

Connecting the Community to the Past

A Comprehensive Historic Preservation Plan for Guam

2007–2011



Guam Historic Resources Division
Guam Department of Parks and Recreation



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Letter from GHRD

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GEF PA'GO CHAMORRO CULTURAL VILLAGE, INARAJAN HISTORIC DISTRICT

The Gef Pa'go Inalajan ("Beauty in Inarajan") is a living museum and cultural center housed in thatched huts and traditionally constructed buildings along Inarajan Bay. The Village captures lifestyle and traditions of the period 1900-1940.

The Gef Pa'go Mission is to provide a showcase of Chamorro culture and heritage, with hands-on educational experiences. Visitors are guided through thatched huts and two historic homes. Cultural crafts demonstrations include coconut husking and grating for use in making coconut candy and coconut oil; making salt from sea water; using coconut fronds to weave baskets in which to steam rice; weaving coconut and pandanus fronds for baskets, hats and other decorations; grinding corn on a stone mitate and making corn tatiyas, making bread and cookies in a traditional hotnu Chamorro oven; and making rope from wild hibiscus fiber.

In addition to daily tours, Gef Pa'go provides a one-week Cultural Day Camp where adults and children "cultural campers" learn the traditional daily-living activities from masters of the various crafts and skills.



Gef Pa'go Chamorro Cultural Village, Inarajan. Photo courtesy Gef Pa'go



Inetnon Gef Pa'go dance group performing a traditional Chamorro dance. Photo courtesy Gef Pa'go.



A Gef Pa'go weaving master demonstrating her skill in weaving a mat. Photo courtesy Gef Pa'go.

Introduction

There are various reasons why preservation is important to Guam, but the most important is that preservation connects the community to the past. Preservation and heritage planning establishes a future direction and vision for historic and cultural resource preservation. On Guam, this cultural heritage includes historic places as well as cultural practices and patterns.

Connecting the Community to the Past: A Comprehensive Historic Preservation Plan for Guam 2007–2011 is a comprehensive plan that will guide the Guam Historic Resources Division (GHRD) in its historic preservation program for the next five (5) years. GHRD is a division of the Guam Department of Parks and Recreation (DPR). The Plan will provide direction for the protection of Guam's rich, but fragile historic resources through a series of Goals and Objectives that will address preservation needs to meet the Plan's Vision. The Plan also identifies current critical trends, issues, threats, and opportunities affecting historic preservation. GHRD is required to prepare a Preservation Plan approved by the National Park Service (NPS), U.S. Department of the Interior to receive annual Historic Preservation Fund grants.

This plan is an update to the 1997 Historic Preservation in Guam: A Comprehensive Plan. The 1997 Plan identified ten major preservation trends and issues: economic development; natural hazards; property rights; effective enforcement of compliance agreements; site looting; public involvement and information; heritage tourism; restoration planning; and long term records and collections care. Since the last plan was published 10 years ago, some issues remain while new trends have emerged that will shape preservation planning for Guam's historic resources.

ST. JOSEPH'S CHURCH



The Guam Preservation Trust funded and managed a major rehabilitation of St. Joseph's Church in 1996. St. Joseph's Church in Inarajan is one of only two pre-World War II churches still in use on Guam. St. Joseph's was built by the people of Inarajan under the guidance of Father Bernabe de Caseda. Father Jesus Baza Duenas, tortured and executed in the last days of Japanese occupation, is buried in the sanctuary. In 1951, the Navy Seabees enlarged and strengthened the original structure.

HILA'AN COMPLEX

The Hila'an Complex is a large, pre-contact habitation complex on the western coast of Guam within the municipality of Dededo. The site is below a cliff line and spans nearly the entire coastline of COMNAV Marianas Communications Annex South Finegayan. The site, listed on the Guam Register, consists of remains of 20 *latte* sets, rock mounds, wells, a cobble wall, and a fresh water pond were recorded within the complex and rock shelters and a sheltered mortar bench on the cliff face north of the coastal strip.

The Complex is accessible by coastal trail, yet vulnerable as it is near a popular snorkeling area known locally as Shark's Hole/Sagua Magas. Many *latte* uprights are no longer standing; others have been almost completely destroyed, leaving limestone fragments where *latte* once stood. Surface scavenging of artifacts, mostly pottery shards, igneous rock fragments, and *Tridacna* shell, has occurred.

At the time it was listed on the Guam Register, it was on Navy-controlled federal property. The land has since been determined excess to federal needs. The U.S. General Services Agency (GSA) took administrative control of the land and began a

process to return the land to GovGuam. During this transition, the federal government did not provide security patrol or other protection measures for the site or order the removal of Chamorro families who had established two homesteads within the Complex in the late 1990s. This procedural lack of stewardship may have resulted in looting and vandalism of the numerous *latte* and other cultural artifacts.

The GSA proposes to convey the South Finegayan parcel containing the Complex to the GovGuam, Guam Ancestral Lands Commission (GALC) for public purposes. During the Section 106 review process, the Guam SHPO and GSA determined that the transfer of ownership may result in physical alterations and other adverse effects. Further cooperative efforts were needed.

In 2006, the GSA, Guam SHPO, and GALC signed a Memorandum of Agreement (MOA) and established a "Historic Preservation Covenant" that will run in perpetuity with the land to ensure consistency with Secretary of the Interior's Standards for the Treatment of Historic Properties and the Secretary of the Interior's Standards and Guidelines for Archaeological Documentation to avoid adverse effects. The covenant ensures that any future use of the property shall protect and maintain the archeological site of Hila'an Complex.



View of Hila'an Complex from the cliffside road to Tanguisson Beach

Planning Process

Guiding Principles of the Plan

Federal policies mandate that each state historic preservation office develop and implement a statewide (in Guam's case, islandwide) historic preservation plan. The NPS provides guidance to each state for future historic planning activities. Overall, the planning process must involve the public. Development of the Plan involves identifying critical issues through assessment of historic resources, and assistance from historic contexts and special studies. The Plan must be understandable and usable by GHRD and the whole preservation community, as it sets clear goals and provides guidance for implementation within a real time frame.

