INTRODUCTION

The mission of Marine Corps Base (MCB) Hawaii is to enhance and sustain war fighter readiness for its operating forces and tenants by providing state-of-the-art training ranges, facilities, programs, and services that promote the well-being and safety of military and civilian personnel that live and work aboard the base. MCB Hawaii manages installations comprising 4,500 acres on the island of Oahu, including Camp Smith, Kaneohe Bay and the Marine Corps Air Station (MCAS), Marine Corps Training Area Bellows (MCTAB), Manana Family Housing Area, Pearl City Warehouse Annex, and the Pu'uloa Firing Range Complex. The base supports over 25,000 Marines, Sailors, civilian employees and family members working or living aboard MCB Hawaii.

Paramount to the success of the military mission at MCB Hawaii is a robust cultural resources management (CRM) program that ensures protection of the numerous and diverse cultural resources at our installations as well as rigorous compliance with historic preservation laws and regulations. June Noelani Cleghorn, currently the Senior Cultural Resources Manager for MCB Hawaii, has been working towards this end over the past 16 years and has been integral to making the MCB Hawaii CRM program one of the leading Department of Defense (DoD) environmental programs in Hawaii.

SUMMARY

Ms. Cleghorn and the base Archaeologist manage a diverse portfolio of cultural resources including Hawaiian archaeological sites and artifacts, some dating back to the (A.D.) 1400s; the unique Mokapu Burial Area archaeological site listed in the National Register of Historic Places (NRHP); several hundred buildings and structures eligible for listing in the (NRHP) due to their World War (WW) II and Cold War era associations; a National Historic Landmark that includes the seaplane hangar that was targeted and bombed by the Japanese on December 7, 1941; Native American Graves Protection and Repatriation Act (NAGPRA) cultural items; and sites considered sacred to more than twenty Native Hawaiian organizations (NHO).

MCB Hawaii Senior Cultural Resources Manager, second from left, at the Office of Hawaiian Affairs (OHA) with the OSD Senior Tribal Liaison (far right) and team members preparing for the Native Hawaiian Cultural Communications Course in May 2012.

During the past two years, Ms. Cleghorn has actively managed several projects critical to the combat readiness and training mission of MCB Hawaii. As part of project management, she strives to reduce conflicts between the military mission and successful management of cultural resources. Of particular note are the following achievements:

- Key member of the Office of the Secretary Defense (OSD) Senior Tribal Liaison team that developed a policy for consultation with Native Hawaiian organizations (NHO) promulgated and signed on October 25, 2011 as the new DoD Instruction (DoDI) 4710.3

- Instructor in the Native Hawaiian Cultural Communications Course (NHCCC) that was developed by the OSD team as a means to educate DoD Hawaii personnel about meaningful consultation with Native Hawaiian organizations
- Coordinated and developed a program where the CRM staff taught curation and field survey techniques to Wounded Warrior and Fleet Assistance Program (FAP) Marines temporarily assigned to the base Environmental Department enabling needed curation of archaeological collections and documentation of previously unrecorded WWII era bunkers while providing these Marines with valuable experience in a non-military profession
- Successfully executed a Programmatic Agreement (PA) culminating two years of complex consultations, enabling execution of eight Military Construction (MILCON) projects for MCB Hawaii in support of basing of MV-22 Osprey and H-1 tactical helicopter squadrons
- Achieved formal eligibility determinations from the Hawaii State Historic Preservation Office (SHPO) for the MCB Hawaii inventory of nearly 200 World War II (WWII) era historic buildings
- Executed a Memorandum of Agreement (MOA) that included development of an Interpretive Center (documenting the military history of the base) for the new MCAS Operations Complex
- Developed a Cultural Resources Outreach Program (CROP) for the MCB Hawaii population that includes: monthly meetings with base Facilities Department engineers, planners, and maintenance personnel and with key staff in the Operations and Training Directorate to ensure clear understanding of proposed projects and training exercises that were being consulted upon; conducting cultural resource awareness presentations at the bi-annual O&T Staff Non-Commissioned Officer (SNCO)/Commanders Range Training Briefs (attended by 100-150 personnel); using two short videos (developed by Ms. Cleghorn, the CRM staff, and a contracted videographer) on MCB Hawaii military history and Hawaiian cultural awareness at the bi-monthly range training briefs for active duty users from all services who train on MCB Hawaii ranges; and conducting 30 minute cultural resources awareness briefs during the Environmental Department's two-day "SOP" Class, held every two months, for active duty personnel at MCB Hawaii, who are briefed on various environmental programs with which they must comply
- Member of the DoD working group that assisted the Hawaii SHPO in their State Historic Preservation Plan community meetings
- Conducted tours of Hawaiian cultural sites at MCB Hawaii Kaneohe Bay (Mokapu Peninsula) with key native Hawaiian stakeholder groups allowing access to several pre-military former residents to return their childhood locales

