

CULTURAL RESOURCES MANAGEMENT--INSTALLATION

Commander, U.S. Naval Forces, Marianas

INTRODUCTION

Commander, U.S. Naval Forces, Marianas (COMNAVMARIANAS) is located in the U.S. Territory of Guam. The island is the largest and most southern island in the Mariana Islands archipelago. It is approximately 30 miles long, between four and eight miles wide and has a total land area of 212 square miles. COMNAVMARIANAS controls approximately 43,000 acres of land on Guam and in the Commonwealth of Northern Mariana Islands (CNMI), which includes Saipan, Tinian, Rota, and Farallon de Medinilla (FDM).

The geographic scope of the commander's responsibilities covers a portion of the western Pacific nearly as large as the United States. As regional area coordinator, COMNAVMARIANAS provides support to the operating forces of the 7th Fleet and to shore activities and members of U.S. Navy commands on Guam. This includes executive oversight of waterfront operations, ordnance and other logistics support. They provide policy support and services to shore activities and personnel of other naval facilities and their tenant commands in Guam, including a combined total of approximately 5800 active duty military, 2200 civilian, and 9100 family members.

In December 1898, Guam was ceded by Spain to the United States as part of the Treaty of Paris. The following year, U.S. Naval Station Guam was established with the entire island being designated as Naval Station. The Commanding Officer, Captain Leary, was designated as the Governor of Guam. Naval Station controlled Guam until it surrendered to Japan in December 1941, and the island remained under Japanese rule until July 21, 1944 when U.S. forces returned to liberate the island. From 1944 until 1952, Naval Station served as a naval operations base, providing every type of fleet service. In 1956, the Naval Base was disestablished and Naval Station was reassigned under the military command of Commander, U.S. Forces Marianas. Numerous Navy commands supporting the Pacific Fleet now call Guam "home." As a result of a series of consolidations which took place during the 1990's, Naval Station, Naval Magazine, and Naval Activities were unified under Commander, U.S. Naval Forces, Marianas.



Pre-historic *lusong* on Tinian, CNMI



COMNAVMARIANAS' area of responsibility.

As a major landowner on the history-rich island of Guam, COMNAVMARIANAS is literally immersed in historic sites. COMNAVMARIANAS manages ancient Chamorro (prehistoric), Spanish-era, and World War II historical resources, historic structures, and submerged resources. Today, more than 55 years after the American recapture of the

island from the Japanese, Guam retains the essential features of battlefield terrain and a surprisingly large number of physical reminders of the struggle, such as caves and fortifications, with a high degree of historical integrity. There are thousands of known terrestrial cultural resources on COMNAVMARIANAS. Over 34,000 acres of the COMNAVMARIANAS land inventory is included in Cultural Resources Management Planning documents.

BACKGROUND

Integrated Cultural Resources Management Plan



Pictographs at Dangkulo Unai, Tinian

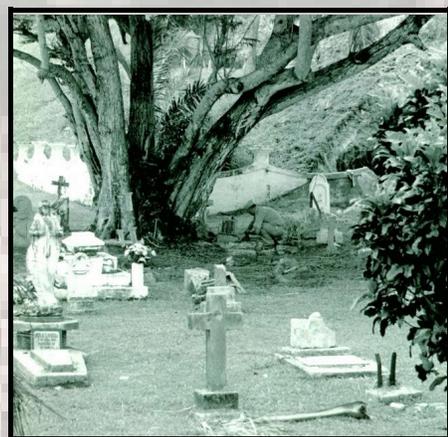
COMNAVMARIANAS completed regionalization in October 1998, which included the consolidation of the Naval Activities; Naval Magazine; Communication Annexes, Finegayan and Barrigada; and Naval Hospital. Cultural Resources Management Plans (CRMPs) were completed for COMNAVMARIANAS prior to the most recent consolidation in August 1998, and a new comprehensive Integrated Cultural Resources Management Plan (ICRMP) is in development. The ICRMP will integrate the various cultural resource management plans and programs and will be completed after the final remaining cultural resources inventory is completed in early FY '03. Surveys of 1940 acres were

completed in FY '01. Final surveys for the remaining 770 acres of property were conducted in FY '02, and the final report on these surveys will be completed this year. The CRMP identifies cultural resources found on COMNAVMARIANAS, including sites, structures, features and objects. It evaluates them for nomination to the National Register of Historic Places (National Register), provides management maps of the cultural resources, and makes recommendations for the preservation of National Register eligible cultural resources.

