



Naval Facilities Engineering Command, Pacific
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MILITARY RELOCATION TO GUAM AND CNMI PROGRAMMATIC AGREEMENT (PA) MEMO #2

<p>Project: P-103 Water Well Development Construction – Revised APE SHPO Reference: RC# 2016-0122</p>	<p>Date: August 23, 2019 Comment Period Open Until: October 9, 2019</p>
<p>Project Location: Andersen Air Force Base</p>	<p>Prepared By: NAVFAC Pacific</p>

PROJECT SUMMARY:

This project proposes to construct water well facilities at Andersen Air Force Base (AAFB). The P-103 wells would provide approximately 1.2 million gallons of water per day, and would be used to support the increase in personnel, facilities, and operations associated with the military relocation. Construction of the water well system consists of raw water transmission lines, water treatment, water storage, water transfer pump facility, a power and communications system, and treated water transmission lines. Two of the well sites will be equipped with generator buildings and the remainder of the well sites will be equipped with electrical buildings. Construction work includes site preparation, paving and construction site improvements, electrical and mechanical utilities, and removal of Munitions and Explosives of Concern (MEC).

Site preparation consists of vegetation clearing and grubbing across the construction area. Paving and construction site improvements will include site demolition, construction of access roadways, an emergency access roadway, and installation of a 2.5-meter-high chain link fence with cable barriers, bollards, and deadmen for the emergency access roadway. Electrical utilities will require primary electrical distribution, secondary electrical distribution, transformers, exterior lighting, and telecommunications infrastructure. Mechanical utilities include fire protection water distribution lines. Removal of MEC involves metal anomaly detection and investigation requiring hand excavation by qualified unexploded ordnance consultants.

This project was identified after preparation of the Final Environmental Impact Study (FEIS) for the military relocation to Guam and the Commonwealth of the Northern Mariana Islands (CNMI) and Appendix E under various projects of the 2011 Programmatic Agreement (PA). In accordance with Stipulation I.E. of the PA, it is a new project associated with the Guam and CNMI Military Relocation (the Undertaking). This memorandum presents information to allow the public to provide comments on the identification and evaluation of historic properties in the proposed project

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area and the determination of effect. *NOTE: This PA Memo has been amended from previous versions to reflect footprint changes in the Area of Potential Effects (APE) that were necessary as a result of design requirements.*

PROJECT LOCATION:

The proposed well field site at AAFB is located near Potts Junction and Route 9 on the west side of the Munitions Storage Area (MSA) as shown in Figure 1. This project was previously identified in Appendix E of the PA. Note that the area identified in Figure 1 and Figure 2 depicts a general area suitable for release to the public, as the exact locations are withheld for security reasons. A buffer zone is included in planning to allow the contractors to avoid historic properties and threatened and endangered species.

AAFB covers 6,275 ha (15,500 acres) and occupies a mostly flat, uplifted limestone plateau in the northern portion of the island of Guam. The Main Operations area in the eastern third of the base includes the main active airfield and an array of operations, maintenance and community support facilities, most of which are located along the South Ramp. The North Ramp area includes operations of the Navy's HSC-25, munitions storage in the former Strategic Air Command storage area, and parking apron space for contingency operations. The central third of the base is a Munitions Storage Area (MSA). The western third is Northwest Field, a WWII-era airfield that is currently used for fixed-wing aircraft, helicopter training, and various field exercises and bivouacs.

The total revised APE for P-103 is 24.6 hectares (61 acres).

IDENTIFICATION OF HISTORIC PROPERTIES:

Scope of DoD Identification Efforts

In planning for the Undertaking, the Department of Defense (DoD) first conducted a data gap analysis to determine the need for supplemental identification and evaluation surveys and then conducted those surveys (Figure 2). In consultation with the Guam SHPO, Advisory Council on Historic Preservation (ACHP), National Park Service (NPS) and Concurring Parties to the 2011 Programmatic Agreement (2011 PA), the DoD has applied the results of those identification efforts to the siting/lay down of individual projects to avoid and minimize effects to historic properties to the extent practical. DoD has provided documentation of these efforts to the Signatories and Invited Signatories via Appendices D and E of the 2011 PA.

DoD surveys and evaluations have focused on project-specific APEs, defined consistent with 36 CFR §800.16(d) to include those portions of the island of Guam subject to direct and indirect effects of projects included in the Undertaking.

