

**INTRODUCTION**



The southernmost island of the Mariana Islands chain, Guam is the westernmost territory of the United States, and lies approximately 3,700 miles southwest of Hawaii, 1,500 miles east of the Republic of the Philippines, and 1,550 miles south of Japan. Comprised of six non-contiguous installations located throughout the 212 sq mi island, Naval Base Guam (NBG), sometimes referred to as “Big Navy,” is located in Santa Rita, and encompasses over 18,000 acres of land, of which approximately 17,800 acres are covered

on Guam under the Regional Integrated Cultural Resources Management Plan (ICRMP) for Joint Region Marianas (JRM). Additionally, the NBG regional ICRMP guides preservation for over 16,000 acres on the island of Tinian, one of three main islands of the Commonwealth of the Northern Mariana Islands (CNMI), which lies 80 mi north of Guam and 3 mi south of Saipan. NBG consists of approximately 3,700 buildings, 13,009 feet of berth, over 70 million gallons of petroleum oil and lubricant (POL) storage, three homeported submarines, the USS Buffalo (SSN-715), the USS Chicago (SSN-705721), and the USS Oklahoma City (SSN-723), and one homeported ship, the USS Frank Cable (AS-40). The cultural resources management program serves as a leader in environmental performance and enhancement while serving the vision of NBG to continue to support the U.S. Pacific Fleet and other forces operating from or serviced by Guam. More than 10,000 military and civilian personnel enter the base daily, making up the dedicated workforce that strives to make NBG the finest Naval Base in the world.

**BACKGROUND**

<i>Individual's Name</i>	<i>Title</i>	<i>Employing Organization</i>
Lon Bulgrin	Archaeologist	NBG

**POSITION DESCRIPTION**

As the NBG archaeologist, Mr. Lon Bulgrin's duties involve preserving and managing all cultural resources and collections throughout the approximately 33,800 acres of the installation and the island of Tinian. Archaeological and historical surveys have identified 2,063 historical properties on NBG, which comprises more than 10% of historical properties administered by the Navy. Department of the Navy (DON) undertakings on NBG are primarily managed through two Programmatic Agreements (PAs) with the Advisory Council on Historic Preservation and the Guam and CNMI State Historic Preservation Officers (SHPOs) and the ICRMP for JRM. The two PAs cover all DON construction and maintenance projects at NBG and training and exercises within the Mariana Islands chain. Particular care is taken in the management of sensitive and high probability areas, including the North Field National Historic Landmark on Tinian, that have been defined through Section 110 and project surveys as the location or likely presence of historical properties or human remains. As NBG archaeologist, Mr. Bulgrin is responsible for documenting and protecting these resources while at the same time supporting base projects, tenant command projects, JRM projects, Navy and Marine Corps exercises, and ultimately the fleet and the war

fighter. The greater emphasis on the DON presence in the Pacific and the Guam build-up has increased the pace of construction and infrastructure upgrades at NBG, which has intensified workload for the management of cultural resources. Archaeological and historical sites have increasingly become a focus of public and political attention on Guam and the CNMI and are required to be dealt with the greatest sensitivity. Mr. Bulgrin is ultimately responsible for finding a legal and ethical fit for the placement of needed DON facilities and infrastructure and required training exercises within a crowded landscape of historically significant and politically sensitive cultural resources. Inadvertent discoveries of subsurface archaeological sites and human burials and remains are inevitable within the confines of NBG due to the rich cultural history of Guam and the fact that the base is constructed on a World War II (WWII) battlefield. Mr. Bulgrin oversees the documentation, recovery, and analyses of these finds under the standard operating procedures (SOPs) stipulated within the two PAs and ICRMP. He also assists in the process of reburial or repatriation of human remains to the Government of Japan. Lon Bulgrin actively engages with the Guam and CNMI SHPOs, communicating with the agencies regularly in order to protect the integrity of all archaeological and cultural resources within the bounds of NBG. Mr. Bulgrin has accomplished a wide range of tasks and duties to ensure goals and objectives outlined in the two PAs and ICRMP are met, the Navy remains compliant with environmental regulations, and the military mission is sustained.

**Orientation to Mission:** It is the mission of NBG to:

- Support the fighters of the U.S. Pacific Fleet and other operating forces operating from, serviced by or supplied through Guam, and trained on Tinian;
- Support the fighters based here or attached to our tenant commands;
- Support the families of those fighters stationed in Guam.