Major Resource Features

Significant cultural resources on COMNAVMARIANAS include:

- Sumay Cemetery – Surviving the American invasion and the destruction of the surrounding town, the cemetery has retained its integrity of location, design, and feeling. Placed on the National Register in November 1999 .
- Cable Stations Remains – These remains provide information about architectural styles in the first half of the 20th century. They also exhibit the scars of WWII bombing and strafing. Listed in the National Register on September 6, 1979.

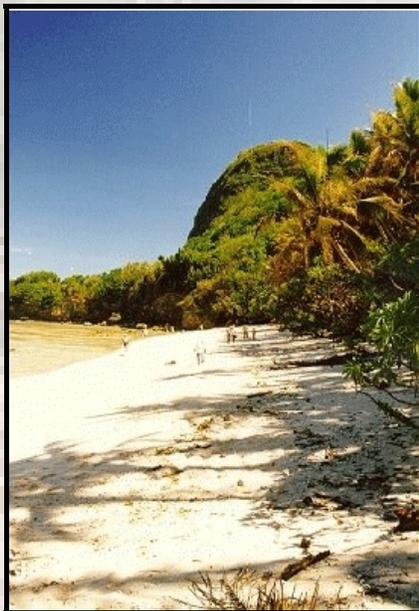


A Navy member tends a gravesite in Sumay Cemetery.

- Orote Airfield – The airfield built by the Japanese in 1944 after their invasion of Guam, and was listed in the National Register in 1975.
- Orote Historical Complex – Listed in the National Register in October 1979, and includes:
 - Fort Santiago – A complete archeological survey and testing was conducted at this site during the award period.
 - Spanish Steps
 - Spanish Well
 - Prehistoric Rock Shelter Site (early Pre-latte, ca. 3,500 BC)
- Japanese Midget Submarine – Listed on the National Register in February 1999. During FY'02, this submarine was completely restored under a \$247,000 contract. This submarine is likely the last of the Type “C” Midget Attack Submarines in existence.
- Submerged vessel Tokai Maru, Apra Harbor, listed on the National Register in July 1988.



Japanese Midget Attack Submarine being returned to COMNAVMARIANAS after refurbishment.



Haputo Beach is a popular location for hikers and is rich in cultural resources.

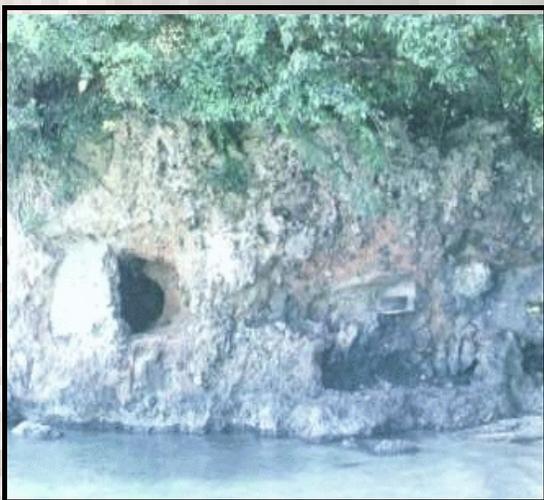
- Haputo Beach, listed on the National Register in November 1974.
- South Finegayan Latte Stone Park, listed on the National Register in September 1975.
- Ft. San Luis, nominated for listing on the National Register in October 2002. This important site was discovered through a survey during the award period at a location other than expected. Built in 1738, Ft. San Luis is the earliest fort on the Orote Peninsula.
- Advance Base Construction Thematic Nomination – One of the most astounding logistic achievements during WWII and the largest base west of Pearl Harbor.
- Nob-Hill Bowl Theater – The last remaining outdoor theater on Guam dating from WWII.

- Japanese POW Steps and Stone Retaining Walls, built by Japanese POW's from Rota, Commonwealth of Northern Mariana Islands.
- Gab-Gab Beach Recreation Area – the most important recreational area for thousands of servicemen since 1945.
- Nimitz Hill District – Nimitz Hill played an important role in WWII. Its location made it valuable strategically to both the Japanese and Americans. Much of this area was returned to the Government of Guam during the latter part of FY01.



These steps are one of the many masonry construction projects performed by Japanese POW's at Naval Station during World War II.

