, NAVFAC Pacific
258 Makalapa Drive, Suite 100
JBPHH, Hawaii 96860-3134

Submitted comments will be posted on the Navy's Cultural Resources Information (CRI) web site. Information presented on the CRI web site is considered public. The sections highlighted in **red** are required to be completed in order for a comment to be posted.

Privacy Act Statement

Personal information will only be used to contact you regarding the comments you submit. This information will only be shared with another government agency if your inquiry relates to that agency, or as otherwise required by law. We will not create individual profiles or give your information to any private organization. While you must provide a valid e-mail address or postal address, please **DO NOT** include personally identifying information such as a social security number.

By submitting this comment form, you agree not to include content that is offensive in nature, such as profanity, personal attacks on individuals, and racist or abusive language.

PROJECT: J-755, Urban Combat Training Project-Construction, Andersen South, Mangilao, Guam

SUBJECT: PA Memo #2, Determination of Effect and DoD's Plan for Resolution

Date: _____

Name: _____

CRI User Name (if you don't want your real name to be posted with your comment on the CRI web site):

E-Mail Address: _____

and/or

Postal Mail Address: _____

COMMENTS: _____