#### AWARDS & SERVICES

The NBG archaeologist has been recognized for several notable awards and for his public service. During 2011, Mr. Lon Bulgrin was awarded a Chief of Naval Operations (CNO) Meritorious Unit Commendation in recognition for his efforts in assisting NAVFAC Pacific with the Guam Build-up; this exceptional honor is a rarely-seen civilian award. In recognition of his efforts in the Cultural Resources Program, Mr. Bulgrin was the NAVFACMAR Employee of the Quarter for the fourth quarter of FY11. He also received annual performance awards for both FY11 and FY12, and under his leadership as the installation's cultural resources program manager, NBG received the CNO Cultural Resources Management Installation Award during FY11 and FY12. During July 2012, he went on to receive an Outstanding Partner Recognition award from the War in the Pacific National Historic Park on the occasion of the park's grand opening exhibit. This award was given to Mr. Bulgrin in recognition for more than 5 years of work in design and comments on the visitor's center exhibits (WWII History in the Pacific). Despite the demanding and high-volume workload as the only NBG archaeologist, Lon regularly participates in community service work. During April and July of 2012, he volunteered to assist the University of Guam's Micronesia Area Research Center in leading and conducting archaeological testing and coring on the island of Saipan. The research was part of a project conducted in conjunction with the National Park Service to investigate the paleo-environment of Saipan (largest



island of the CNMI; located ~5 mi northeast of Tinian). The investigations yielded data supporting interpretations of surprisingly rapid changes in sea level and landscape. Data from this research project will be used to support planning for the effects of climate change at both the American Memorial National Historic Park on Saipan, and War in the Pacific National Historic Park on Guam. Participation in such events allows for the Cultural Resources Manager to share his knowledge with others and helps to establish solid ties with the local preservation community. Additionally, in February 2012, the University of Hawaii Press accepted for publication into the journal, East West, an article co-authored by Lon Bulgrin, entitled "The Archaeology of World War II Japanese Stragglers on the Island of Guam and the Bushido Code." Through publications, Mr. Bulgrin continues to create and maintain a strong credibility within the cultural resources field.

## ACCOMPLISHMENTS

### Overall Cultural Resources Management

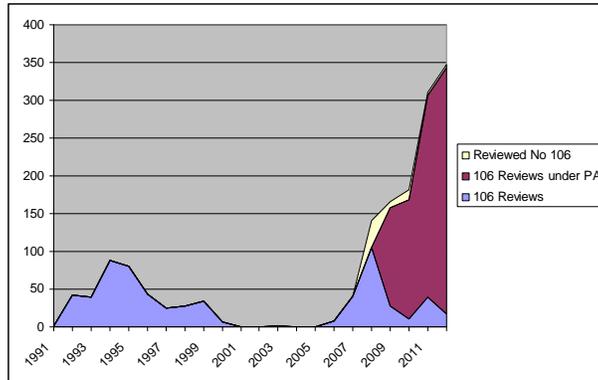
#### Planning, Programming and Budgeting Improvements

The cultural resources manager is responsible for the conservation of approximately 17,800 acres situated throughout NBG, which are covered on Guam under the ICRMP for JRM. The NBG regional ICRMP also guides preservation on more than 16,000 acres on the island of Tinian. Despite a significant growth in operations during FY11 and FY12 and an increase in workload for the department, the cultural resources manager planned, programmed, and budgeted projects to meet the increased demand without compromising integrity of the resources while maintaining compliance with environmental regulations.

- A very respectable 658 total project reviews took place during FY11 and FY12 under the National Historic Preservation Act (Section 106), 310 and 348 reviews for FY11 and FY12, respectively. Since its implementation, NBG's 2008 PA has played a significant role in the cultural resources management program. Its basic role, to streamline the Section 106 process, allows rapid turn around for review of projects located in low probability areas for cultural resources and fill-lands on NBG, and expedited mitigation consultation for projects located in medium and high probability areas. Time savings not only equates to cost savings for the Navy, but also to efficiency in executing mission requirements. During FY11, there were a total of 267 projects reviewed under the PA, 25 No Historic Properties Affected letters, 13 No Adverse Effect letters, one notification under the Nationwide PA Letter, and four projects reviewed that did not require a Section 106 review. Additionally, six quarterly reports were submitted in compliance with the 2008 PA and 12 archaeological reports/plans were reviewed during 2011. During FY12, Mr. Bulgrin reviewed 327 projects under the 2008 PA, 17 standard Section 106 consultations, and four projects were reviewed that did not require Section 106 consultation.