Ms. Cleghorn takes an active approach to program management that blends project oversight, close collaboration with the other MCB Hawaii CRM staff, interoffice coordination, strong communication, and an attention to cost savings. Her approach is critical to ensure the needs of the MCB Hawaii military mission can be met without impacting the rich and diverse cultural heritage found within its installations.

ACCOMPLISHMENTS

PROGRAM MANAGEMENT: The success of a CRM program in any DoD organization is achieved when the military mission is successfully executed without impacting the preservation and stewardship of that service's cultural resources. At MCB Hawaii, the successes achieved in the CRM program are primarily due to Ms. Cleghorn's commitment to active collaboration and communication with external stakeholders. Within MCB Hawaii, yet external to the CRM Program, are the Operations and Training (O&T) range managers;

Facilities Department planners, engineers, and architects; Marine ground and aviation elements and commands; Family Housing Director and the manager of base Unaccompanied Personnel Housing (UPH); and the numerous managers and staff within the Marine Corps Community Services (MCCS). These departments and personnel make up the target audience with whom active communication has been accomplished. Further, interaction by Ms. Cleghorn and the CRM staff with other State and local government agencies, Native Hawaiian organizations and individuals, preservation groups, the local professional archaeological society, and the public includes both requisite consultation as well as participation in events not required under any statute or regulation. Educating all stakeholders about the diverse cultural resources located on MCB Hawaii installations ensures that as many groups and individuals as possible know their role to play in the protection and preservation of these resources.

NATIVE AMERICAN/HAWAIIAN PROGRAM: Beginning in 2004, Ms. Cleghorn became a member of a joint service working group tasked with developing a policy regarding DoD consultations with Native Hawaiian organizations (NHO). At that time, Ms. Cleghorn knew that paramount for the success of developing such a policy for consultation with NHO was a commitment for outreach to NHO not only on Oahu Island but also across the state. Assisting the OSD Senior Tribal Liaison with initial contacts to NHO with whom Ms. Cleghorn had developed relationships during her previous years of consultation efforts, the working group developed a plan that included an extensive program of outreach to NHO on six of the State's eight main islands. In addition to drafting the policy, this effort included development of a curriculum for a Native Hawaiian Cultural Communications Course (NHCCC) that was initiated in 2007 and has been conducted at least annually since then. Ms. Cleghorn has been one of the seven-member team of DoD and Native Hawaiian instructors for the NHCCC and more than 300 DoD personnel have attended this course since its 2007 inception. Ultimately, after eight years that included coordination among DoD entities in Hawaii, numerous reviews of the various draft policy documents and face- to- face meetings with NHO and individuals in both urban and rural communities throughout the state, and making presentations to all the military branches' headquarters personnel, the DoD Policy on Consultation with Native Hawaiian Organizations, DoD Instruction (DoDI) 4710.3, was signed and authorized on October 25, 2011. This landmark policy was achieved in large part due to the commitment and collaboration of all parties to be open with each other and to genuinely consider all viewpoints and opinions being expressed.

