

CHAPTER 12.

CULTURAL RESOURCES

12.1 INTRODUCTION

This chapter contains a discussion of the potential environmental consequences associated with implementation of the alternatives within the region of influence (ROI) for cultural resources. Because the Environmental Impact Statement (EIS) is also used for Section 106 consultation, this section uses the term, Area of Potential Effects (APE) as defined under the NHPA. The APE is “the geographic area or areas within which the undertaking (project) may directly or indirectly cause changes to the character or use of historic properties, if they exist” (36 CFR 800.16(d)). This would include areas affected by setting (visual or audible), ground disturbance, or public access. The APE was defined during the consultation process early in the planning stages of this EIS with the Guam SHPO. Maps of the APEs for projects on Guam are included in Volume 9, Appendix G, Chapter 4, Cultural Resources. For a description of the affected environment, refer to Volume 2, Chapter (Marine Corps Relocation – Guam). The locations described there include the APE for the aircraft carrier berthing component of the proposed action (Apra Harbor), and the chapters are presented in the same order as the resource areas contained in this Volume.

12.2 ENVIRONMENTAL CONSEQUENCES

12.2.1 Approach to Analysis

12.2.1.1 Methodology

The methodology for identifying, evaluating, and mitigating impacts to cultural resources (archaeological, architectural, and traditional cultural properties) has been established through federal laws and regulations including the National Historical Preservation Act (NHPA) and the Archaeological Resource Protection Act (ARPA).

Under the NHPA, a significant resource is a cultural resource listed or eligible for listing on the NRHP or a historic property. A project affects a historic property when it alters the resource’s characteristics, including relevant features of its environment or use that qualify it as significant according to NRHP criteria. Adverse effects may include the following: physical destruction, damage, or alteration of all or part of the resource; alteration of the character of the surrounding environment that contributes to the resource’s qualifications for the NRHP; introduction of visual, audible, or atmospheric elements that are out of character with the resource; neglect of the resource resulting in its deterioration or destruction; and transfer, lease, or sale of the property without adequate and legally enforceable restrictions or conditions to ensure long-term preservation of the property’s historical significance (36 Code of Federal Regulations [CFR] §800.5(a) (2)).

Analysis of potential impacts to historic properties considers both direct and indirect impacts. Direct impacts are those that may occur from the project, such as the destruction of the property” (NPS 1997:1. Indirect impacts “may be visual, audible, or atmospheric changes which effect the setting of the property” (NPS 1997:1). Cumulative impacts on historic properties under NEPA result from the incremental impact of the action when added to other past, present, and future actions. Cumulative impacts are discussed in Volume 7.

Vandalism is considered to be a significant impact because it damages the integrity of the site, which is the major determinant of NRHP-eligibility. The evidence left in archaeological sites is finite and cannot

be replaced once it has been disturbed. For this reason, federal activities that open areas up to the public or that involve personnel traveling through an area may have an adverse effect if vandalism occurs to NRHP-listed or eligible resources in the vicinity.

12.2.1.2 Determination of Significance under NEPA

Significance of impacts to cultural resources is assessed in terms of whether the proposed action will have an adverse effect on a historic property, as defined in 36 CFR 800. An adverse effect is one that alters or destroys the characteristics of the historic property or its integrity that make the property eligible for listing on the NRHP.

The Integrated Cultural Resources Management Plan (ICRMP) for Navy property on Guam has established Standard Operating Procedures (SOPs) for protecting known historic properties and other cultural resources; procedures for managing the inadvertent discovery of archaeological resources, inadvertent discovery of human remains, and inadvertent disturbance to historic properties; and distributing permits for archaeological investigations (Tomonari-Tuggle et al. 2005). In addition, agreements on limitations to training have been made as part of the Mariana Islands Training Range Complex (MIRC) EIS Programmatic Agreement and would be incorporated into any project descriptions; limited or no training stipulations at Apra Harbor are presented in Figure 12.2-1 of Volume 2.

