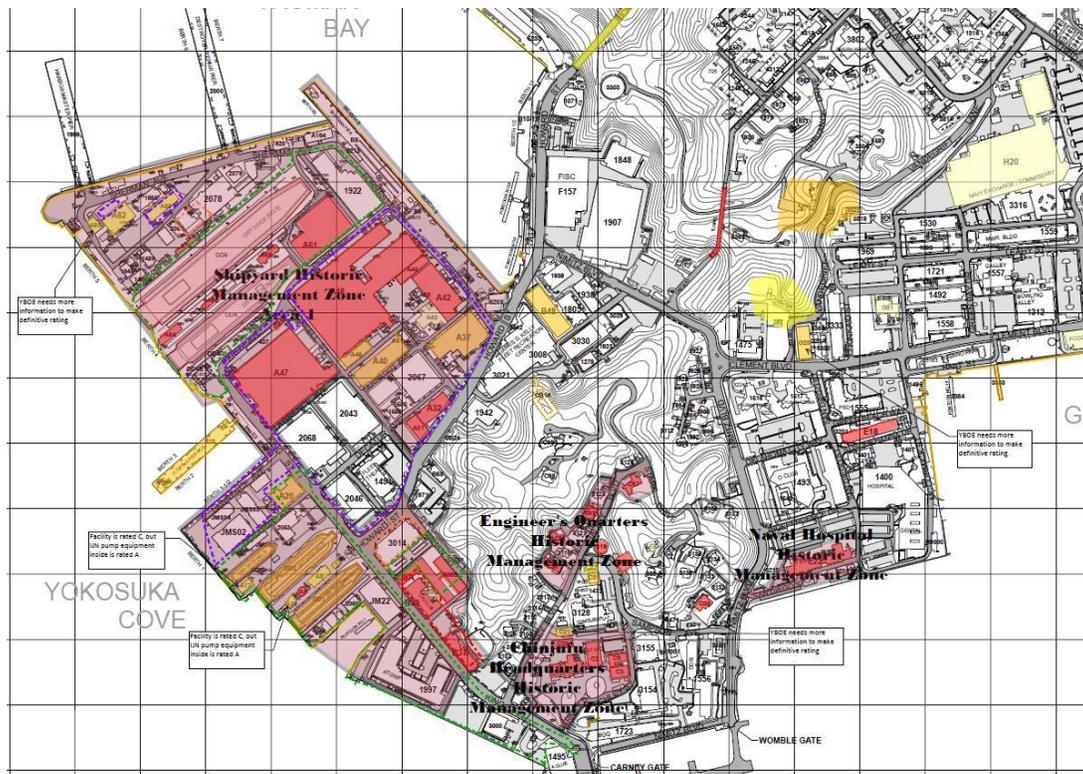


## INTRODUCTION

Commander, Fleet Activities, Yokosuka (COMFLEACT) Environmental Division's Cultural Resources Management (CRM) Program is arguably the largest amongst all Department of Defense (DOD) service components; comprised of some of its oldest, most diverse and most impressive assets. COMFLEACT is a forward-deployed naval base located just inside Tokyo Bay on the Pacific Ocean side of Honshu, one of the five major islands of Japan. The naval complex is approximately 43 miles south of Tokyo, and 18 miles south of Yokohama. COMFLEACT's area of responsibility (AOR) also includes housing areas at Ikego and Negishi; fuel terminals at Hakozaki, and Tsurumi; an ordnance depot at Urago; Yokohama North Dock and Nagai. As the Navy's largest, most strategically important overseas installation, Commander, Fleet Activities Yokosuka hosts 83 tenants with a population of greater than 24,000 military and civilian personnel. COMFLEACT manages over 1,700 acres of land, 1,500 buildings, and 8,200 feet of berth. The base's primary mission is to maintain and operate base facilities for the logistic, recreational, administrative support and service of the U.S. Naval Forces Japan, U.S. SEVENTH Fleet and other operating forces assigned within the Western Pacific.