A Plan for the Community, by the Community

Connecting the Community to the Past is a document designed to address the issues and concerns facing historic preservation efforts on Guam. Historic preservation cannot be achieved by a single agency or organization alone. Working within the constraints of GHRD's budget and resources, implementation of the Plan should be shared in partnership with various preservation partners in the community. The Plan is intended to showcase preservation community achievements and build upon new partnerships. For this reason, the Plan was developed with significant input from the public, as well as guidance from the GHRD.

To emphasize the community participation necessary to realize the Plan, the Action Plan includes tasks to be accomplished by government agencies and by community groups. While specific community groups are not identified, it is expected that groups will step up and take action. It is also unlikely that any single group could accomplish the action items alone, and therefore, a broad range of preservation organizations and agencies are invited and encouraged to take the lead in achieving specific action items listed in the Plan.

PLANNING PROCESS

One of the goals in developing this Plan was to obtain and incorporate comments from a wide range of people, organizations, and public agencies. Community participation in the preparation of this plan was critical to understanding what is important to the community. Under the direction of the GHRD, various methods were used to collect information from the broad preservation community.

- **June 2006** The planning team mailed letters, surveys and invitations to cultural and preservation organizations, and various local and federal agencies.
- **July 2006** Group meetings were conducted with invited organizations and agencies. A complete contact list of participants and contributors to the plan is included as Appendix C.
- **July 2006** Survey questionnaires were mailed to Cultural Resource Management consultants, village mayors, and members of the Guam Historic Preservation Review Board.
- **August–September 2006** Public meetings were held. During the public meetings, questionnaires were used to gather more input.
- **TBD** Final Plan is published on GHRD website.

A Vision for Historic Preservation

Communities are actively involved in historic preservation.

All communities are actively involved to ensure historic resources are protected and available in the future. Historic preservation will become a part of everyday lives within the home and school; places public and private; villages and businesses; professional and cultural organizations; federal and local government agencies; boards and commissions. All communities will connect to preservation through protection, restoration, and rehabilitation of historic properties; curation, interpretation, presentation, research, recordation and documentation of historic resources; as well as acquisition and maintenance of these properties and resources. Through education and training, preservation will be realized by the broad community.

Connecting the Community to the Past is a five-year plan designed to activate the preservation community on Guam. The vision for historic preservation will be realized each time an action item in this plan is achieved.

GHRD is instrumental to the preservation community through its mission to provide needed and appropriate direction and resources to the various communities on Guam, enabling them to respond to their specific preservation needs.

GEF PA'GO HISTORIC HOME RESTORATIONS

The Inarajan Historic District contains the only significant cluster of early 1900s vernacular architecture on Guam. In 2004, Gef Pa'go began a "Revitalizing Historic Inarajan" project under a grant from the Administration for Native Americans. Many residents in the Inarajan Historic District were unaware of what could or could be done to restore their historic homes. The grant helped Gef Pa'go generate awareness of the importance of traditional restoration and rehabilitation to historic home owners.

Gef Pa'go is working with the GovGuam Agency for Human Resources Development (AHRD) to provide carpentry and cultural tourism apprenticeships to train a cadre of labor to maintain and service the district using traditional carpentry skills. Gef Pa'go has also applied to the Guam Housing and Urban Renewal Authority (GHURA) for a Community Block Development Grant to purchase empty lots in the District. Traditional homes will then be built and sold either back to the original owners, or to low-income local families.



The restored Josefina Flores Historic Home, within the Inarajan Historic Home District, is one of several homes available for vacation or weekend retreats.



Mariano Leon Guerrero House before restoration



Mariano Leon Guerrero House after restoration

Goals and Objectives

Listed below are five historic preservation goals and associated objectives supported by GHRD.

Goal 1: Protect and preserve historic properties.

- Strengthen local laws and enforcement against destruction of historic properties.
- Assess and maintain the physical conditions of historic properties.
- Pursue community partnerships to preserve historic properties.

Goal 2: Identify, evaluate, and nominate historic properties.

- Identify historic properties on Guam.
- Evaluate the importance of historic properties to the history of Guam.
- Nominate historic properties to the National (NRHP) and Guam (GRHP) Registers.

Goal 3: Invigorate the public and empower communities to preserve cultural resources.

- Promote awareness of preservation issues.
- Invigorate communities to be involved with historic preservation.
- Provide guidance and tools to empower communities.

Goal 4: Establish strong partnerships.

- Promote creative funding and sharing of resources between agencies.
- Incorporate historic preservation at the land use decision level.
- Partner with communities to take action in preservation.

Goal 5: Improve efficient retrieval of information for research and distribution.

- Improve access to existing storage and research facilities.
- Improve the database and inventory of existing historic properties.
- Streamline review processes for cooperating agencies and partners.

RESTORATION OF THE MALESSO KOMBENTO



Before: Southside elevation, adjacent to Route 4.

Listed on the National Register of Historic Places, the Kombento was restored by the Guam Preservation Trust in 1999. Until 1987, it was the oldest continuously occupied structure on Guam. Today, the parish priest for Malessso resides in the Kombento.

The Malessso Kombento was constructed in 1856 to serve as the church rectory for the parishes of Umatac and Malessso (Merizo). The restorers employed original construction techniques, including restoration of the 3-foot thick *mamposteria* walls, replacement of the steep-pitched roofline and interior *lfil* wood beams.

*After: Southside elevation, adjacent to Route 4.
The door and balcony on the 2nd level were restored to original floor plan.*



Cultural and Historic Resources Overview

Guam's historic properties may be physical assets such as archaeological sites, burials, historic buildings and districts, traditional cultural properties, or non-tangible properties such as traditional stories, chants, knowledge, skills, and practices of the community. Historically, Micronesian culture has been passed down through the generations orally or through practice. These practices have been important in maintaining the continuing cultural identity of the community. Preserving Guam's cultural and historic resources is one task of the GHRD.

Preservation

Historic and archaeological resources are protected by a bevy of federal and local laws. Despite these protections, many Guam Register of Historic Places (GRHP) and National Register of Historic Places (NRHP) sites have been altered over the years though development, vandalism, rehabilitation, and natural disaster. For example, Ipao Beach Park has experienced excavation from improvements involving waterlines, construction of pavilions, and landscaping. Fort Soledad has been rehabilitated and then vandalized. North and South Pulantat sites (Manengon Hills) and the Faifai site were altered by development. Plaza de Espana experienced rehabilitation and later damage from typhoons and earthquakes. Topony in Dandan lost pillar structures and mortars through vandalism. The Tarague Beach site has been altered by the creation of military training activities and recreational facilities.