As part of the Section 106 consultation process for this EIS, a Programmatic Agreement (PA) for all military training activities, construction, and operation proposed under the proposed action that includes additional mitigation measures and procedures is being prepared. Proposed signatories to this PA are: the Department of Defense (DoD) (Joint Region Marianas; DoD Representative Guam, Commonwealth of the Northern Mariana Islands [CNMI], Federated States of Micronesia, and Republic of Palau; Marines; Navy; Army; Air Force), other federal agencies (Advisory Council for Historic Preservation [ACHP], the National Park Service [NPS]), and local government agencies (Guam State Historic Preservation Officer [SHPO], CNMI HPO). Stipulations in the proposed PA include the following:

- The DoD would ensure that the identification and evaluation of historic properties within the area of potential effect is completed for the project prior to the initiation of any part of the project with the potential to impact historic properties. Newly discovered properties would be avoided where possible.
- For areas or properties that have not been inventoried for historic properties, the DoD would record surface sites and, when possible, areas would also be archaeologically sampled for subsurface sites when easily obtainable (i.e., without having to demolish existing facilities or infrastructure) unless this demolition is required for the project.
- Any properties not evaluated would be assessed for NRHP eligibility. These historic properties would be incorporated into existing ICRMPs as they are revised or updated, or if a new ICRMP is developed in consultation with the appropriate SHPO.

In recognition of the significance that many historic properties within the footprint of the proposed action has to various cultural groups, the DoD would generally look favorably on affording access to archaeological sites to individuals and organizations that attach significance to these historic properties where security requirements are not prohibitive. The proposed PA also provides stipulations for treatment in case of emergency discoveries, the review process, and report requirements. The SOPs in the current Regional ICRMP would be updated. Although probability maps would be generated based on the likelihood of archaeological resources, treatment of known architectural resources and traditional cultural properties as a result of the proposed action would also be stipulated in the PA.

12.2.1.3 Issues Identified during Public Scoping Process

The following analysis focuses on possible impacts to cultural resources: archaeological, architectural, and traditional cultural properties that could be affected by the proposal. As part of the analysis, concerns relating to cultural resources that were mentioned by the public, including regulatory stakeholders, during scoping meetings were addressed. These include:

- Access to cultural sites
- Construction impacts to cultural resources
- The need to conduct thorough and adequate data collection
- Public participation in the planning process relating to cultural resources

Other cultural issues identified included:

- Access to traditional plant and fishing areas
- Curation of artifacts off island and storage issues associated with the Guam Museum

12.2.2 Alternative 1 Polaris Point (Preferred Alternative)

12.2.2.1 Onshore

Onshore activities associated with Alternative 1 include construction of a wharf/staging area with ground disturbance of approximately 5.8 acres (ac) (2.3 hectares [ha]), a Morale, Welfare, and Recreation (MWR) area of 2.4 ac (1 ha), security structures including a 50 foot (ft) [15 m] watch tower, and various facilities, including Port Operations, substation, water treatment facilities, and a pump station. All of the APE has been surveyed for archaeological, architectural, and traditional cultural properties (Dixon et al. 2010; Griffin et al. 2009; Mason Architects and Weitze Research 2009; Welch 2010). As part of the project, four existing structures (Facilities 4407 [lifeguard tower, built 1969], 4408 [cabana, built 1972], 4409 [cabana, built 1972], and an existing guard tower) would be demolished. None of these facilities are eligible to the NRHP (Mason Architects, Inc. and Weitze Research 2009). A 300 ft [91 m] roadway would be demolished and replaced with a new access road to connect Polaris Point Drive to the staging area. Figure 12.2-1 provides a summary of the proposed project locations.