Fleet Activities Yokosuka (FLEACT) Yokosuka's cultural resources include 35 archeological sites registered by the Kanagawa Prefecture, 260 historical buildings/architectural structures, 22 monuments memorializing historical events/religions/people/animals, complex WWII tunnel networks used for air raid protection and ordnance storage, and dry docks made in the late 1800s of stone blocks with stepped sides.



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## BACKGROUND

The Yokosuka Naval Base was established in 1865 by the Tokugawa Shogunate as Japan's first naval arsenal and then became headquarters of the Imperial Japanese Navy (IJN) by the Meiji government. After WWII, U.S. Forces took over the installation inheriting a wide diversity of cultural resources including 19<sup>th</sup> century French-designed dry-docks and tunnel/cave networks. FLEACT Yokosuka also has and continues to preserve numerous non-military cultural resources, including historical shrines, tombs, and archeological sites dating back to the Paleolithic era.

Ms. Ryouku Araki, an Environmental Engineering Technician, is employed at FLEACT, Yokosuka, Public Works Department Environmental Division as the Cultural Resources Manager responsible for the entire FLEACT, Yokosuka AOR. She is responsible for the Integrated Cultural Resources Management Plan (ICRMP), which she originally developed and recently updated in December 2015. The 2015 revision guides the installation's historic preservation management and protection of cultural resources in close consultation with host nation stakeholders. The unique situation of preserving Japan's artifacts, buildings and structures has been fostered through a successful partnership and excellent working relationship with the Yokosuka Board of Education (BOE) serving as a defacto State Historical Preservation Office.

During the achievement period, Ms. Araki attended specialized trainings and conferences to increase knowledge of Japanese conservation crafts. In October 2014 Ms. Araki participated in the Kanto Branch of the Japanese Geotechnical Society Symposium. She learned the technique of mapping historic Japanese tunnel networks. During the Symposium the Society recognized COMFLEACT for over 140 years of operation of its historic dry docks. In December 2015 Ms. Araki attended the Agency for Cultural Affairs' Cultural Asset Preservation Seminar in Tokyo. Ms. Araki took training on the historic architectural preservation and gained knowledge of the registration process for Japanese historical assets similar to the U.S. National Register of Historic Places.

## SUMMARY OF ACCOMPLISHMENTS

### **Overall Cultural Resources Management:**

The COMFLEACT Environmental Division enhanced its CRM program by extensive networking with local government and private organizations interested in cultural assets discovered on the installation. Collaborators delivered a wealth of knowledge and volunteer labor/material support into the CRM program enabling FLEACT, Yokosuka to cost-effectively perform its mission under the watchful eye of a host nation eager to expand cultural awareness in the local community. Many of the cultural assets are preserved on site in a capacity that contributes to the day-to-day operations of the U.S. Navy. The ongoing cooperative efforts between FLEACT, Yokosuka and its host nation over the past two years have significantly increased cross-cultural communication and improved mutual understanding, respect and admiration among FLEACT, Yokosuka tenants and its host, especially as they work side-by-side to preserve these assets.

The ICRMP is a prime example of the aforementioned collaboration efforts. In 2015 the Environmental Division coordinated with the Yokosuka BOE and Naval Facilities Engineering Command Pacific (NAVFAC PAC) to complete the Historic Context and Inventory Report for Pre-

WWII buildings, structures, and seawalls. The collaboration saved \$20K in costs to the government as the BOE assisted in conducting the field survey and Ms. Araki provided translation between the contractors and BOE throughout the course of the survey. The revised ICRMP 2015 included the Inventory Report; updated compliance from the 2010 Japanese Environmental Governing Standards (JEGS) to the 2012 JEGS; inclusion of Environmental Management System (EMS) and CRM metrics; and planned construction project information that may affect cultural resources.

To enhance the cultural resources management, the program is integrated with the environmental planning process. Through solid project review procedures, the Environmental Division is able to review and provide comments for the all major and minor constructions, work requests and excavation request. Ms. Araki participates in the project contract review process and routinely monitors construction project progress. She provides cultural resource guidance on excavation permit requests and conducts project site visits with the BOE. She has ensured artifact recovery only happens if they are inadvertently uncovered during excavation in areas not previously known to contain archeological resources. With such proactive measures there have been no reported project delays.