Vandalism has not subsided in the last ten years. Respect and enforcement of the law is insufficient to protect the properties. It is likely that more properties are destroyed than those that are identified and recorded. Continued significant efforts, political will, and community action are necessary to protect Guam's historic resources.

An important GHRD program is the submission and review of historic register nomination forms. The division annually prepares nomination forms for two to three significant properties for consideration for future inclusion on the GRHP and NRHPs. In the last decade, seven properties have been listed on the NRHP and GRHP: Atantano Shrine, Sumay Cemetery, Umatac Outdoor Library and Umatac School, and most recently, the Talagi Pictograph Cave at Yigo. Two additional properties were listed on the GRHP: the Cathedral-Basilica in Hagåtña and the Guam Legislature Building. Pending nominations include two monuments: Marine Drive and Asan Patriots of WWII.

In addition, each year, the GHRD conducts approximately 100 site inspections, evaluates dozens of archaeological reports, environmental assessments and mitigation plans, and reviews hundreds of permits and development projects to assess impacts on historic resources. The physical condition of many of the thousands of sites on the inventory is not known. Many sites are in remote, inaccessible regions and have most likely been damaged by storms.

HISTORY OF THE STATE HISTORIC PRESERVATION OFFICE (SHPO) ON GUAM

Prior to Colonial times, historic preservation did not exist as the regulatory process known today, but was integrated in the traditions of everyday life; such as the passing down of stories, fishing and canoe building skills, or caretaking of the land. In the 1970s, Guam, as an unincorporated Territory of the United States, established a Historic Preservation Office with the assistance of federal grants and local funding.

The GHRD (SHPO) is responsible for "locating and recording historic resources; nominating significant historic resources to the NRHP; fostering local historic preservation programs and ordinances; providing funds for preservation activities; commenting on projects under consideration for the federal historic preservation tax incentive; providing technical assistance on rehabilitation projects and other preservation activities to federal agencies, state and local governments, and the private sector; and reviewing all federal projects for their impact on historic properties." The GHRD, a division of the Guam Department of Parks and Recreation is staffed by the Historic Preservation Officer, territorial archaeologists, technicians, consultants, historic preservation specialists, program coordinator, historian, and librarian.



Hagåtña (Historic District) by Choris, 1817

National Register of Historic Places. A list of properties, which have been formally determined to have historic significance.

Guam Register of Historic Places. Established in 1974, it is Guam's companion to the NRHP and is the official Guam list of history properties worthy of being preserved. Properties listed on the NRHP are automatically listed on the GRHP.

In the past ten years, the eyes of six typhoons have passed over Guam. Super Typhoon Pongsona struck Guam in 2002 and was ranked among the top five most destructive typhoons of the last 100 years. Guam was declared a federal disaster area, resulting in a severe economic distress and property damage.

Inventory Data, Archives, and Collections

The GHRD is the steward of the Guam Historic Properties Inventory, a comprehensive database of Guam's recorded cultural and historic properties. The GHRD inventory contains over 1900 historic properties; 121 have been listed on the NRHP and 150 on the GRHP. Hundreds of additional sites have been determined as being eligible for listing on the NRHP, including sites within military jurisdiction at Andersen Air Force Base (AFB) and Naval Base Guam. The GHRD also maintains a reference library of archaeological survey reports dating from 1968, historic property inventory forms, and nomination documents for the NRHP and GRHP listings, maps, drawings, photographs, and property descriptions.

In 2004, a climate-controlled Advisory Council on Historic Preservation-certified archival storage facility was constructed, with funding from the National Park Service, at the GHRD office to replace their typhoon-damaged facility.

GHRD ensures that information on historic properties, survey reports, and the review process is available to all for educational, planning, and research purposes. They also recognize the importance of protecting and managing the records. GHRD recruited a Computer Database Librarian to develop databases for the inventory and registers, site inspections, and other program information. The GHRD in cooperation with the Guam Bureau of Statistics and Plans (BPS) has been transferring historic property records to electronic format and developing Geographical Information System (GIS) maps and databases which will assist in inter-agency coordination, land planning and review. Much of the data is sensitive and restricted to prevent looting or theft of the significant properties. Therefore, GHRD requires federal and local agencies to sign a Memorandum of Agreement pertaining to the use and privacy of this information.

In addition to the GHRD inventory and documents, the Richard F. Taitano Micronesian Area Research Center (MARC), University of Guam contains several unique collections of historical significance to the region. MARC controls the Guam, Micronesian and Spanish Document and Manuscripts collections, artifacts, and war claims files. In addition to University research, translation, and publication activities, MARC maintains the collections for use by the people of Guam, the region, and researchers worldwide.

The Guam Museum serves as the depository for Guam's cultural artifacts, but the collection has been in temporary and inadequate storage facilities since 1992. Originally, the Guam Museum was part of the Guam Public Library and was located at the Garden House of the Plaza de Espana. In 1992, it was separated from the Guam Public Library and the exhibit was relocated to the Cliffside annex at the Adelup complex. In 2002, the Museum was damaged by Super Typhoon Pongsona and temporarily relocated to a converted house at Tiyan. In 2003, the Museum set up an exhibit at the Guam Premier Outlet mall. In April 2004, the Museum's exhibit was moved to the Micronesia Mall, where it averages approximately 5,000 visitors per month.

GovGuam formed a Museum Task Force to steer design and construction of a new Cultural Heritage Museum located along the Hagåtña cliff line in the Hagåtña Historic District, scheduled to begin construction in mid-2007. There continues to be an urgent need for the new museum for storage of Guam's archival, artifact, and burial remains.

Over the past forty years, the Guam Museum received gifts from private collectors. A significant portion of Guam's collection remains in storage under substandard conditions or is held privately until a suitable museum facility is available. The new museum would serve as a curation facility for archived print material research as well as artifacts and human remains.