- Fonte Plateau Battleground – Listed on the Guam Register of Historic Places on June 5, 1975.
- Japanese Bunker – A concrete structure used as the command post for General Takashina, Japanese Imperial Army, one of several Japanese command posts on Fonte Plateau – Listed on the Guam Register on June 5, 1975.
- Geiger Field – One of the earliest ballfields during the war, named for General Roy Geiger, Commander 3rd Amphibious Force .
- Sumay Historic District – Remaining resources at Sumay including the cemetery, Pan-American Airways China Clipper Landing area, U.S. Marine Barracks site (1921-41), and the TransPacific Cable Station are associated with Guam's commercial and WWII history. In 1974 Sumay Village was listed on the Guam Register of Historic Places. Additional restoration work in the cemetery is in the planning stages.



Japanese fortifications at Dadi Beach.

- Japanese Fortifications – One of the most remarkable aspects of Japanese Fortifications on Guam was their use of features in the natural terrain, such as caves, for defensive positions such as:
 - Dadi Beach-Tipalao Area Fortifications
 - Gab Gab Beach and Orote Peninsula Fortifications
- Glass Breakwater – Provides the necessary protection to make Apra Harbor the most important Harbor on Guam and is named for Captain Henry Glass, responsible for securing Guam in 1898. It is eligible for listing in the

National Register since it is an excellent example of breakwater construction in the 1940s, and is mostly under local government control.

Programmatic Agreements and Memorandums of Agreement

In the interest of sound cultural resources management, COMNAVMARIANAS has developed agreements with a variety of agencies. The following Programmatic Agreements and Memorandums of Agreement are currently in place:

- Programmatic Agreement among COMNAVMARIANAS, Commonwealth of the Northern Mariana Islands (CNMI) Historic Preservation Officer, and the Advisory Council on Historic Preservation regarding the conduct of military training on Tinian, signed during this award period.
- Memorandum of Agreement between COMNAVMARIANAS and the GSHPO for the Sumay Cemetery Restoration Project, signed during this award period.
- Memorandum of Agreement among COMNAVMARIANAS, Commander 36th Air Base Wing Andersen Air Force Base, GSHPO, and the Advisory Council on Historic Preservation Regarding Military Training in the Marianas, signed during this award period.
- Memorandum of Agreement among the U.S. Department of Defense, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers Regarding Temporary Structures.



The World War II Collections Gallery is located in the former village of Sumay. Shown in this photograph is the former church.

Organization

On behalf of the Commander, U.S. Naval Forces, Marianas, the Environmental Division performs administrative, technical, and programmatic duties to ensure environmental compliance, cultural resources conservation and management, and effective environmental stewardship.

COMNAVMARIANAS Environmental Staff is committed to providing exemplary stewardship of cultural resources by striving to enhance and protect historic and cultural resources while supporting COMNAVMARIANAS' mission and complying with applicable environmental laws and regulations.

While the Environmental Division has only one full time employee with primary duties devoted to cultural and historic resources management, the leadership and support provided by the other staff and management of the division contributes tremendously to the many accomplishments in this arena. More noteworthy is the great support and leadership provided from COMNAVMARIANAS' top leaders—Rear Admiral Patrick Dunne, Commander, U.S. Naval Forces, Marianas; Captain David Allen, Chief of Staff, and Captain Joseph Ludovici, Assistant Chief of Staff for Facilities and Environment.

Their personal emphasis on the program has encouraged the entire Navy family, including Force Judge Advocate, Public Affairs, Family Support Center, MWR, Seabees, and other installation organizations to actively participate in the protection of the rich historic and cultural resources on Guam and in the Mariana Islands.

Committees and Boards

There are a number of local committees and boards which have a direct impact on the Installation's programs. These include the non-profit Marianas Military Museum Foundation, the Guam Historic Preservation Trust, Guam Historic Review Board, and the Department of Chamorro Affairs. COMNAVMARIANAS is fortunate in that Navy participation is encouraged and that the Cultural Resources Manager is an appointee to several of the organizations, serving to strengthen ties between the Navy and civilian community. Of particular note is the "Sister Village" program, wherein COMNAVMARIANAS partners with the Village of Santa Rita for cultural resources awareness and actions.

PROGRAM SUMMARY



Members of the Administration Department paint the Sumay Point Memorial during Base Enhancement Day, November 2001.

The primary objective of COMNAVMARIANAS' Cultural Resources Management program is to develop, protect, conserve and manage the historic and cultural resources.