More specifically, the entirety of the P-103 revised APE has been subject to one or more of the

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historic property identification efforts listed in 36 CFR §800.4(b)(1), which may include background research, consultation, oral history interviews, sample field investigation and field survey. As such, results of identification and evaluation efforts in the vicinity of, and including the P-103 revised APE can be found in the following original studies of cultural and/or historic resources (see Figure 2):

2015 *Integrated Cultural Resource Management Plan, Andersen Air Force Base, Joint Region Marianas*, Prepared by SEARCH and Cardno-TEC through IDIQ Contract N62742-09-D-1960, Delivery Order JQ03, May 2015.

Aaron, D., D. Hart, and S. Baker.

2009 *Historic American Engineering Record for Northwest Field, HAER No. GU-05*. Prepared by Engineering-Environmental Management, Inc.

Athens, J.S.

2009 *Final Archaeological Surveys and Cultural Resources Studies on Guam and the Commonwealth of the Northern Mariana Islands in Support of Joint Guam Build-Up Environmental Impact Statement Volume I: Guam*. Prepared for Naval Facilities Engineering Command, Pacific Division. Prepared by International Archaeology Inc., Honolulu, HI.

Church, M., J. Hokanson, J. Gallison, and M. Jennings

2009 *Cultural Resources Survey of 297 Acres at Andersen Air Force Base, Guam*. Prepared for AAFB, Guam. June.

DeFant, D. and R. Guerrero

2011 *Archaeological Survey of Seven Parcels within the Munitions Storage Area, Andersen Air Force Base, Island of Guam*. Prepared by PHRI, Hilo, HI.

Dixon, B. and S. Walker

2011 *Cultural Resource Investigations Conducted in the Territory of Guam Supporting the Joint Guam Build-Up Environmental Impact Statement: Final Archaeological Surveys on Guam 2009 at Proposed Utility Sites, Harmon Property, and AAFB*. Prepared for Naval Facilities Engineering Command, Pacific Division. Prepared by Cardno TEC, Inc., Honolulu, HI.

Dixon, B., S. Walker, and R. Schaefer

2011b *Final Report Cultural Resource Investigations Conducted in the Territory of Guam*

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Supporting the Joint Guam Build-Up Environmental Impact Statement: Final Archaeological Surveys on Guam 2010 on AAFB. Prepared for the Naval Facilities Engineering Command, Pacific Division. Prepared by Cardno TEC, Inc., Honolulu, HI.

Dixon, B., T. Rudolph, A. Jalandoni, I. Nelson, M. Hroncich-Conner, S. Leary, R. Schaefer, E. Lash, M. Todd

2014a *Draft Proposed Guam and CNMI Military Relocation 2012 Roadmap Adjustments SEIS Live-Fire Training Range Complex Footprint and Main Cantonment Alternatives and Access Route Options In-Fill Cultural Resource Studies.* Prepared for the Naval Facilities Engineering Command, Pacific Division. Prepared by Cardno TEC, Inc., Honolulu, HI. 1 March.

Dixon B.

2015 *Andersen Air Force Base, Guam National Historic Preservation Act Section 110 Cultural Resources Identification and Evaluation Studies, 2015.* Prepared for the Naval Facilities Engineering Command, Pacific Division. Prepared by Cardno TEC, Inc., Honolulu, HI. Forthcoming.

Kurashina, H., T. McGrath, and H. Manner

2015 *Archaeological Surveys of Areas 1, 2, 1A, and 2A at Northwest Field. Andersen Air Force Base and Naval Communication Area Master Station Western Pacific, Finegayan, Guam, Mariana Islands.* Prepared for Department of Navy, Pacific Division, Naval Facilities Engineering Command. Prepared by University of Guam, Mangilao, Guam and Bernice P. Bishop Museum, Honolulu, HI.

Welch, D.

2010 *Final Archaeological Surveys and Cultural Resources Studies Conducted in 2007 on the Island of Guam in Support of the Joint Guam Build-Up Environmental Impact Statement; Volume I: Narrative and Volume II: Site Descriptions.* Prepared for the Department of the Navy, Naval Facilities Engineering Command, Pacific, Pearl Harbor, Hawai'i under Contract N62742-06-D- 1870, Task Order 10 to TEC, Inc. Joint Venture.