Construction

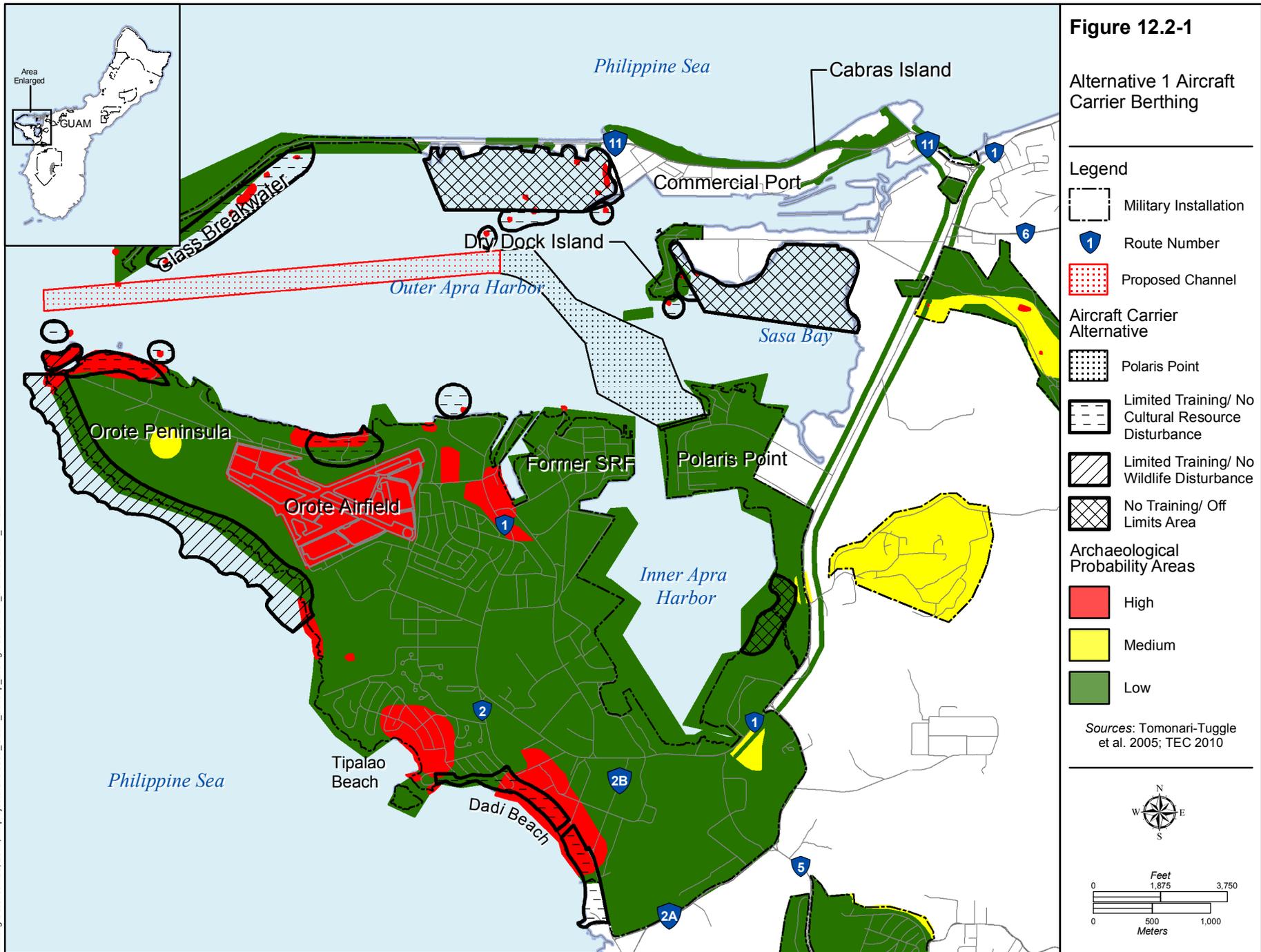
The proposed construction would occur in an onshore area that is composed of fill material and does not contain NRHP- listed or eligible archaeological resources. None of the facilities to be demolished are historic properties. No traditional cultural properties are known for this area.

Operation

Because no historic properties are recorded in the APE, no impacts would result from onshore operations associated with Alternative 1.

12.2.2.2 Offshore

Offshore activities associated with Alternative 1 include dredging of the berthing area, the turning basin, and the channel bend; construction of a wharf at Polaris Point; and the operations associated with the berthing of the aircraft carrier.



Construction

Thirty-one known locations of shipwreck sites and submerged objects are located in Outer Apra Harbor. These include 29 shipwrecks consisting of fishing boats, yachts, barges, tugboats, landing craft utility vessels, British passenger ships, World War II (WWII) Japanese freighters or transport ships, and two plane wrecks with a total of three planes (Navy 2007). None of these resources are located adjacent to Polaris Point or within the area of the proposed turning basin or entrance channel. Because none of these resources are within the APE, dredging and construction would not have a direct adverse impact on submerged resources. Because Best Management Practices and mitigations would be implemented to reduce sedimentation from dredging (see Volume 7), it is not likely to indirectly impact submerged resources in the vicinity.

Operation

No historic properties would be affected by operation activities from the proposed action.

12.2.2.3 Summary of Alternative 1 Impacts

Table 12.2-1 summarizes the potential impacts of each component of the proposed action.

Table 12.2-1. Summary of Alternative 1 Impacts

<i>Area</i>	<i>Project Activities</i>	<i>Project Specific Impacts</i>
Apra Harbor		
Onshore	Construction	No impacts to historic properties
	Operation	No impacts to historic properties
Offshore	Construction	No impacts to historic properties
	Operation	No impacts to historic properties

Alternative 1 would result in no significant impacts to archaeological, architectural, or submerged resources or objects or traditional cultural properties in the onshore or offshore areas.