- Under Lon Bulgrin’s helm, NBG once again conducted a record high number of Section 106 reviews this past year as illustrated in the graph below. Not only does this depict the continuous growth of the program, but more importantly the efficiency of the program.

Naval Base Guam Section 106 Reviews



- Lon Bulgrin successfully implemented SOPs for the inadvertent discovery of a Japanese WWII artillery tube and consultations with the Guam SHPO. This allowed the completion of the P-534 military construction (MILCON) wastewater upgrade without any further delays or archaeological costs.



Status of ICRMP

- NBG has an approved Regional ICRMP and is heavily complemented with two PAs. Initiation of a major update of the ICRMP has taken place. This multi-year project will provide a detailed background and plan for conducting cultural resources management at NBG. The ICRMP will also provide working Geographical Information System (GIS) support and documentation for cultural resources at the installation. The NBG Regional ICRMP serves to preserve and protect significant archaeological, architectural and cultural resources.

**Historic Buildings and Structure**

The Ma’anot Reservoir, adjacent to the Naval Munitions Site and possibly the oldest reservoir on Guam (predating WWII), is still in use but was slated for demolition as it requires constant repairs due to age. Because of its vital role in Guam’s history, a Historic American Engineering Record (HAER) was prepared as mitigation in the event of its demolition. Lon Bulgrin completed the HAER for the Ma’anot Reservoir. The HAER is significant as it clarifies a portion of Guam’s history not widely known, and documents this historically important but architecturally failing structure. As the drinking water system is mission-critical, the HAER allows the cultural resources individual to meet mission goals while preserving cultural integrity.

### Archaeological Resources

During FY11, the cultural resources manager saw to completion the repatriation process of Japanese WWII human remains discovered from separate construction projects on NBG the year prior. Along with repatriation, the burial recovery and osteological analysis reports were reviewed.

- Pre-Contact Chamorro burials were recovered from Gabgab Beach, and the SHPO report was reviewed. During FY11, respectful reburial took place for all of the remains. The report indicated that the recovered remains were those of three children and two adults, who lived between 1270 and 1390 A.D.

- As far back as 800 A.D., latte stones were used by the indigenous Chamorro people as support structures for homes. These historical structures are exclusive to the Chamorro heritage and symbolic of the Chamorro identity. NBG continues to hold strong to the culture of the island in preserving these structures and has taken further steps by teaming up with students and researchers from both the University of Guam and Kansai Gaidai University (Japan). During FY11, the teams collaborated for a second year in the Haputo Village Research Project. Two Archaeological Resources Protection Act (ARPA) permits were reviewed and issued, one specifically for this culturally-important project.



- Research associated with a second ARPA permit to investigate the chemical composition and dating of cave art paintings within NBG's Naval Munitions Area was conducted during FY11. The proposed pictograph study puts NBG on the cutting edge of the scientific study of these cultural resources thought to reflect Pre-Christian religious practices.



### Curation

Lon Bulgrin completed additional upgrades to the Naval Base Guam archaeological and historical collections. This upgrade to two additional portions of the collections included deployment of a searchable database, repackaging the collection to modern curatorial standards and developing a comprehensive professional plan of action to bring Naval Base Guam's collections into compliance with 36 CFR 79.

### Cultural Resources Awareness and Education

#### Awareness Programs for Military and Civilian Personnel

NBG promotes cultural and environmental responsibility and awareness by coordinating multiple cultural awareness and historic site tours, and nature hikes offered throughout the year. During 2011, 33 cultural/historic site tours were offered to 981 individuals. Group participants ranged from less than 10 to 100 people and included local public and private school students, island residents, WWII veterans, WWII researchers, and foreign VIPs (Australian, Japanese, Korean and Thai).

### CRM Outreach for Educational Institutions and Community Groups

NBG's strong community outreach program carried through to FY12 as cultural awareness and historic site tours continued to be offered. This past year, NBG maintained a steady flow of 20 groups who visited NBG-located cultural and historic sites, including 400 Iwo Jima veterans enroute to an Iwo Jima reunion, and three very elderly Japanese veterans of the WWII Battle of Orote and their families.