Yee, S., D. Welch, and J. Allen

2004 *Archaeological Overview Survey Report for Andersen Air Force Base, Guam.* Prepared for 36 CES/CEVN, AAFB, Guam and Earth Tech, Inc., Honolulu, HI. Prepared by International Archaeological Research Institute, Inc. Honolulu, HI.

Results of the above identification efforts indicate that while there is one archaeological site within the revised APE (66-08-2894), the DoD has determined the site to be ineligible for listing in the

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National Register of Historic Places (NRHP). The water wells were designed specifically to avoid historic properties, and there are none located within the P-103 revised APE. Four eligible sites (66-08-2305, 66-08-2404, 66-08-2408, and 66-08-2411) and one ineligible site (66-08-2407) are located at the south end of the revised APE.

Following the DoD's initial submittal of PA Memo #1 on February 24, 2016, the Guam SHPO objected to the DoD's determination of effect due to a disagreement on the identification of historic properties, and submitted a letter of non-concurrence. Following a consultation meeting between DoD and SHPO staff on April 14, 2016, the Guam SHPO State Archaeologist requested that the DoD archaeologist provide spot monitoring within portions of the project area that occur near archaeological feature concentrations.

The Guam SHPO State Archaeologist toured the project area for the well field on May 18, 2016 with DoD staff and concurred that the project will not affect historic properties. However, following DoD's submittal of the revised PA Memo #1 dated July 25, 2017, the Guam SHPO submitted written comments (letter dated September 11, 2017), that indicated any understanding that the DoD had following the April 14, 2016 meeting were invalid. Details on the comments and DoD responses appear in the section below.

Although no historic properties are within the revised APE for this project, the July 8, 2018 resolution to objections raised by the SHPO in May 2018 includes archaeological monitoring of initial ground disturbance within the P-103 project area. This provision is in addition to the requirements of Stipulation VI.F. of the PA, to retain a full-time Archaeologist to provide site checks, oversee coordination and execution of the archaeological activities required in the PA, and provide quality control. The DoD archaeologist is also designated to respond to any inadvertent discoveries pursuant to Stipulation XI of the PA.

COMMENTS RECEIVED ON PA MEMO #1:

Comments previously received for PA Memo #1 (dated July 25, 2017) are presented below. The comment appears in italics, and the DoD's response follows each comment. All comments were submitted by the SHPO by letter dated September 11, 2017.

1. Our office did not agree with the no adverse effect determination presented in the previous PA Memo. The PA Memo states that in an April 14, 2016 meeting, our office agreed with DoD spot monitoring portions of the old APE although, no record of meeting, emails or letters supporting this position accompanied this PA Memo.

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Based on your comment above, we understand that the SHPO objected to the previous PA Memo submitted in 2016. The revised PA Memo #1 dated July 25, 2017 refers to the April 14, 2016 meeting as a follow-on consultation where the State Archaeologist agreed to the finding of no adverse effect and requested spot monitoring in specific areas of the project. However, the DoD recognizes that the SHPO was not present for the entirety of this meeting, and that the results may not be a reflection of the SHPO's position. Additional information on P-103 is being included in responses to comments 2 and 3.

2. Guam Historic Properties Inventory (GHPI) number 66-08-2894, is one of the Caiguat Sites that was never fully define [sic] in the SEIS as previously stated in our responses. Therefore, the eligibility of the site is unknown according to our records and was going to be avoided in the previous APE. The Caiguat Site boundaries are unrealistic, the figure shows that the pre-Contact Site follows the current DoD fenceline and does not continue beyond the fence. In reviewing the survey and site information on the other side of the fence, the sites found there do not match up to the Caiguat Site. There is clearly a disconnection between the sites recorded and the surveys conducted that have been presented to our office.

To confirm, the current (revised) APE presented in the revised PA Memo does not avoid the ineligible site 66-08-2894. The site consists of pockets of red clay soil and a sparse scatter of Latte Period pottery sherds and tool fragments, surrounded by exposed bedrock outcropping and a higher elevation to the south. The site occupies a northwest/southeast trending ridge. While the eastern boundaries of the site are artificially drawn, it includes a greater area than the site truly occupies. This was accepted as the site boundary. Sites 66-08-2894 and 66-08-2897 are clearly separated which is indicated by an abrupt change in vegetation and exposed bedrock, reflecting a change from midden to red clay subsoil on the north, with sites ending in the south where scattered debris has been deposited off the former Northwest Field Housing road. The AAFB Cultural Resources Manager and the MCAG Archaeologist conducted a field visit on December 4, 2017, and were able to verify that site 66-08-2894 and 66-08-2897 are distinct activity areas, and that site 66-08-2894 does not meet any of the eligibility criteria for listing on the NRHP.