Remnants of Guam not in the possession of the Guam Museum are with private collectors in Guam or are strewn throughout many cities in the world including Manila and Cebu, Philippines, Madrid in Spain, Mexico City and Acapulco, and various U.S. cities—Washington, D.C., Annapolis and Honolulu.

The NPS's War in the Pacific National Historical Park, T. Stell Newman Visitor Center museum and park headquarters was forced to close in early 2003 after Super Typhoon Pongsona. The center sustained irreparable damage from flooding, high humidity, mold damage, and loss of infrastructure. The park's archives and collections, in temporary storage, will be co-located with the Navy Museum in a newly renovated center near the entrance of the Navy Main Base at Orote.

Other important institutions contributing to or housing Guam's collections and archives include the Department of Chamorro Affairs, the Guam Public Library, the American Institute of Architects (Guam Chapter), the University of Guam (UOG), the Guam Community College, and public and private schools. Many historic artifacts and collections originally on Guam are now located elsewhere in permanent museums, private collections, and foreign collections.

Historic Contexts

GHRD is developing descriptions of 18 chronological contexts for Guam historic properties. Historic contexts provide a frame of reference for historic properties, and are used to evaluate and organize information about the properties. Each context period is represented by typical types of historic and archaeological properties. The contexts are useful not only for NRHP and GRHP listings and review of environmental impact documents, but in guiding survey methods, preservation treatments and data recovery, and in developing educational materials. A complete description of each historic context is located in Appendix A. The following summarizes the types of historic resources found within the different contexts.

Archaeological Resources

Archaeology as the scientific study of human culture through the recovery, documentation and analysis of material remains and data such as architecture, landscape, and artifacts and often provides the only means by which to learn about past cultures. The goal of archaeology is to document the origins and evolution of human culture, understand history, and study behavior of prehistoric and historic societies.

The Mariana Islands are estimated to have been inhabited as early as 3,500 years ago (Spoehr). Guam's original inhabitants, known as Chamorro, are believed to be from Southeast Asia, most likely from the Philippines and having cultural and linguistic similarities to the

peoples of the Philippines, Malaysia, and Indonesia. Archaeologically, Guam's historic contexts from settlement of the island until approximately 1700 AD are referred to as the Pre-*Latte*, Transitional and *Latte* periods. These periods were determined from pottery analysis, with distinctive differences in ceramics design, color, decoration, wall thickness, material composition, and technology. Other archaeological sites identified during these periods include burials, *latte* sets, rock shelters, hearths, tools, and habitation debris. Pre-*Latte* settlement appears to have been along the coastline; evidence of inland settlement along river valleys does not appear until late in this period. Almost no evidence of Pre-*Latte* architecture has been recorded.

Archaeological sites shedding information on the daily lives of the Chamorro are recorded in the Guam Historic Properties Inventory. Most recorded prehistoric sites (places that contain evidence of past human activity) include burials, pottery scatters, and artifacts belong to the Pre-*Latte* and *Latte* contexts. Many other archaeological sites are unrecorded or have not been discovered, and are likely to remain undiscovered for some time barring property development or other ground disturbance.

Sites found from the *Latte* periods include *latte* (a series of upright stone pillars with capstones serving as house foundation structures), burials, and settlements inland. *Latte* is found mostly along the Mariana Island shorelines and inland in the agricultural settlements on Guam.

Historic Resources

Physical evidence of European settlement and Guam's colonial periods is in the form of buildings, structures, fortifications, monuments, historic sites, districts, and traditional cultural properties.

When the first Europeans arrived on Guam (Ferdinand Magellan's Spanish fleet landing in 1521) the Chamorro population on Guam was estimated at 20,000. The Chamorro were living in hundreds of small villages under the control of chiefs. The economy was based on subsistence, and the Chamorro were proficient in fishing, agriculture, hunting, seafaring, and craft skills.

Historic properties identified during the time of European contact through the Spanish periods include monuments, such as the one marking Magellan's landing at Umatac; Spanish public works projects such as bridges, cart-paths, and forts; and churches resulting from missionary influence. The Plaza de Espana, the Spanish Governor's residence, and the former central square of old Hagåtña is a historic district.

The final century of Spanish rule of Guam ended in 1898 with the Spanish surrendering Guam at the end of the Spanish-American War. Under the American Colonial period, the Americans instituted widespread social, landholding, and educational reforms on Guam. Large public works projects were constructed, including air fields, cemeteries, schools, and repair of bridges and

roads. Construction of Catholic churches between WWI and WWII are also representative of this time.

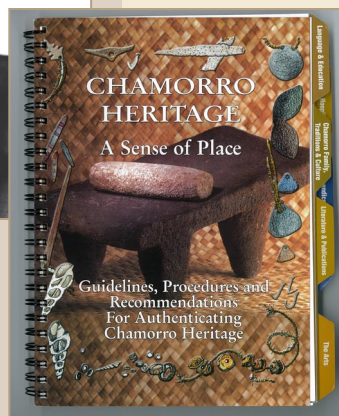
The history of WWII and Japan's military invasion, occupation, and fortification of Guam in the 1940s is found in properties such as pillboxes, man-made tunnels, coastal defense gun positions, airfields, anti-aircraft positions, foxholes and trenches. Natural caves with World War II remains, stragglers' caves, sunken vessels, World War II mass graves, and isolated World War II artifacts, normally found on cliff areas and jungles are also indicative of this historic context. Historic properties from this era can also be found submerged in offshore waters.

After the brief Japanese occupation, the U.S. Navy took control of Guam. Due to the planned invasion of Japan in World War II, a rapid construction of buildings and amenities for the ground and air forces of the United States was implemented on Guam. Historic properties during this period include military structure Quonsets, churches, and first government of Guam buildings.

The short American control was capped by the Organic Act, granting the local people of Guam U.S. citizenship, and the lifting of the Naval security clearance. Guam gained the authority to elect officials and establish a free enterprise. During this period, government structures that were built include the Guam Congress Building, Manuel F. Guerrero Building, and the Government House.



Chamorro Heritage, A Sense of Place, Guidelines, Procedures and Recommendations for Authenticating Chamorro Heritage, published by the Department of Chamorro Affairs "to ensure authenticity of products and services as well as ensure truthful and accurate presentation of information about Chamorros and things Chamorro."