COMNAVMARIANAS works with the Guam State Historic Preservation Office, CNMI Historic Preservation Officer, and the Advisory Council on Historic Preservation to ensure training operations and base activities remain compatible with potential historic and cultural resources. To this end, COMNAVMARIANAS developed competencies in historic restoration, archeological surveys, historic and cultural management, assessment of the potential of impacting cultural or historic resources, and community relations. Each of these focused areas has been successful and will continue to have an impact on COMNAVMARIANAS' Cultural Resources Management program. Several key projects during the award period illustrate the focused areas of the forthcoming ICRMP-- core samples to analyze pollens in soils and used to determine historic activities at those sites, the discovery of the "correct" location of Ft. San Luis, and restoration of the Japanese Midget Submarine.

ACCOMPLISHMENTS

Overall Cultural Resources Management

Cultural Resources Management is accomplished through a variety of resources such as the Legacy Resource Management Program funds; Operation and Maintenance, Navy (O&MN) funds; partnering with volunteer organizations, and through individual volunteers. Coordination, cooperation and planning with local and federal agencies and the general public are important keys to achieving success in cultural resources management.

Frequent communication and interaction with the regulatory agencies such as GSHPO has led to the concurrence of nearly 100 percent of all proposed actions and are especially noteworthy because a sizable amount of all Guam historical resources (Prehistoric and the WW II era) occur on COMNAVMARIANAS properties. Furthermore, the President's Advisory Council has concurred with "No Adverse Effect" determinations submitted by COMNAVMARIANAS over the years.

Historic Buildings and Structures

Sumay Cemetery Restoration Program

The Sumay Cemetery was nominated for listing in the National Register for its association with events that made a significant contribution to the broad patterns of Guam's history. Surviving the American invasion and the destruction of the village around it, the cemetery has retained its integrity of location, design, setting and feeling. Its excellent condition is attributable to, and a symbol of, the Chamorro traditional cultural values of respect for the dead and the support of the family and community.

The cemetery had deteriorated over time. In order to preserve and enhance the property, COMNAVMARIANAS initiated a restoration program for the cemetery in June 1996. Consultations with the Guam State Historic Preservation Office (GSHPO), Advisory Council on Historic Preservation, the National Park Service (NPS), and the Mayors of the Villages of Agat and Santa Rita ensured that the design for the project was compatible with the historic and architectural qualities of the historic area. The Cemetery Enhancement Program was completed with great success and the cemetery was accepted for listing on the National Register in FY2000.

Archeological Resources

COMNAVMARIANAS has invested nearly \$1 million for archeological surveys over the last three years. These surveys provide a detailed description, condition, and location of historic and cultural resources on COMNAVMARIANAS property. They are used during military training planning and execution to ensure impacts are kept at an insignificant level while providing for realistic training.

The following archaeological surveys were conducted during the past three years:

- Fort Santiago



"Resurrected" Latte Set."

- Sumay Village
- Orote Point Archaeological Site
- 800 acre survey, Nimitz Hill
- 8,000 acre inventory survey, Tinian Leased Back Area
- 500 acre inventory survey, Voice of America, Tinian
- 1,610 acre inventory survey, NCTS
- 5,000 acre inventory survey, Naval Magazine
- 720 acre inventory survey, Ordnance Annex
- Subsurface testing at a possible Japanese Mass Burial Site, Nimitz Hill
- 1,500 acre inventory survey, Sasa Valley and Tenjo Vista Fuel Farm
- 770 acre inventory survey, Ordnance and Waterfront Annex

Curation

COMNAVMARIANAS is a responsible steward, and develops creative measures to maintain and preserve its archeological materials with the goal of making the resources available to the public. Archeological collections from COMNAVMARIANAS have migrated from being curated either in-house or by contractors to civil authorities and facilities. MOA's are in effect with the Governments of Guam and Tinian for transferring these assets to local museums and government organizations. This partnership between the Navy and local community will allow a more effective preservation of the resource at a reduced cost, and greater public access.

Cultural Resources Awareness and Education (on and off nominee property)

COMNAVMARIANAS incorporates environmental awareness into its base monthly indoctrination program which covers each major environmental program, including Cultural Resources Management. The cultural resources manager gives presentations for new personnel twice each month, and has given presentations to an additional 1200 military personnel during the past year alone. During planning and execution of training operations, troop awareness is heightened. For example, during the Tandem Thrust '99 training event and Millennium Edge '02, COMNAVMARIANAS developed an environmental education video to introduce Guam's unique environmental surrounding and identify the major environmental issues, particularly natural and cultural resources. In addition to the video, information cards were distributed which briefly describe environmental responsibilities, environment surroundings, environmental safeguards, and restrictions during all phases of Tandem Thrust '99 and Millennium Edge '02.