### **Historic Buildings and Structures:**

A noteworthy management approach for historic buildings and structure survey recordation is the rating system developed jointly by COMFLEACT Yokosuka and the Yokosuka BOE. The first inventory survey collaboration started in 2003 with an update by BOE in 2005. During the development of the 2015 Historic Context and Inventory Report each building and structure was re-evaluated and assigned a preservation rating of A, B, C, and D. Overall Rating of A means “Preserve and rehabilitate to the maximum extent”, B is “Preserve and maintain form and shape of building structure”; C is “Desire to preserve with minor changes for building form or additions”; D is “Desire to reuse.”

The ratings are reflected in the 2015 ICRMP using color coded maps for historic architectural districts. The rating system was introduced to other naval base and is being utilized for most of U.S. military bases in Japan. FLEACT Yokosuka also integrated profile sheets for each facility for quick reference the 101 archaeological historical sites and 260 historical buildings and structures. These management techniques help to easily identify cultural assets in the real property inventory allowing for adaptive reuse of buildings to support mission needs.

During the reporting period the COMFLEACT Yokosuka Cultural Resource Management program played an integral role in the Japan Heritage program. The Government of Japan (GoJ) Agency for Cultural Affairs established the Japan Heritage program to recognize the narratives that bind Japan’s regional cultural properties. The program objectives are to maintain, utilize and preserve the regional cultural properties and historical sites in a cohesive manner, and to promote the narratives within Japan and abroad through the UNESCO World Heritage Centre. On April 25, 2016, the Agency designated Yokosuka-City, with other three cities for Japan Heritage based on the judgement of the Japan Heritage Review Board for the following unique local culture and history.

Three buildings and six dry docks at FLEACT Yokosuka are recognized as the historical components for the Japan Heritage designation. The buildings and dry docks, built by the Imperial Japanese Navy, are now used to support the forward deployed operating forces of the SEVENTH Fleet. The IJN Yokosuka Headquarters building is in service as the Commander Naval Forces Japan and Commander Navy Region Japan Headquarters. The Commander Fleet Activities Yokosuka Command Headquarters building was formerly used as the IJN Auditorium and the Ship Control Administration building. The Chief Petty Officers Club is the third designated building formerly used as the IJN Shipyard Administration building. These buildings were constructed in 1926-1934 by using the flexible structure theory of the IJN engineer in response to the Great Kanto Earthquake occurred in 1923. These buildings are not only historically important but also rare example of the construction technique. The three stone dry docks built in 1870 to 1880 are still in use for both U.S. Naval and Japanese Maritime Self Defense Forces ships. Dry Dock 1 is the first stone dry dock constructed in Japan. The other three concrete dry docks were constructed in 1906-1940 and they are heavily utilized for U.S. Naval ship repair and maintenance operations.



Since the listing, the Environmental Division met with the COMFLEACT Yokosuka Civil Affairs Office (CAO) and Public Affair Office (PAO) to disseminate information about the designation and plan for additional cultural awareness outreach. The Division was proactive with the Yokosuka BOE and GoJ Agency to discuss ICRMP preservation guidelines that align with the Japan Heritage recognition.