### **Community Relations**

#### Public Awareness Programs

NBG participates in public awareness programs to ensure community involvement as well as cultural resource preservation efforts. This includes a series of television vignettes on the local military channel highlighting Navy cultural resources and historic sites.

NBG in collaboration with the Government of Guam has ensured that certain sites are available to the public during culturally-important times of the year to acknowledge the island's culture and religious practices as well as to keep ties with a village that once existed prior to Japanese occupation and buildup of the base. These important events include annual memorial ceremonies at the Sumay Cemetery and Fena Massacre Memorial site in July during Guam's Liberation festivities and on November 2 at Sumay Cemetery on All Soul's Day. Approximately 60-100 people attend the Liberation Day festivities to honor their ancestors and lost loved ones. Every year, individuals from the local community partake in the masses held at the Sumay Cemetery on All Soul's Day, and the "Back to Sumay Fiesta" day. At least 200-300 people with ties to the old Sumay Village along with hundreds more from the Guam community attend and celebrate the Sumay fiesta. The "Back to Sumay Fiesta" day is held at the site of the pre-war Sumay Village which is now located on NBG.



### **Mission Enhancement**

#### Development of Partnerships that Enhance CRM Support of the Mission

Recognizing the importance of the quality of life for its servicemen and their families to the NBG mission, Mr. Bulgrin has formed a significant partnership with the Base Operating Support Contractor (BOSC). In spite of frequent change-of-command, forced deployments, and absence or addition of military and civilian personnel, NBG's environmental program holds strong to program transferability. The innovative use of the BOSC provides the needed support to NBG's cultural resources program and projects as required, all of which enables NBG to thrive and accomplish its mission goals despite the challenges of limited personnel and remote location.

Furthermore, Mr. Bulgrin supported supplemental environmental impact statements for the Guam build-up. Providing reviews and comments ensures that concerns of the installation will be incorporated in future surveys and reports.

### **Cultural Resources Compliance**

- As the NBG archaeologist, Lon Bulgrin provided intensive support during FY12 to a number of military exercises which required interaction with numerous stakeholders: The Geiger-Fury exercise took place on the island of Tinian. Mr. Bulgrin attended several meetings with the

Mayor of Tinian, the CNMI SHPO, the National Park Service, and the CNMI archaeologist concluding in a successful 106 consultation of the Geiger-Fury exercise, conducted by Marine Air Group 12. The exercise took place in an area partially located in the North Field National Historic Landmark and culminated in the first landing since 1947 on the Baker runway of the airfield.

- Valiant Shield Exercise: This exercise required supplementary Section 106 support as portions of the exercise were located in land parcels not covered in the Mariana Islands Range Complex (MIRC) PA. A special meeting with the Guam SHPO resulted in an expedited concurrence for the use of the former NASA tracking station on Guam for portions of the exercise.
- Tempest Wind Exercise: This exercise involved a variety of Special Forces, including the Navy SEALs, Army Rangers, Delta operators, and elements of the Australian Air Special Service and was conducted at the North Field National Historical Landmark. The exercise required support under the MIRC PA and documentation of historical Japanese WWII buildings that were the site for assault training. WWII era historic buildings that are contributing elements to the North Field National Historical Landmark (Tinian) were temporarily modified to simulate a terrorist compound. Substantial photo documentation was required for all phases of the exercise, including: previous to the exercise, post-modification of the building, post-exercise assault phase, and post-demolition and removal of the modifications.
- Support for the Marine Corps Certification Exercise (CERTEX) was provided under the MIRC PA. Additional support for the portions of the exercise planned with the government of the Republic of Palau was provided after inquiries regarding the Section 106 process were received from the Republic of Palau.
- At the request of JRM, support was provided to Pacific Air Forces (PACAF) for their Divert Environmental Impact Statement. This included review of archaeological surveys conducted at the Isely Field National Historical Landmark on the island of Saipan. Mr. Bulgrin further reviewed and provided advice on a proposed PA/Memorandum of Agreement.
- Liaison was provided to JRM with Kuentai, a Japanese non-profit group that is tasked with repatriating the remains of Japanese WWII casualties. This group is exploring the possibility of recovering additional remains they believe to be located on NBG. A WWII mass grave in base housing was excavated and the remains repatriated in the late 1990s.