12.2.2.4 Alternative 1 Proposed Mitigation Measures

Under Section 106, because there are no cultural resources affected, no mitigation measures or further review under Section 106 are required for archaeology, architecture, submerged resources, or traditional cultural properties.

12.2.3 Alternative 2 Former Ship Repair Facility (SRF)

12.2.3.1 Onshore

Onshore activities associated with Alternative 2 include construction of a wharf/staging area with ground disturbance of approximately 6 ac (2.4 ha), a MWR area of 4 ac (1.6 ha), and various facilities, including Port Operations, substation, water treatment facilities, and a pump station. As part of the project, nine existing structures (93-1 [built 1944], 2004 [built 1991], 2005 [NEEACT Shop, built 1944], 2006 [administrative office, built 1944], 2009 [general storage, built 1993], 2013 [built 1944], 2014 [temporary hazardous waste storage, built 1991], 2108 [office, built 1964], and 2072 [built 1987]) would be demolished. None of these facilities is eligible to the NRHP (Mason Architects, Inc. and Weitze Research 2009). A 600 ft [183 m] portion of E Street would be demolished and replaced south of the staging area (Tomanari-Tuggle et al. 2005).

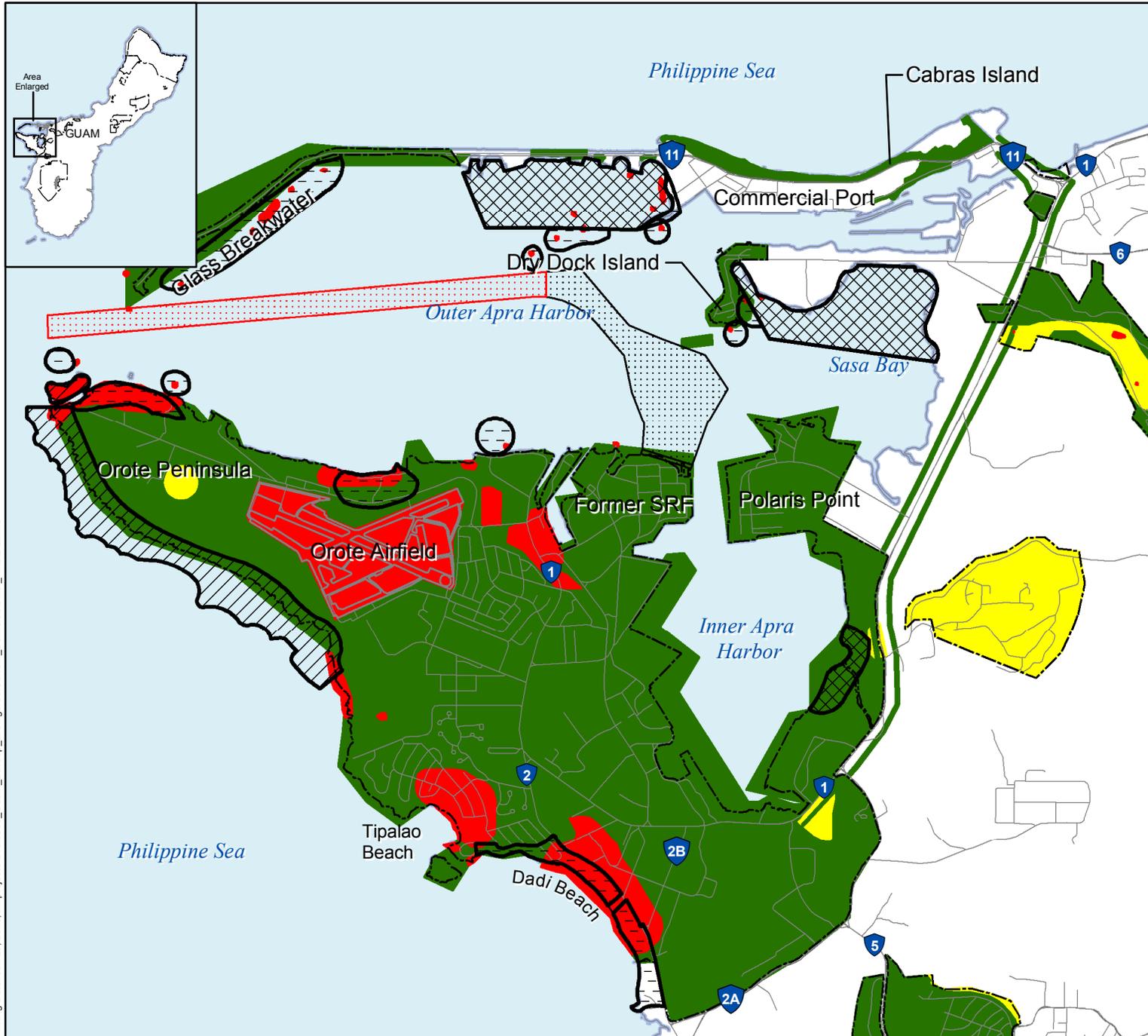
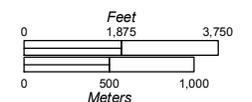
Figure 12.2-2