NON-TANGIBLE PRESERVATION ACTIVITIES

There is a genuine interest in preserving non-tangible traditions and subjects such as language, oral history, and genealogy, in addition to preservation of physical properties such as buildings and artifacts.

Digitized Chamorro Language Sources

The Center of Excellence for Chamorro Language and Culture has initiated a project to document the endangered Chamorro language of the Mariana Islands. Traditional knowledge captured through stories, history, beliefs, proverbs, customs and more are passed through language. With changing family structures and the impact of migration, there is a critical concern for the loss of indigenous Chamorro language and culture.

The Center will develop digital audio and video Chamorro language sources to provide opportunities for students, Chamorro teachers, researchers, linguists and others interested in Chamorro language and culture to use for Chamorro revitalization programs in the Mariana Islands.

Genealogy

The Richard F. Taitano Micronesian Area Research Center (MARC) at the University of Guam is developing a master computer database of Chamorro genealogy under the Chamorro Roots Project. Church and civil records on births, baptism, marriages, and deaths have been combined with voter registries, interviews of family members, and archival data, including 1897 Patron De Almas (Census of the Mariana Islands by the Spanish Government), the 1920 Church Census of Guam, the 1920 U.S. Census of Population—Guam, and the 1930 U.S. Census of Population—Guam, to produce a comprehensive listing of Chamorro names and extensive information on family relationships.

Guam Now and Future

During the public participation process of the preparation of this plan, an important goal was to generate discussion on the major trends and issues facing Guam that may affect historic and cultural resources. Since 1997, when the last plan was published, some issues remain while new issues have emerged. Connecting the Community to the Past is focused on the following five (5) Trends and Issues:

- Development
- Government
- Heritage and Culture
- Information Management and Technology
- Natural Environment

Development Trends and Issues

With the combination of increased tourist-related development and military buildup, Guam's economy is in an upswing, with no projected leveling or decline in the foreseeable future. Although growth and development are seen as beneficial to Guam, safeguards are needed to ensure that the impacts of growth, development, and land use do not negatively impact significant cultural and historic resources.

The Island of Guam is the largest and southernmost island in the Marianas Archipelago. It is the westernmost possession of the United States, located approximately 3,700 miles west of Honolulu, and 1,500 miles southeast of Tokyo. Guam's economic and financial stability is extremely vulnerable to outside

influences. Its relative nearness to Japan makes it a desirable travel destination for Japanese tourists. Guam's geographic location also makes it highly valuable to U.S. military strategists as it is closer to some of the world's trouble spots.

Regional and global economic and financial problems dating back to the Asian financial crisis of 1997–1998 plagued the island's recovery from the Japanese asset price bubble of the early 1990s. Then, as signs of recovery began to emerge in 2000, continuing into 2001, the terrorist attacks of September 11, 2001, on New York and Washington D.C. set in motion a chain of events that would ultimately cut monthly visitor arrivals by as much as 50–60%. In 2003, the Iraq War and the SARS epidemic contributed to yet another round of declining tourists from Japan. These global events, combined with the natural disasters and economic problems in the region continued a contraction in Guam's economy that began in the mid 1990s. [Guam Economic Report, October 2003, Bank of Hawaii]

By 2006, Guam's economy began an upswing in all primary sectors, namely tourism, military, and real estate and construction. Guam's tourism has seen some revival in the past several years, with the recent annual total of 1,227,587 visitors, nearing the highest annual total set in 1997 of 1,381,513. The military's recently released plans to transfer over 8,000 active duty Marines from Okinawa to Guam has given a jumpstart to the military economic engine. Real

OKURA HOTEL SPIRITUAL CEREMONY

The Okura Hotel Guam in Tumon was authorized by the Guam Land Use Commission to perform major renovation works to the hotel. The approvals required all earthwork activities to be monitored by an archaeologist in the event that cultural artifacts were discovered during construction. In 2006, during earthmoving activities, human skeletal remains were uncovered. The construction work was stopped to allow archaeologists to perform surveys and collect data, in compliance with Guam law and Executive Order 89-24.

Soon after the remains were discovered, the hotel developer allowed Chamorro cultural groups to perform ancient burial rituals as a form of “Respetu I Manaina-ta” [“respect for our elders”] along the beach near the discovery site. Devotees gathered to observe chants and blessings for the ancient remains.



estate prices are rising in anticipation of the military buildup, giving a boost to the construction industry. [Economic Forecast—Guam Edition 2006–2007 First Hawaiian Bank]

Tourism

Tourism is a major industry of Guam’s economy and remains a constant economic provider for the whole island. By 2005, tourist arrivals began to rise and are continuing to show signs of stability. Confidence in tourist arrivals has generated the interest of large developers to once again invest in Guam, either by buying existing developments and upgrading within the property boundaries, or buying undeveloped lands and seeking approval for mid- to large-scale resort or housing developments.

Most of the current hotel development has occurred in Tumon, an archaeologically rich area where Pre-*Latte* and *Latte* settlements are known to have occurred. As Tumon is almost fully developed, pressure for development is now seen on other coastal beach properties with known cultural and historic properties. For example, a beach resort for day-tourists was recently developed at Uruno, near a GRHP and NRHP site on the northwestern coast of Guam. The development included a bathroom structure with trenching for utilities. GHRD required the hiring of an archaeologist for monitoring during construction. Eco-tourism and heritage tourism have increased the demand to view and visit the natural,

cultural, and historical resources of Guam. According to a 2004 Japanese Visitor Profile commissioned by the Guam Visitors Bureau, archaeological site visits rank as one of the top five most popular tourist activities along with sight-seeing. [Guam Comprehensive Outdoor Recreation Plan 2006, Department of Parks and Recreation].

Military Build up

In addition to tourist-related development, Guam has become an extremely valuable base to the U.S. Department of Defense (DoD). With its strategic location, Guam is a valuable forward deployment base and logistics hub for sea, land, and air forces operating in Asia and the Western Pacific. From 1995 to 2001, Guam’s military bases were in a downsize mode, with excess lands being returned to GovGuam and subsequently original landowners. Since 2001, the mission of the military on Guam significantly increased in support of anti-terrorist and the Iraq War activities.

