

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 80 tenants with a population of greater than 24,000 military and civilian personnel. COMFLEACT manages approximately 1,594 acres of installation with an additional 700 acres of natural area/undeveloped acreage including 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 81 buried cultural properties or archeological sites, 261 historical buildings/architectural structures, 5 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.



Figure 1. COMFLEACT Yokosuka

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 19th 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.

The cultural program promotes the utilization of expertise in the form of an experienced installation cultural resources program manager (Ms. Araki Ryouko) working as both liaison and subject matter expert, communicating the rich history of FLEACT Yokosuka with both Government of Japan (GoJ) officials and members of the Department of Defense (DoD). Although FLEACT Yokosuka falls under all applicable cultural resource laws and regulations, Japanese cultural resource laws and regulations do not apply on U.S. military installations. However the definition of what constitutes a cultural resource or cultural property in Japan is applicable since both the National Historic Preservation Act (NHPA), the Japanese Environmental Governing Standards (JEGS) and Overseas Environmental Baseline Guidance Document (OEBGD) all require DoD agencies and services to protect and manage cultural resources. These include the host-nations equivalent of the National Registry of Historic Places as well as the World Heritage List.

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 to cost-effectively perform its mission with the assistance 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 Integrated Cultural Resources management Plan (ICRMP) is a prime example of the aforementioned collaboration efforts. The ICRMP 2022 update was recently completed with efforts of the CRMs of NAVFAC FE Region and Public Works Department. The updates followed format recommended in the Navy ICRMP Guidance and addressed the following changes: in compliance with the 2022 Japan Environmental Governing Standards (JEGS); inclusion of Archaeological Inventory Survey of Hakazaki, Ikego and Urago of 2017; inclusion of Site Verification and Evaluation of Tunnel Network and Caves of Yokosuka Main Base of

2019; update of inventory of cultural/historical sites and buildings; the update of planned projects that may affect cultural resources; and the addition of tracking metrics using Environmental Management System (EMS) and Cultural Resource Metrics (CRM).

The ICRMP is in use at levels of the environmental program at FLEACT and is used by compliance and planning staff to determine the impact of construction on cultural efforts. Cultural resource program manager participates in the project contract review process and routinely monitor construction project progress. The revision and creation of an Environmental Protection Plan (EPP) and a Supplemental Temporary Environment Control document addresses project site impacts due to construction at the pre-construction phase and promotes cultural resources management through all vertical and horizontal levels of the construction decision making process. As an example, cultural resources program manager provides cultural resource guidance on excavation permit requests, conducts project site visits with the BOE and assists with criteria package preparation for host nation programs including the Japan Facilities Improvement Program (JFIP). Cultural resources program manager ensure artifact recovery only occurs if the items are inadvertently uncovered during excavation in areas not previously known to contain archeological resources. FLEACT Yokosuka maintains profile sheets for each facility listed with the ICRMP for quick reference providing detailed information on the 81 buried cultural properties or archeological sites, 261 historical buildings/architectural structures, and 5 monuments. All of the management techniques listed above help to easily identify cultural assets in the real property inventory, allowing for adaptive reuse of buildings to support mission needs. A noteworthy management approach within the 2022 ICRMP allows for the use of the BoE rating scale that cross references the impact of construction on cultural resources against current, and planned construction and demolition events on FLEACT. A current example would be the projected repair of fire main lines at Dry Docks 4-6 in 2025 which could damage buried cultural properties. As such this can be addressed in 2023 to plan forward and ensure the appropriate surveys and/or data collection will be performed well in advance. This reduces mission creep due to lack of available information during the planning process reducing the need for project over-runs.

Historic Buildings and Structures:

During the reporting period the FLEACT 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. Due to periodic changes caused by the addition of cultural resources to include the dry docks, sea walls and piers the Environmental Division meets regularly with FLEACT Yokosuka Civil Affairs Office (CAO) and the Public Affair Office (PAO) to disseminate information about the designation and plan for additional cultural awareness outreach. The Division has been proactive with the Yokosuka BOE, the Japanese Ministry of Defense, and the State Department to discuss ICRMP preservation guidelines that align with the Japan Heritage recognition.