Alternative 2 Aircraft Carrier Berthing

Legend

-  Military Installation
-  Route Number
-  Proposed Channel
- Aircraft Carrier Alternative**
-  Former SRF
-  Limited Training/ No Cultural Resource Disturbance
-  Limited Training/ No Wildlife Disturbance
-  No Training/ Off Limits Area
- Archaeological Probability Areas**
-  High
-  Medium
-  Low

Sources: Tomonari-Tuggle et al. 2005; TEC 2010



Refer to Table 12.2-2 for a summary of the potential impacts of each component of the alternative. Figure 12.2-2 provides a summary of the proposed project locations.

Construction

The proposed construction would occur in an onshore area that is composed of fill material and does not contain historic properties. None of the facilities to be demolished are historic properties. No traditional cultural properties are known from this area.

Operation

Since no historic properties occur in the APE, no impacts would result from onshore operations associated with Alternative 2.

12.2.3.2 Offshore

Offshore activities would be the same as for Alternative 1. No NRHP listed or eligible submerged resources or objects or traditional cultural properties would be adversely impacted either directly or indirectly by the implementation of Alternative 2.

Construction

Impacts would not differ from those of Alternative 1.

Operation

Impacts would not differ from those of Alternative 1.

12.2.3.3 Summary of Alternative 2 Impacts

Table 12.2-2 summarizes Alternative 2 impacts.

Table 12.2-2. Summary of Alternative 2 Impacts

<i>Area</i>	<i>Project Activities</i>	<i>Project Specific Impacts</i>
Apra Harbor		
Onshore	Construction	No historic properties
	Operation	No historic properties
Offshore	Construction	No historic properties
	Operation	No historic properties

Alternative 2 would result in no significant impacts to archaeological, architectural or submerged resources or objects, or traditional cultural properties in the onshore or offshore areas.

12.2.3.4 Alternative 2 Proposed Mitigation Measures

Under Section 106, because there are no historic properties identified, no mitigation measures or further review under Section 106 are required.

No-Action Alternative

Under the no-action alternative, no construction, dredging, or operation associated with the aircraft carrier berthing would occur. Existing operations at Polaris Point, as a military training and recreational facility, and the Former SRF, as a commercial ship repair facility, would continue. Therefore, the no-action alternative would not have significant impacts to cultural resources.

12.2.4 Summary of Impacts

Table 12.2-3 summarizes the impacts. A text summary is provided below.

Table 12.2-3. Summary of Impacts

<i>Alternative 1</i>	<i>Alternative 2</i>	<i>No-Action Alternative</i>
Archaeological Resources		
NI • No adverse impacts to NRHP-listed or eligible archaeological resources	NI • No adverse impacts to NRHP-listed or eligible archaeological resources	NI • No adverse impacts to NRHP-listed or eligible archaeological resources
Architectural Resources		
NI • No adverse impacts to NRHP-listed or eligible architectural resources	NI • No adverse impacts to NRHP-listed or eligible architectural resources	NI • No adverse impacts to NRHP-listed or eligible architectural resources
Submerged Resources		
NI • No adverse impacts to NRHP-listed or eligible submerged resources or objects	NI • No adverse impacts to NRHP-listed or eligible submerged resources or objects	NI • No adverse impacts to NRHP-listed or eligible submerged resources or objects
Traditional Cultural Properties		
NI • No adverse impacts to NRHP-listed or eligible traditional cultural properties	NI • No adverse impacts to NRHP-listed or eligible traditional cultural properties	NI • No adverse impacts to NRHP-listed or eligible traditional cultural properties

Legend: NI = No impact

No NRHP listed or eligible for listing archaeological sites, architectural resources, submerged resources or objects, or traditional cultural properties would be significantly impacted by either Alternative 1 or Alternative 2.

12.2.5 Summary of Proposed Mitigation Measures

There are no proposed mitigation measures associated with this action.