ARCHAEOLOGICAL RESOURCES' CURATION AND SURVEY: Managing archaeological resources, including survey, inventory, and site protection are routinely paid for by projects that have a potential to impact these resources. What is not often included as mitigation measures for large scale construction projects or military training exercises, however, are activities that ensure long term preservation of sites and curation of accompanying collections resulting from such projects; such activities that are not the direct result of such projects and are thus not covered by project funds. Within the current reporting period, Ms. Cleghorn used creativity to coordinate a no-cost program for curation of archaeological collections and field survey/assessments of historic properties. Specifically, MCB Hawaii has in its possession archaeological collections acquired through data recovery, testing, and monitoring projects conducted since the early 1980s. All of the collections are recorded and inventoried by the various archaeological consulting firms that conducted the projects, and they are

Marine curating archaeological collections at MCB Hawaii.

transferred to MCB Hawaii for long-term storage and curation. To assist with curation, Ms. Cleghorn developed a program that taught curation methods to Wounded Warrior and Fleet Assistance Program (FAP) Marines temporarily assigned to the MCB Hawaii Environmental Department. In addition, Ms. Cleghorn and her staff have taught these Wounded Warrior and FAP Marines field techniques for recording and surveying historic military structures. The assistance of these Marines on field surveys recently resulted in the verification and documentation of WWII era bunkers and aircraft revetments, some previously unrecorded, at Marine Corps Training Area Bellows (MCTAB). The historic aircraft revetments at MCTAB were constructed as part of the initial base plan for the Bellows Army Airfield prior to the start of WWII. The revetments were built into the pre-military natural landscape of the rolling sand dunes and hills at Bellows, and with the passage of more than six decades since WWII, the vegetation has grown up within and around these revetments making it difficult to assess their condition. The Marines that have engaged in this field survey and in the curation of archaeological collections were eager to learn something new and outside of their military jobs while still contributing to the overall military mission of MCB Hawaii. Thus, needed curation of archaeological collections continued and field assessments of historic properties was conducted at no cost, while providing these Marines with valuable hands-on experience in a non-military profession.

Marine documenting current conditions of a tunnel that was used to connect two WWII era aircraft revetments at MCTAB.

CULTURAL RESOURCES COMPLIANCE: Compliance with historic preservation statutes and regulations is a major focus of the CRM program at MCB Hawaii. Ms. Cleghorn achieved two significant compliance milestones within the FY11-12 reporting periods.

Section 106 Programmatic Agreement Executed July 2012: As the Senior Cultural Resources Manager, Ms. Cleghorn led the government team responsible for execution and completion of the National Historic Preservation Act (NHPA) Section 106 review process in support of the Basing and Operations of MV-22 and H-1 Aircraft at MCB Hawaii. After a two-year period of consultation with 44 consulting parties, this Section 106 consultation process was successfully completed with the execution of a Programmatic Agreement (PA) among MCB Hawaii, the U.S. Navy, the U.S. Army, the Hawaii SHPO, the Advisory Council on Historic Preservation (ACHP), and one Native Hawaiian organization. The Section 106 process, conducted between August 2010 and July 2012, included 54 meetings held at multiple locations across the state, because the proposed undertaking included basing and operations at MCB Hawaii Kaneohe Bay, as well as aviation training at other Marine Corps properties in Hawaii, at the U.S. Army's training areas on Oahu (Kahuku, Kawailoa, and Schofield East Range) and Hawaii Islands (Pohakuloa Training Area), and at the Navy's Pacific Missile Range Facility (PMRF) on the island of Kauai. As part of the review process, the team made determinations of effects for nearly a hundred different historic properties. The consulting parties brought varying opinions to the consultation meetings, the majority of which were emotional, negative, and opposed to the proposed undertaking. As the lead action officer for this Section 106 process, Ms. Cleghorn ensured that no matter how contentious or oppositional the consulting parties were towards the Marine Corps and the proposed undertaking, their opinions and comments were heard, recorded, and thoroughly considered before final decisions were made. Based on consulting party input, the proposed undertaking was altered and revised and the Marine Corps committed to a program of mitigation that all signatories to the PA could agree to, ultimately allowing for

execution of the proposed undertaking. This proposed undertaking specifically enabled execution of nine Military Construction (MILCON) projects that will make major changes and upgrades to aviation training at MCB Hawaii Kaneohe Bay.