Floating Pier 5 was built in 1940 and was used at the western port in Japan and towed to FLEACT Yokosuka in 1950 during the Korean War. It has been in service at FLEACT Yokosuka for over 70 years and recently exceeded its service life and was replaced in 2022 with a new pier to support current and expected requirements for SEVENTH Fleet. FLEACT Yokosuka PWD Environmental CRM successfully recorded the replacement project with the entire project going through the appropriate planning procedures with the BoE. These procedures included a demolition survey of the stone ramp which was constructed in the 1880's and was one of the first stone dry dock constructed in Japan. Some of the stones were purposefully removed and transferred to the Yokosuka City Museum for curation. Numerous pine piles were found and removed from the project site, revealing Japanese civil engineering techniques from the 1800s. In addition, two (2) pine piles and associated bricks with original manufacturer logos were transferred to the Yokosuka BoE for their collection and for further research. The strong relationship created through the mutual respect of Japanese cultural heritage has also developed a strong bond with the City of Yokosuka and even private industry leading to gathering historically significant information from post war cultural sites

Prior to the return of the Negishi Dependent Housing Area (NDHA) to the City of Yokohama, a Joint Use and Local Implementation Agreement (LIA) was issued between U.S. Forces, Japan and the Government of Japan (GoJ) in 2020. The GoJ will demolish all the buildings in accordance with LIA and FLEACT Yokosuka which has management authority jointly until the land becomes clear. The NDHA was constructed by the U.S. Army in 1947, and soon after it was turned over to U.S. Navy. The NDHA has been recognized as historically significant by both Yokohama City and Kanagawa Prefecture as the only extant U.S. Dependent Housing Complex constructed during the occupation era. Professors from local universities worked with FLEACT Yokosuka to provide a visual and written record of over 179 tangible cultural resources in the form of town houses within the district. The City of Yokohama also provided drone video footage and shared the results of the survey with FLEACT Yokosuka. Such drone footage is now becoming more commonly utilized and with other documentation provides the cultural resource manager with experience that can be used for archaeological interpretation at other sites such as the archaeological excavation at Ikego.

The shrine situated on OU1 of Tsurumi Fuel Terminal was erected in 1928 by a private Japanese company. In 1952, the land and the accompanying facility were turned over to the U.S. Navy. Unfortunately the impact of age and local typhoons had damaged the shrine, the shrine did not qualify for listing on any of the cultural property registers and cultural resource funding was unavailable. However, dynamic action between FLEACT Yokosuka, the GoJ and the current oil company allowed for the safe removal of the shrine, leaving the Tori gate, foundation, and lion dog statues on-site. A purification ceremony was held by a Shinto priest before shrine removal to ensure the purity of the action and to placate kami, the formless spirits that animate anything of greatness.

Detailed information about the Meiji Period coastal fortifications at Hakozaki Petroleum-Oil-Lubricant (POL) Depot and Main Base, FLEACT Yokosuka was gathered from 2021-2022 to illuminate the Imperial Japanese Navy's fortification process. The project involved fieldwork and archival research to understand the construction, use, and events associated with the coastal

artillery batteries from the Meiji (1868-1912) to Showa (1926-1989) periods to include a detailed inventory and description of extant features related to the coastal batteries at Hakozaki POL Depot. Archival research was gathered from Yokosuka BoE, Yokosuka Environmental Division, the Japanese National Archives, local libraries and on-line resources which included Hakozaki, and the Yokosuka coastal batteries. Both coastal battery locations were used to provide coastal defense and protect the entrance to Yokosuka Bay. An archaeological survey of the site in 2022 examined tunnels, terraces, trenches, batteries, gun positions, and dry docks. Features of special interest within the archaeological survey included brick tunnels, gun emplacements, stony stairway, stacked stonework, an observation station, tunnel shelter, machine-gun emplacement, a possible collapsed tunnel magazine, stone stairway, and pit features. The features identified were generally well preserved, and will aid in the understanding of military and civil engineering techniques of the time. For these reasons, the artillery batteries can be considered a cultural heritage site of great historical value reflecting the pre-war modernization of the Imperial Japanese Navy.