3. The sequential resurvey of the indirect portion of the Live Fire Training Range Complex (LFTRC) found two sites of some magnitude, where the LFTRC survey found no sites in the area. The findings of overlapping survey indicate to us that there are grave inadequacies in the surveys conducted in these areas. Also, buried features and burials have been found on the plateau since the presentation of Record of Decision. It should also be noted that Church et al. did not survey the 140-acre parcel as presented in this PA Memo, rather Church et al. only surveyed the perimeter for the fence line. This is a misrepresentation of the work conducted has been pointed out to NAVFAC PAC before and should not be repeated. Such misrepresentations reflect on the integrity of everything that NAVFAC PAC presents to our

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office. Therefore, due to the changes in the AP, new sites found in areas previously surveyed for the build-up, the inconsistencies and inadequacies of the previous surveys in this area, the subsurface finds and burials located on the plateau and the 90-degree angle of (GHPI) Number 66-08-2894, one of the Caignat sites we require a resurvey for this revised project with systematic subsurface testing throughout the area.

The Well Development area has been sufficiently investigated for archaeological resources as part of DoD's section 110 responsibility under NHPA in 2004 and 2014. NRHP eligibility assessments were completed as per 36 CFR 800.4(c)(1 and 2). The Church et al. polygon referenced in your comment was included in error, but this has since been resolved with our Geographic Information Systems (GIS) Specialist. The Church et al. survey referenced in this PA Memo still applies. The DoD continues to work with the SHPO's office to reconcile the numerous geodatabases being employed by multiple users. The Guam Synthesis task order currently being completed focuses on refining the data and providing a geodatabase.

DETERMINATION OF EFFECT:

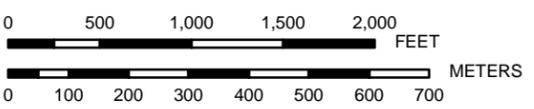
Considering the information presented here, DoD has determined that this project will have no historic properties affected.

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FIGURE 1



P-103 Well Development Construction Area



PREPARED BY:
 Naval Facilities Engineering Command Pacific Division
 Guam Program Management Office
 DATE: 08 Jul 2019



Coordinate System: UTM Zone 55 North
 Projection: Transverse Mercator
 Datum: D WGS 1984