Section 106 Memorandum of Agreement Executed July 2011: This project involved the proposed construction of a new Marine Corps Air Station (MCAS) Operations (Ops) Complex and Aircraft Fire and Rescue Station (AFRS) at MCB Hawaii. The new facility will consolidate airfield operations, the air passenger terminal, the air cargo terminal, and the aircraft rescue and firefighting command center building in a centralized location. This project was part of the FY12 MILCON program, thus design and planning began in FY10 and Ms. Cleghorn conducted Section 106 consultations that continued through both FY10 and FY11. Construction of the new MCAS Ops Complex would result in the loss of WWII-era structures located along the edges of the active runway.

These structures, originally constructed in 1940 as torpedo storage buildings, were determined eligible for listing in the NRHP. The historic significance of these storage buildings is two-fold: they were part of the Navy's munitions infrastructure that developed during WWII to field the Consolidated Patrol Boat Y (PBY) Catalina bombers to maintain control of shipping lanes in the Pacific, and their design represents the shift in construction materials and design of the U.S. Navy in Hawaii after the Japanese attack on December 7, 1941 to splinter proof buildings whose designs differed from those of prewar torpedo storage buildings and from the standard naval torpedo designs used elsewhere. The proposed demolition of these structures triggered development and execution of an MOA between MCB Hawaii and various consulting parties to resolve the adverse effects.

Through several months of active consultation with the Hawaii SHPO, local preservation organizations, and Native Hawaiian organizations, mitigation measures were proposed that included Historic American Building Survey (HABS) documentation of the WWII era torpedo storage buildings. In addition, Ms. Cleghorn successfully argued for development of an Interpretive Center to be installed in the air passenger terminal of the new MCAS Ops Complex that would function as an effective method to educate the traveling "public" using the new terminal about the origins, history, and changes made to this airfield first constructed in 1939 as part of Naval Air Station (NAS) Kaneohe Bay. Ms. Cleghorn knew the importance of formal HABS documentation of NRHP eligible buildings to mitigate their loss, but she also knew that HABS reports often end up on bookshelves holding hostage the stories and vignettes of significant historical events that document the nation's cultural heritage. Many of the planners and engineers working on this project were not familiar with such an unusual form of mitigation and they didn't understand its merits. However, Ms. Cleghorn ensured discussions between the consulting parties and the project's proponents continued, which ultimately allowed for education and understanding by all involved. The Section 106 process for the new MCAS Ops Complex was completed with the execution of the MOA, which included a commitment to develop and build an interpretive center inside the new passenger terminal, on July 7, 2011.

HISTORIC BUILDINGS AND STRUCTURES: A major recent milestone accomplished by Ms. Cleghorn during the reporting period was the April 2011 Hawaii SHPO concurrence in the National Register of Historic Places (NRHP) eligibility recommendations for the nearly 200 MCB Hawaii historic buildings that are significant for their associations with World War II (WWII) and specifically the December 7, 1941 attack. Achieving this SHPO concurrence in what is now the determination of eligibility of the MCB Hawaii Inventory of WWII Era historic buildings is especially useful in planning for the various MILCON projects being executed to support the basing and training of the new MV-22 and H-1 aircraft at MCB Hawaii. The inventory

includes lists of charater-defining and –detracting features for each NRHP eligible building and will thus allow for easier decisions to be made regarding what features are "historic" and thus need to be retained and/or repaired versus those features that were not original to such buildings and thus can be replaced. This formal concurrence has ultimately lead to more collaboration between the MCB Hawaii CRM staff and the Facilities Department personnel and leadership with regard to reusing and maintaining these historic properties.