In October 2005, the U.S.-Japan Security Consultative Committee approved the relocation of 8,000 Marines to Guam. The U.S. Pacific Command plans to relocate U.S. Marine Corps (USMC) Expeditionary Force components and headquarters to Guam; improve Naval Base Guam; continue development of Andersen AFB; and improve associated infrastructure, housing, and quality of life facilities. The plans will upgrade, improve, and expand military facilities throughout

Guam and build additional troop and family housing. The military's total population will increase from a current loading of approximately 14,190 to approximately 40,380 active duty and dependents. The build-up will occur on all military landholdings on Guam. ["Guam Integrated Military Development Plan (Releasable)", July 2006]

Under the Section 106 historic property review process, all federal undertakings must be reviewed by the SHPO. In the next 5–10 years, a large number of construction projects are expected to accommodate the military buildup and most likely will require additional SHPO staff and resources to process the reviews in a timely manner.

Federal landholdings on Guam have many historic and cultural sites already listed on either the GRHP or NRHP or are eligible for listing. Such sites are generally not open to the civilian public or non-military visitors, except with permission.

Federal Cultural Resource Managers have stated that staffing fluctuations and a lack of qualified applicants for transfer to Guam in the past decade have restricted their time to dedicate to preservation issues.

Site-specific impacts from military build-up may result in the removal or demolition of historic properties, or loss of archaeological sites in order to make room for buildings, training fields, and other facilities. There are a number of tools to mitigate

impacts of growth and development on federal lands. Examples include Memoranda of Agreement between the federal agencies and the GHRD, and adopting Cultural Resources Management Plans (CRMP) to protect significant archaeological, architectural, and cultural resources on Guam. These CRMPs will ensure that preservation and protection are carried out in a manner that is compatible with federal agency mandates while satisfying legal compliance requirements and guidelines, and is consistent with ecosystem management principles and guidelines.

Land Use

Guam real estate prices have recently attained pre-recession levels and several new housing developments are currently under construction. [Economic Forecast—Guam Edition 2006–2007, First Hawaiian Bank] The demand for houses has accelerated the acquisition and use of undeveloped lands. Although the GHRD is mandated to review construction projects as part of the building permit process, the lands are routinely cleared and developed without adhering to the law. Bulldozer damage to potentially significant and undocumented historic sites has occurred around the island in the past. GHRD does not have a large enough staff to inspect all construction activities. Through recent cooperation efforts with the GovGuam Department of Public Works, all construction permits (clearing and grading, building, etc.) are routed to GHRD for clearance.

SOUTH FINEGAYAN LATTE STONE PARK

The South Finegayan Latte Stone Park is a Guam and National Registered Site located at the Communications Annex South Finegayan, in Dededo Guam. The site was discovered in 1972 during U.S. Navy construction of housing. The site consists of 10 *latte* structures, with one upright missing.

The Navy took steps to preserve the site by presenting the *latte* in a park setting, installing a walkway and interpretive signs. However, the site is surrounded by modern residences, modifying the cultural context interpretation of the site from its original environmental setting.



LAWS AND REGULATIONS PERTAINING TO HISTORIC AND CULTURAL RESOURCES

U.S. Federal Laws and Regulations

- Antiquities Act of 1906
- Historic Sites Act of 1935
- National Historic Preservation Act of 1966
- National Environmental Policy Act of 1969
- Archaeological and Historic Preservation Act of 1974
- Department of Transportation Act, Section 4(i), as created by the Amtrack Improvement Act of 1974
- Public Buildings Cooperative Use Act of 1976
- Archaeological Resources Protection Act of 1979
- Abandoned Shipwreck Act of 1987
- 36 CFR 800
- 36 CFR 60
- 36 CFR 61
- 36 CFR 63
- 36 CFR 68

Guam Government Laws

- Public Law 12-126
- Public Law 20-151
- Public Law 27-89
- Title 21 Guam Code Annotated, Chapter 76, Historical Objects and Sites
- Executive Order 89-9
- Executive Order 89-24
- Public Law 21-104

One problem with development has been the piecemeal permit process where contractors will only get a permit to clear, bulldoze, trench and destroy along planned roadways, but will then sell the lots to private individuals, who then proceed to excavate for housing and utilities without any archaeological requirements being enforced. The archaeological record will only show what was identified in the narrow corridors of the roadways, while the large plots of land that potentially contain village, house, burial and other cultural materials are destroyed without archaeological survey or recording.

Government Trends and Issues

Federal and local Guam laws and regulations exist to protect cultural and historic resources, but knowledge and enforcement of these laws is not widespread. Since passage of the National Historic Preservation Act of 1966 (NHPA), the federal government has provided support for preservation through legal protection, creation of a National Register, educational programs, technical assistance, tax incentives and funding. This support has been essential to preservation efforts on Guam.

Title 21, Chapter 76 of the Guam Code Annotated (GCA), “Historic Objects and Sites,” mandates public policy to promote the use and conservation of historic, archaeological, architectural, and cultural heritage property for education, inspiration, pleasure, and enrichment of Guam residents. All GovGuam

agencies, departments, institutions, and commissions are required to cooperate fully with the GHRD in the preservation, protection, excavation, and evaluation of historic properties and sites. A summary of the federal and local laws appears in Appendix B.

Enforcement Policies

Vandalism, looting, and destruction of historic properties and resources continued to be a major issue in the past decade. Title 21 GCA Chapter 76 makes it unlawful for any person to “take, appropriate, evacuate, injure or destroy any prehistoric or historic ruin or monument or object of antiquity situated on lands owned or controlled by the territory without permission” from the GHRD. The crime is considered a petty misdemeanor with a fine of \$5,000 or 60 days imprisonment or both. It is difficult to identify perpetrators, so the law is rarely enforced. Most of the archaeologically rich sites are in remote inaccessible areas away from view of the public and enforcement agents.

What may be considered by law as “looting” is perceived as “salvaging” by some in the community. In many instances, the perpetrators have taken artifacts that were bulldozed and pushed aside by property owners. These “salvaged” artifacts are then displayed in full view in front of homes, as a means of showcasing cultural pride, disregarding the law prohibiting such actions.

In addition to building permit clearances, data recovery review, Section 106 review, construction

monitoring and other preservation obligations, the GHRD staff is required to carry out enforcement policies for the Agency.