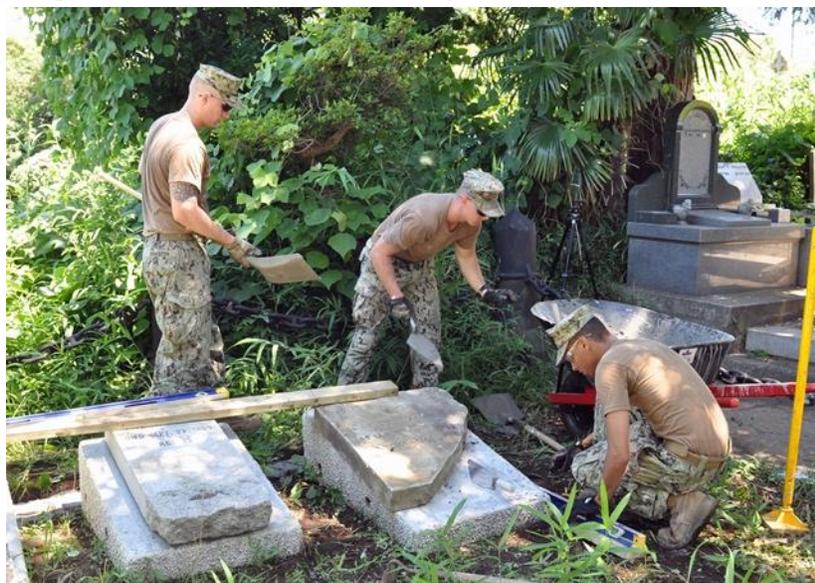
### **Archaeological Resources:**

COMFLEACT Yokosuka has a total of 101 identified archaeological sites. The sites include both buried cultural properties and tangible cultural properties. The latter includes the network of tunnels used for storage, air raid shelters, command posts and caves in the AOR. In accordance with the JEGs, the CRM program must inventory all historic and cultural resources in areas under DoD control to include the tunnels. In 1993 a study identified the location of the tunnels; however there was no comprehensive documentation and understanding of the use of the tunnels and caves with respect to historic base activities. In FY 16 FLEACT Yokosuka executed a contract for recordation of the archaeological sites at Hakozaki Fuel Terminal, Urago Ammunition Storage and Ikego. Contractors will work closely with the Yokosuka BOE to locate the resources via a global position system, identify resource types and historic usage, and provide the historic summary of the interrelationship with the tunnel activity and purpose to the historic base. The results of the survey will be made available for real property inventory to enforce historic site protection.

One such an example of recent site protection measures was illustrated at the Urago Ammunition Storage Depot. During an internal EMS audit, Ms. Araki observed that 16<sup>th</sup> century tombs were not being properly guarded by grounds staff. Contractors placed large mounds of soil in front of the tombs which also presented a safety hazard in the event of a land slide resulting from heavy rains. The Division coordinated with the Depot's facilities manager to prevent future dumping in front of

the tombs. Ms. Araki requested education funding to provide a cultural sign detailing the importance of the historic resource. She designed the sign graphic and the Seabees installed the sign, keeping cost minimal to the Government. Environmental media program managers inspect the tombs during monthly site visits. The monthly inspections have proven valuable as there have been no reports of new soil piles in the area.

Another meaningful accomplishment to highlight during the award achievement period is the archaeological conservation of old grave stones. The grave markers were found at the U.S. Naval Hospital Yokosuka's (USNH) storage facility in 2009. Although their burial records were lost due to



a fire caused by the Great Kanto Earthquake in 1923, the Environmental Division was able to recover the sailors' names and background to commemorate four military personnel who died at the U.S. Naval Hospital in Yokohama in the late 1800's. Through close cooperation with the Seabees old grave markers were restored at the Yokohama Foreign General Cemetery to properly re-inter the remains with a memorial wreath laying ceremony.

To promote research initiatives with the Yokosuka BOE, the CRM program often uses alternative survey methods to recover historic data. A land slide blocked a historical defense tunnel of IJM era located at the Hakozaki Fuel Terminal. In FY 15, the Environmental Division coordinated with the Yokosuka BOE to survey the tunnel with a laser rangefinder and document the historic resource's location points during site restoration. The laser rangefinder technology was also applied during an inadvertent discovery. A contractor found a brick structure during excavation to replace communication electric cable lines. Per the ICRMP, the contractor immediately contacted Ms. Araki to initiated consultation with the BOE. The brick was found to be the building foundation of the IJN's Marines' Quarters. The Yokosuka BOE and their contractors documented the site using a laser rangefinder and completing an archaeological survey prior to removal of all the brick structures.