World War II F4U Corsair

Community Relations

COMNAVMARIANAS personnel established the Command Historical Exhibit in 1994 to commemorate the 50TH Anniversary of the recapture of Guam by American Forces. Its location on the base provides a rich historical background. The Exhibit is located in Sumay Village, the location of the Transpacific Telephone Cable Station built in 1904. In 1921, the U.S. Marine Barracks was built in Sumay. In 1935, Pan Am China Clipper began service on the island. In 1941, Sumay was the first place on Guam to be bombed by the Japanese, within hours after making their strike on Pearl Harbor. The village is listed in the Guam Register of Historic Places.



Displays and memorabilia at the Command Historical Exhibit – many were donated by Chamorros, Marines, soldiers and sailors, American and Japanese, who fought or served on Guam during the World War II era.

The Gallery has been visited by more than 2,600 people during the past year, from 42 of the 50 states, and from 21 countries around the world. It is an excellent education facility, and hosts hundreds of school children per year. Many Japanese, including former World War II veterans and families, visit as often as annually. Two years ago and again in FY '02, the Gallery was visited by Mrs. Yoshio Iwanami, granddaughter of Japanese War Minister, Tojo. The widow of Sgt. Shoichi Yokoi, the last Japanese holdout on Guam, also visited. The son of Admiral Yamaguchi, Commanding Officer of the aircraft carrier Hiryu, lost at Midway, visited with Mrs. Iwanami. The non-profit corporation Marianas Military Museum Foundation has established a web site dedicated to the Gallery at

www.guam.net/pub/milmuseum. Overall visitation annually averages 4,500 people.

Environmental Enhancement

As demonstrated during Tandem Thrust '99 and Millennium Edge '02, environmental awareness and protection are important considerations particularly in COMNAVMARIANAS operational areas where there is a unique collection of cultural and historic communities. Constraints are established to protect areas of cultural significance from impacts caused by the training exercise. These constraints include:

- No Cultural Resources Disturbance (NCRD) – These areas were established to protect known or potential cultural resources.
- No Wildlife Disturbance (NWD) – These areas were established to protect known or potential natural resources.
- No Training (NT) – No training is allowed in areas designated as (NT).

Environmental monitors are assigned and given authority to temporarily halt or modify any exercise activity causing an immediate threat to any cultural resource.

Mission Enhancement

All the efforts mentioned above play an important role in enhancing the accomplishment of the command's mission. The goal for COMNAVMARIANAS with respect to military training and operations is to ensure that the Navy maintains its access to air, sea, and land resources through an effective cultural resources stewardship program within its operational areas not only on Guam but within the CNMI as well. To help achieve this, COMNAVMARIANAS completed an Environmental Impact Statement (EIS) for military training in the Marianas in July 1999.

The EIS evaluated potential environmental impacts of all ongoing and long-range training activities in the Mariana Islands that are required by the Commander, U.S. Pacific Command. Coupled with the Environmental Assessment for the joint military training exercise Tandem Thrust '99 (TT99), Commander, U.S. Pacific Command forces can now conduct a variety of recurring and large-scale training operations, such as this year's Millennium Edge '02, in the Mariana Islands to maintain essential military capabilities, demonstrate combat readiness, and assure responsiveness to crises in the region, while also protecting cultural resources.

Cultural Resources Compliance

Military bases on Guam have experienced a tremendous amount of change and restructuring. The closing and downsizing of military bases on Guam and the recent increases in mission and operations have placed a heavy burden on COMNAVMARIANAS with respect to new construction and consolidation of duties. In spite of this, COMNAVMARIANAS continues to place protection and enhancement of the island's cultural resources as a top priority. The COMNAVMARIANAS Environmental Office interacts regularly with the GSHPO, Advisory Council, Guam Preservation Trust, Department of Chamorro Affairs, and other local and federal agencies as required. Interagency communication on sensitive aspects of all projects ensures compliance.

Tandem Thrust '99 and Millennium Edge '02 demonstrated that through advanced planning and partnering with other military organizations, and state and federal agencies, the mission can be carried out without adverse impacts to the island's historic and cultural resources.

The history of the Mariana Islands is rich and unique. COMNAVMARIANAS has proven to be a true steward in the protection and preservation of this unique culture without jeopardizing its mission.



Millennium Edge '02