GHRD staff lacks law enforcement experience and capability. Current enforcement measures are ineffective and the current civil penalties are not a deterrent. The Guam Attorney General (AG) is mandated to represent all GovGuam agencies in prosecuting violators of local laws, including the “Historic Objects and Sites” law. Unfortunately, vandalism and looting of historic sites is very difficult to prove and is not a high priority for the AG, with finite resources and their priority to prosecute felonies. Although the GHRD has published anti-looting and vandalism posters and erected “Warning Signs” at or near known historic sites, stronger enforcement policies are needed to deter and eliminate vandals and looters.

Not only looters, but professionals also contribute to the vandalism of historic resources. Many contractors are unaware, or even feign ignorance, of the historic preservation laws. GHRD is required to review any construction permit, but cannot ensure that contractors follow proper procedures related to historic preservation laws.

Property Management and Maintenance

Many historic properties have suffered damage in the last five to ten years from multiple typhoon events, earthquakes, looting, and vandalism. GHRD has been

WARNING SIGNS

In 2000, the GHRD installed Warning Signs at culturally-sensitive sites as part of its enforcement program. The signs are meant to deter looting and vandalism of cultural and historic sites around the island. Although GHRD feels this public awareness campaign is working, there are no current statistics on the number of reports that have been called in.



PUBLIC AWARENESS AND ANTI-LOOTING CAMPAIGN POSTERS

As part of its public awareness and enforcement program, GHRD has published various posters showing cultural sites and artifacts. These

campaign posters are meant to discourage looting and vandalism, while showcasing valuable cultural resources in their natural settings. The posters were distributed to schools and government offices for display.



MERLYN G. COOK SCHOOL

This M.G. Cook School, named after the first head of the Department of Education under the naval government was constructed in August 1941. It was also known as the Merizo Elementary School and later served as a recreation center. In 1997, the Guam Preservation Trust restored the historic building, listed on both the Guam and National Registers of Historic Places.

The Guam Department of Parks and Recreation maintained the building after renovation but it was later damaged by typhoons and is closed, pending repair funding. Windows installed as part of the restoration have been broken by vandals and are now boarded

with plywood. The typhoon-damaged metal roof is rusted and the lack of repairs has left the building vulnerable to the effects of Guam's harsh tropical climate. The Guam Historic Preservation Review Board is preparing a Guam Preservation Trust grant application to repair the Cook School. There is a concern, however, that the building should be occupied and maintained on a regular

basis to deter future vandalism. In early 2006, jurisdiction of the school was transferred to the Merizo Mayor's Office, which plans to use the building as a community or youth center.



Merlyn G. Cook school after the Guam Preservation Trust restored it in 1997



Merlyn G. Cook School with boarded windows, closed for security concerns

re-surveying sites as funding is available. However, GHRD does not have the resources to commission inspections of all the sites, such as pre-historic sites in remote coastal areas of Cetti, Sella, and Toguan Bay.

Once a historic property has been restored, there is no efficient transfer of ownership from GovGuam to a new property owner or manager. Examples of this include the Merlyn G. Cook School in Malesso, the Inarajan Community Center, and the Lujan House in Hagåtña. Restored properties that remain vacant tend to decay at a faster pace due to lack of maintenance, or are vandalized without the monitoring of a continuous tenant.

Adaptive reuse of restored historic buildings is common in cities with an abundance of historic structures. It has become a popular means of deferring demolition of old buildings, while providing space for public purposes, such as administrative offices, community centers, low-rent housing, etc. Many historic structures on Guam are prime candidates for adaptive reuse. Examples include the Lujan House in Hagåtña, which has been identified by the Guam Preservation Trust, GHRD, and the Guam Department of Chamorro Affairs as a potential site to renovate for administrative office space. While it is impossible for all three agencies to be located at the site, the fact that at least three agencies have considered it for adaptive reuse gives it credibility as a potential site.

Federal and Guam SHPO Cooperation

Many compliance agreements are in the form of a Memorandum of Understanding (MOU) between a federal agency and the SHPO. Both Federal and local agencies are responsible for the protection of resources. The Federal agencies on Guam, such as the Naval Forces Marianas, U.S. Air Force, and the U.S. Fish and Wildlife Services (USFWS), follow federal preservation laws, policies and procedures, and are required to consult with the Guam SHPO, under Section 106 of the NHPA. Section 106 requires that federal agencies consider and take into account the effects of its undertakings on historic properties.

In addition to federal laws and regulations, federal agencies are governed by local Guam laws and regulations. Federal agencies have Cultural Resource Management Plans in place to outline management and preservation, standard operating procedures, consultation procedures, and program responsibilities.

The time required to negotiate and agree between parties can take months or even years. In the meantime, preservation efforts can be delayed, leaving the site vulnerable to looting, vandalism, or natural disaster. Hila'an, the site of a prehistoric Chamorro village as well as a Spanish-period village called Gilan, is an example of a site in limbo between caretakers. The site includes *latte* structures and other archaeological artifacts. It is located on the northwest

coast of Guam, on the former Harmon Annex of the U.S. Navy. In 1995, it was declared excess federal land and was slated for return to GovGuam. In 1996, without an on-site tenant presence, individuals started squatting on the property, and vandalism and looting of the site may have taken place. The MOU was recently signed by the Navy and SHPO, ten years after the site was declared excess.

Private Property Rights

Many private property owners are concerned with loss of property rights if their land or home is placed on the GRHP or NRHP. This growing misconception or fear is seen when an owner is willing to abandon a home, instead of investing in restoration of a usable historic building. Some historic homes in the Inarajan Historic District have been abandoned because the owners or their heirs do not want to spend the money to repair, or are not interested in restoration.

There are dozens of historic homes listed on the GRHP and NRHP, especially in Hagåtña and Inarajan. Many of these homes have been in the family for generations, but clear title to the property is sometimes not resolved, making it difficult for the GHRD or other preservation partners to negotiate and adopt a preservation plan.

By law, property developers are required to submit a cultural resources inventory study as part of their development approval. However, few developers embrace the perceived restrictions to development placed upon them by government reviews. One

successful program was done by Leo Palace Resort, where artifacts discovered onsite during project construction were put on display in the Manenggan Golf Course Clubhouse. School children and other visitors were allowed to visit the display and learn about the cultural resources on the site.