### **Curation:**

Partnerships with local government officials, historical societies and academic institutions enabled FLEACT, Yokosuka to add over 10 items to its current inventory of more than 25,000 artifacts at the History Resource Center. This facility is located in the midst of the Ikego Housing Complex and includes over 240 assets registered with the Kanagawa Prefecture. It is open to all DoD military and civilian personnel as well as local Japanese Nationals and receives 20 tours annually. Students, private citizens and members of various cultural and historical societies are exposed to a range of artifacts from pottery to earthenware to fossils and stone models and even tombstones. The collection includes over 4,000 boxes of artifacts affiliated with the Edo Period (1603 to 1868), some dating as far back as the Jomon Period (14,000 BC to 300 BC). The oldest of these artifacts is a fossilized clam shell more than 10,000 years old. These artifacts and more are displayed with bilingual information

to help local military and non-military residents understand and appreciate the rich historical presence of people and animals occupying the same lands decades, centuries and millennia before.

In addition to the installation support curation facility, the CRM program also supports initiatives that make collections available to host nation research and the public. Western countries introduced red bricks as new construction materials in Japan during the 1860s. Builders brought the material to Yokosuka from France to construct the first arsenal in Japan. Therefore, the first domestic bricks in eastern Japan were manufactured in the Yokosuka Arsenal. The Yokosuka BOE has been researching brick history and collecting the old bricks in conjunction with construction history. FLEACT Yokosuka donated bricks with the incised manufactures logos that indicate the brick's manufacturing date. A rare piece of the brick with Japanese characters was donated from this work as well. The bricks are displayed the Yokosuka City Museum.

### **Cultural Resources Awareness and Education (On and Off the Nominee Property):**

The primary means of providing cultural resource awareness is through the annual Earth Day/Environmental Fair observance. In 2015 and 2016, The Environmental Division displayed old base maps and historical artifacts. The Division expanded upon Japanese cultural resources awareness by inviting host nation companies and organizations. The Japan Geotechnical Society displayed information panels on the stone degradation and water leakage survey results for the historical Dry Dock 1. The voluntary survey saved government cost and assured the 145 years old dock did not have major damages.

During the April 2016 Earth Day observance, the USNH hosted a Lunch and Learn series. The hospital invited Ms. Araki to present per request of USNH Adopt-a-Monument program volunteers. Military members and civilians working at the USNH held keen interest in the base history starting from 10,000 BCE and cultural/historical resources around the USNH.

The Yokosuka Adopt-a-Monument program was created in 2009 to stimulate awareness and appreciation of Japanese culture and heritage. The program allows various tenant commands, schools, and base social organizations to maintain the 22 cultural and historical monuments within the Yokosuka Naval Complex throughout the year. The volunteers are recognized by the Installation Commanding Officer at the Earth Day/Environmental Fairs.



Each week FLEACT Yokosuka presents the installation's Area Orientation Briefs (AOB) for all new military and civilian arrivals. The Environmental Division regularly contributes to the AOB for environmental awareness to include cultural/historical resources preservation. Attendees often ask questions related to base history including the background story of monuments. In response the Division created a self-guided tour handout titled "Commander Fleet Activities, Yokosuka Historical Site." The handouts are made available to personnel at the AOB.

The CRM program has become a considerable component of base CAO and PAO tours. Ms. Araki gave a historical tour during the Military of Defense-NAVFAC Far East Engineers Exchange Conference. The Regional Office onboard FLEACT Yokosuka hosted the United States Forces Japan Environmental Subcommittee (ESC) meeting. The ESC is a quarterly bilateral forum under the Joint Committee whose purpose is to discuss environmental issues. The Environmental Division led a tour of Yokosuka facilities and programs including the examples of conservation and preservation of cultural resources at Dry Docks 1 and 6.