Legend

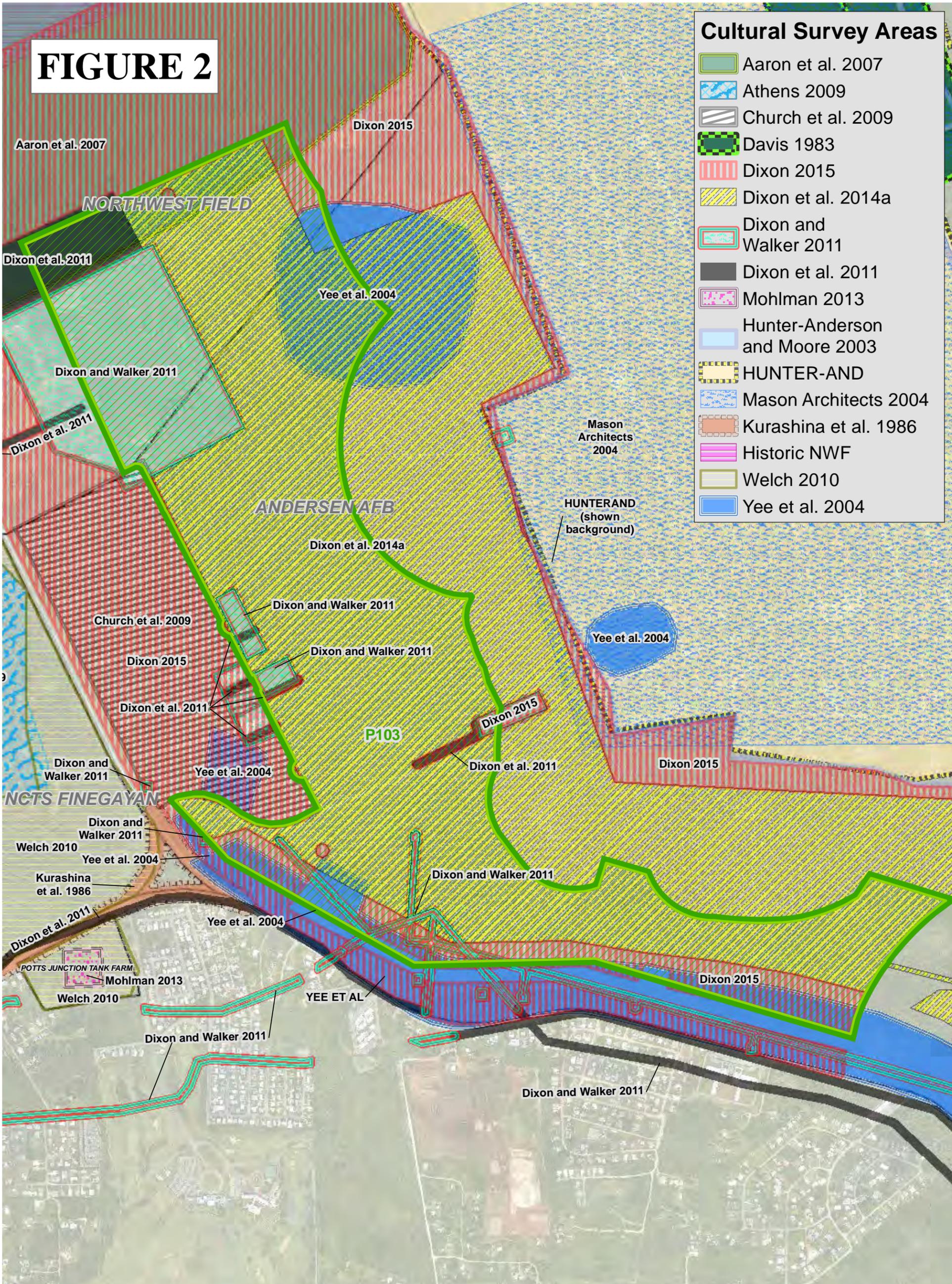
-  P-103 (Well Development) Project Area
-  Military Installations

Total APE Area P-103 = 615.5 Acres



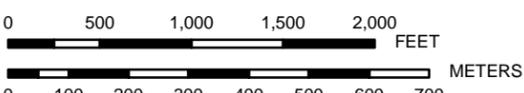
Date: 7/8/2019 Time: 1:06:31 PM Path: C:\Users\laaron.pulliam\Documents\GIS Projects\MMXD05AAAFB\VEVPA Memo\P103\PA MEMO_AAFB_P-103 Well Development_public - Figure 1.mxd

FIGURE 2



- ### Cultural Survey Areas
- Aaron et al. 2007
 - Athens 2009
 - Church et al. 2009
 - Davis 1983
 - Dixon 2015
 - Dixon et al. 2014a
 - Dixon and Walker 2011
 - Dixon et al. 2011
 - Mohlman 2013
 - Hunter-Anderson and Moore 2003
 - HUNTER-AND
 - Mason Architects 2004
 - Kurashina et al. 1986
 - Historic NWF
 - Welch 2010
 - Yee et al. 2004

P-103 Well Development Construction Area



PREPARED BY:
 Naval Facilities Engineering Command Pacific Division
 Guam Program Management Office



DATE: 09 Jul 2019

Coordinate System: UTM Zone 55 North
 Projection: Transverse Mercator
 Datum: D WGS 1984

Legend

- P-103 (Well Development) Project Area
- Military Installations

Total APE Area P-103 = 615.5 Acres



0 2.5 5 Miles

Date: 7/9/2019 10:16:20 AM Path: C:\Users\laaron.pulliam\Documents\GIS Projects\MM\XDS\AAAFB\PA MEMO\AAAFB_P-103 Well Development_CulturalSurveys - Figure 2.mxd

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 outlined 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: P-103 Water Well Development Construction at Andersen Air Force Base, Guam -Revised PA Memo

#2

SUBJECT: P-103 Water Well Development Construct at Andersen Air Force base, Guam - Revised PA Memo #2

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: _____