CULTURAL RESOURCES AWARENESS, EDUCATION AND COMMUNITY RELATIONS:
Training Videos: Ms. Cleghorn has worked tirelessly to develop cultural resources awareness materials in various media formats with the O&T Directorate and the Range Manager to ensure that education and awareness of the rich cultural resources reaches the widest possible numbers of Marines, sailors, and soldiers who use the various MCB Hawaii training ranges. Ms. Cleghorn worked with the CRM staff and a contracted videographer to develop two short videos for the express use by the MCB Hawaii Range Manager in the bi-annual O&T Staff Non-Commissioned Officer (SNCO)/Commanders Range Training Briefs that are attended by 100-150 active duty personnel prior to their use of the MCB Hawaii training ranges. One video, 11 minutes in length, gives an overview of the military history of the Mokapu Peninsula beginning with its commissioning as NAS Kaneohe in 1939, through its conversion to MCAS Kaneohe from 1952-1994, and culminating in the consolidation of all Marine Corps properties in Hawaii into what is currently Marine Corps Base Hawaii. The other 18-minute video tells the story of the first inhabitants of Mokapu Peninsula through evidence of known archaeological sites, the earliest of which date back 600 years from present, and the relationships that have been established among MCB Hawaii and the native Hawaiian descendants culturally affiliated with those early inhabitants. With this awareness and knowledge of the unique archaeological sites and historic military structures located among the training ranges at MCB Hawaii Kaneohe Bay and MCTAB, the 300 SNCO Marines who have attended the briefs since the videos were completed in Summer 2012 have now provided informed guidance to the Marines of 1st and 2nd Battalions, 3rd Marine Regiment on the "do's and don'ts" of training that will prevent inadvertent impacts or damage these cultural resources. These videos are also used by Ms. Cleghorn and the CRM staff when conducting cultural resources awareness briefs during the Environmental Department's two-day "SOP" Class, held every two months, for active duty personnel at MCB Hawaii, who are briefed on various environmental programs with which they must comply.

Cultural Tours: In 2011-2012, Ms. Cleghorn conducted multiple tours of Hawaiian cultural sites at MCB Hawaii Kaneohe Bay (Mokapu Peninsula) with key native Hawaiian stakeholder groups. One such tour (pictured at right) lead by Ms. Cleghorn included members of the Kailua Hawaiian Civic Club, the Kailua Historical Society, and a Native Hawaiian preservation group known as *Ahahui Malama I Ka Lokahi*. Several of the attendees had spent parts of their childhoods with their families at "Mokapu" fishing and diving for abundant marine resources in the offshore waters of

Kaneohe Bay and the Nu'upia fishponds. Many of the attendees, now in their 70s and 80s, were emotionally affected by visiting the same locales they frequented in their childhoods and were abundantly appreciative of the access these tours afforded them. Members of the Kailua Hawaiian Civic Club were especially grateful to visit the bronze plaque mounted on a large basalt boulder that commemorates the Mokapu Burial Area (MBA) that at one time held skeletal remains of nearly 2000 Hawaiians buried in the elevated vegetated sand dunes inland from the peninsula's northern coastline. This memorial to the MBA was paid for by the Kailua Hawaiian Civic Club and installed along the #2 fairway of the Klipper Golf Course in 1984, situated such that visitors to this memorial have captivating views of the MBA sand dunes at the northern coastal edge of the fairways. A third outreach event was triggered by these tours, when Ms. Cleghorn was solicited and conducted a presentation on the pre-military history of Mokapu at one of the Kailua Historical Society's monthly evening meetings. One of the tenets of the new DoD Policy on Consultation with NHO, DoDI 4710.3, stipulates that consultation between military installations and NHO must include non-project related events in order to be meaningful and indicative of long term relationship building. Ms. Cleghorn has achieved this best management practice in her outreach with the Native Hawaiian community and has thus ensured an important sense of trust felt by NHO who depend on MCB Hawaii for stewardship of their rich cultural heritage. Ultimately, such relationships are key for promoting best possible outcomes resulting from required consultations under the NHPA and NAGPRA statutes.

On the Mokapu Peninsula's eastern shoreline, one of the kupuna (elders) of the Ahahui recounts stories of living in his grandmother's house just inland from this same spot where he would play in the tidepools while his "tutu" watched from her kitchen window.

Preservation Partnerships and Community Meetings: The Hawaii SHPO is mandated to develop and update a Statewide Preservation Plan every 5 years that addresses the status and overall "health" of the SHPO program. Ms. Cleghorn has continued to actively build relationships with the SHPO archaeologists and architects, no matter the different personnel, and was thus solicited to be a member of the DoD working group that assisted the Hawaii SHPO in updating their State Historic Preservation Plan through attendance at community meetings and providing written comments to the Plan's various drafts. The SHPO's statewide community meetings concluded in September 2012; the DoD Work Group provided two rounds of review and comments prior to the end of the community meetings and is awaiting completion of the third and Pre-Final Draft of the State Plan for final review before the Final State Plan is due to the National Park Service (NPS) in March 2013.