### **Community Relations:**

November 15, 2015 was a celebratory day for FLEACT Yokosuka and the Yokosuka City to acknowledge the 150th Anniversary of the Yokosuka Arsenal established on November 15, 1865. Various memorial events were held to include a special ceremony attended by a Japanese Royal Family Member and other distinguished guests; special photo exhibitions at FLEACT Yokosuka Cultural Exchange Center and Yokosuka City Museum; Memorial Symposium, Historical Dry Dock Tours and more. FLEACT Yokosuka donated 1,000 of the brochure “A Rise to Maritime Power, Discovering Japan’s Historic Naval Architecture” to the visitors per request from the Mayor of Yokosuka. The bilingual brochure details the base history and DoD cultural resources. The Environmental Division continues distribution of the well-reputed brochures to foster public awareness programs.

A notable partnership is the existing coordination between the Environmental Division and youth/student groups. Ms. Araki assisted a Yokosuka Boy Scout with an Eagle Project focused on creating historical tour map depicting on and off base historical sites. She provided old base maps and information of historical sites, and coordinated with the Yokosuka City Museum. In order to certify the project, an expertise’s signature was required due to inclusion of off base historical sites. Ms. Araki obtained the Museum curator’s signature on the Eagle Scout project document for proper endorsement. The Environmental Division participated in the Ikego Elementary School third grade science classes’ field tours. Division program managers educated students on conservation efforts at Ikego and visited historic tunnels and caves.

In 2016, the CRM PM took over responsibility as a member of the Yokosuka City Modern Historical Assets Promotion Group Committee. The FLEACT Yokosuka Civil Affairs Officer previously held the position. The Committee meets to plan practical use of historical sites and support and improve the modern cultural assets promotion based on Japan Heritage designation. Yokosuka City requested one representative attend the monthly meeting as FLEACT Yokosuka is the most popular historical tours location. Meeting attendance resulted in gained preservation knowledge and also strengthens host nation relations.

### **Mission Enhancement:**

The DoD transferred forty hectares of land in the Ikego Housing Area to the City of Zushi. The area is jointly used by host nation citizens and military personnel under the control of Zushi and with FLEACT Yokosuka oversight. FLEACT Yokosuka Environmental played an invaluable role for creating the memorandum of understanding between the two stakeholders as most of the Joint Use area serves as a recreation area to promote mission enhancement for military personnel. Prior to the transfer, FLEACT Yokosuka protected the 16th century ancient tombs in Ikego. FLEACT Yokosuka Environmental worked closely with the City of Zushi officials and Zushi BOE providing consultations to ensure minimal disturbance to current land use operations.

Cooperation between COMFLEACT leadership; Morale, Welfare, and Recreation; and the Environmental Division, resulted in the development of the Ikego Fleet Mooring area as a recreation area for military personnel. The Mooring area contained historic anchors and sinkers of IJN era. The anchors were relocated for preservation with one large anchor of 1930's remaining as a displayed landmark at the entrance of recreation area. Through strong support from leadership, the Environmental Division has been successfully managing historic resources in harmony with the U.S. Navy mission.



### **Cultural Resources Compliance:**

FLEACT, Yokosuka saves on average an estimated \$10K per year in consultation fees through extensive coordination with local government and private organizations willing to donate their expertise. During the achievement period, the Division assisted in the video shoot of a historical drilling machine in the Ship Repair Facility-Japan Regional Maintenance Center (SRF-JRMC) Ship Fitter Shop. The drilling machine was made in Germany and used by the IJN to repair the U.S. Naval ships after 1945. The Yokosuka BOE ranked the machine "A" on the 2005 Modern Cultural Resources Survey Report. Since FLEACT Yokosuka donated a similar type of drilling machine in 2006, the BOE and Environmental Division decided to record by the video shooting of the machine in operation instead of performing extensive preservation due to limited storage space program funding.

The Division continued to promulgate stakeholder interaction through the preservation of the wooden molds in the SRF-JRMC Foundry Shop. The 500 of wooden molds were made by the hand work of Japanese craftsmen and used for the U.S. Naval Ships' engine, pipes and other parts which can only be seen in Yokosuka-City. Due to function changes, the Shop was going to dispose of the molds. Through interaction with SRF-JRMC, Yokosuka BOE, and the Division, all the wooden molds along with seven wooden drawings were transported to the Yokosuka Museum. The Folklore Curator appreciated the support beyond cultural resource management.