Another meaningful accomplishment to highlight during the award achievement period is the close examination of the artifacts gathered from the archaeological dig at the Yokohama Hospital. Yokohama Naval Hospital was lost due to the impact of the earthquake and subsequent fires caused by the Great Kanto Earthquake on 1 September 1923. In 2022 a military corpsman from Naval Hospital Yokosuka was invited to the artifact storage site in Yokohama to assist the BoE in properly identifying medical supplies, surgical instruments, plumbing and dishware used by medical staff at the time of the Great Kanto Earthquake. Accompanying the medical supplies were decorative bowls provided to the Yokohama Naval Hospital by the Japanese royalty of the time and a piece of pottery dated by the BCE from the Jomon period (6000-300 BCE). Although not as dynamic an archaeological site as Pompeii, this site and its artifacts present a natural disaster that can be used to assist in the recreation of the world before the destruction and post-quake violence that shaped Japanese culture in the 1920s.

Archaeological Resources:

FLEACT Yokosuka has a total of 81 archaeological sites. The sites include both buried and tangible cultural properties. The latter includes a network of tunnels used for storage, air raid shelters, command posts and caves at NS Yokosuka. In accordance with the JEGs, the CRM program must inventory all historic and cultural resources in areas under DoD control to including a network of tunnels that were used as military storage sites by the Imperial Japanese Navy, and as tombs by regional people of the Jomon-Yayoi Period.

In 1993 a study identified tunnel locations within FLEACT Yokosuka, however; there was no comprehensive documentation and understanding of the use of the tunnels and caves with respect to historic base activities was limited. By 2022, all known tunnels and tombs on CFAY were surveyed; however, a survey was conducted of a hill in preparation of its demolition in preparation for a GoJ funded parking tower. Since the area was identified as a historical site, the CRM coordinated with Facility Department for executing a site survey. Archeologists from the Kanagawa Prefectural BoE, Yokosuka BoE and the NAVFAC FE Region CRM, the survey determined that the entrance area was a sea cave of Jomon – Yayoi Period (900 BCE – 239 CE) and it was modified to defensive tunnel during WWII by the Imperial Japanese Navy.

Although tunnel entrances have not yet been sealed at the time of this writing, the underground structures have offered the CRM program a detailed analysis on subterranean construction.

In July 2019, the archaeological excavation at Ikego Base exposed cultural artifacts dating back four hundred years. On-site trenching exposed earthenware of the modern to Edo (1603-1867) to Modern period to include currency from the 1600s (Japanese coinage with markings similar to the Kan'ei Tshuo Japanese mon coin). Once the items were recovered, the BoE worked with cultural resources program manager to determine the artifacts historic purpose to create a more detailed record of the past. A recent drone survey of the site provided aerial imagery of drainage canals and marker stones that could reflect a riverine agricultural community. This site provided site archaeologists the ability to gather a clear and concise image of the site during each stage of the excavation process allowing for a complete view of each temporal layer with regards to cultural development and site geomorphology.

Curation:

Partnerships with local government officials, historical societies and academic institutions enabled FLEACT, Yokosuka to add stones and pine pilings from Floating Pier 5 to the 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.

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 2022, The Environmental Division displayed old base maps and historical artifacts to include a specialized presentation on Commodore Perry's visit to Yokosuka in 1853.

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.

PWD Environmental also supported a student of Kinnick High School who wished to study the history of the NDHA, and since begun the process of moving onwards into an education with a firmer understanding of post war architecture in Japan. FLEACT cultural management along with Professors from local universities provided impromptu field training along with archival research techniques in order to provide assistance. Working with the City of Yokosuka the student also learned drone recording techniques.

Community Relations:

After approval from FLEACT Yokosuka, the CRM coordinated with the Yokosuka BoE and some private companies for the transfer of the Fire Control Table. In 2019, it was transferred to the Yamato Museum in Hiroshima. The Fire Control Table, analog computer device, was a one of discovered relics. The Imperial Japanese Navy used to calculate elevation and bear for low angle gunnery control. The Type 91 was for 14cm gun and successor model Type 98 Mod used for the Battleship Yamato's 46cm gun. In 2022, the museum informed the CRM that it is now officially exhibited in the museum.

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.