Heritage and Culture Trends and Issues

Island residents, visitors, and other communities are becoming more aware of Chamorro heritage and the unique qualities of the culture. There is a great sense of pride and responsibility for the resources.

Heritage Authenticity

An issue of ensuring that “authentic” Chamorro history and culture is promoted, especially to tourists, was raised during the public participation process. Even though tour guides are required to obtain a certificate from an established educational institute to insure historic accuracy of information, other tourist businesses are not held to the same standards for cultural accuracy. For example, hotels are not monitored for displaying authentic cultural objects or activities. In 2003, the GovGuam Department of Chamorro Affairs (DCA) published “Chamorro Heritage—A Sense of Place” with guidelines, procedures, and recommendations for authenticating Chamorro Heritage. The Chamorro Heritage core areas included in the publication are: Language and Education, Chamorro Family Traditions and Culture; Literature and Publications, The Arts, and Culture and Hospitality.

Cultural Diversity

Awareness and promotion of cultural diversity has risen on Guam in the last 10–15 years. As more people are moving to Guam for better work and education opportunities, there has been a shift in demographics. The Chamorro population, while still the largest population at 37 percent, is not the majority. The next largest population on Guam is Filipino, representing 26.3 percent of the population. Other populations on Guam make up less than 10 percent individually, and include:

Asian mix (7 percent), Caucasian (6.8 percent), Chamorro mix (5.1 percent), Chuukese (4 percent), and Korean (2.5 percent). Other ethnic groups on Guam are less and 2 percent each of the total population. [2000 Census of Population and Housing—Guam].

Historic ethnic properties often include structures or sites that are important because of people or events. There are no properties on the Guam historic resources inventory associated with non-Chamorro ethnic or cultural significance. As non-Chamorro ethnic groups increase in population, they will establish their own historic or cultural resources. These ethnic communities should be encouraged to value historic preservation to ensure that preservation of their cultural resources is not overlooked.

Stewardship of Cultural Resources

Since many cultural resources (such as *latte* features, *lusong*, and other artifacts) are located on private lands, cultural resources are sometimes not viewed as community objects but rather personal property in the form of family heirlooms, with spiritual connections to their ancestors. These resources are not shared with others that may want to visit or view them.

Stewardship of historic and cultural resources should start at the elementary school level so that children grow up with a strong sense of heritage preservation. As adults, they will pass on their sense of heritage preservation to the next generation and continue the tradition.

Information Management and Technology Trends and Issues

Information management is a fundamental tool for the GHRD in carrying out its duties and responsibilities to identify, manage, and protect historical resources. Every historic or cultural item listed on the Inventory comes with a tremendous volume of information that must be managed and made available to other cultural resource managers and the public.

Ultimately, the information in the GHRD's inventory belongs to the People of Guam. Guam's Freedom of Information law (5 GCA Ch. 10, also known as

the "Guam Sunshine Reform Act of 1999") does not exempt information on historical, cultural, archaeological resources from public disclosure requirements.

As technology continues to change at a rapid pace, information is more accessible with new products and services. More people are able to access information as computers become common at work, school, and home.

Public Awareness

Even with the advancement in communication technologies, awareness of preservation does not reach the whole community. Effective communications and education are important for preservation. The growth of the Internet presents opportunities for great amounts of information to be shared all over the world and from one location to another almost instantaneously. The GHRD has launched a website with information on Historic Preservation Review, planning process, mitigation measures, and laws.

Surveys and Inventories

Survey information needs to be current to assess the status of the inventory. Technical problems with computers and software have impacted GHRD's ability to maintain and access their inventory and library databases. This problem has made it extremely difficult for students, architects, planners, engineers, environmental consultants, and cultural resource managers to research historic and cultural sites. The

GUAM MUSEUM



The new Guam Museum will be constructed on the cliff-line overlooking the Hagåtña Historic District. Designed by Architects Laguana & Cristobal, the museum is scheduled for construction in 2007.

BSP is in charge of establishing and maintaining a GIS with databases keyed to GIS map layers for all GovGuam agencies. Historic and cultural resources are to be included in the GIS database and map layers, however, a policy has been put in place to prevent access to the maps and database by the general public.

There is a critical lack of up-to-date records of locations for reported/studies sites. While the GHRD is required to maintain the islandwide historic property inventory, there are other entities charged with managing historical resources. Cultural resource management consultants, the Guam Museum, the HOG MARC library, the Guam Public Library, cultural resource consultants and others maintain their own inventories and libraries, out of necessity. Currently, the Cultural Resource Management (CRM) consultants must rely on their own network and working relationships to find out where recent sites have been located. The GHRD needs staff with database management experience to establish and maintain the inventory records, maps, photos, survey reports, etc.

Documents, Artifacts, and Museums

The Historical Objects and Sites law requires a certified facility to archive and protect historic documents, artifacts, and human remains. While there is a “Guam Museum” entity within the GovGuam Department of Chamorro Affairs, there is not a physical Guam Museum to comply with the law.

There is a critical need for a curation facility staffed by post graduate degree and professional museum specialists. Survey reports and artifacts need proper storage, and cataloguing in a state-of-the art facility that is maintained professionally and regularly, with backup electrical power and climate control. Without this facility, documents and artifacts will continue to be vulnerable to manmade and natural disasters.

In 2005, the Governor of Guam created the Guam Museum Task Force, whose purpose was to contract an architectural firm to design a new Guam Museum as well as to seek funds for the construction, staffing, and maintenance and operations. The new Guam Museum is slated to be constructed on the cliff line overlooking Hagåtña, between Fort Apugan and the Governor’s Residence. The task of seeking funding for the museum’s construction, staffing, maintenance, and operations is still underway by the task force.

Natural Environment Trends and Issues

Guam’s location in the western North Pacific, while touted as a “beautiful, tropical island setting,” also makes it vulnerable to the most destructive natural disasters in the world: typhoons and earthquakes, resulting in frequent damage to cultural resources.

Natural Disasters

Guam is located in an area of the western North Pacific Ocean known as “Typhoon Alley.” In general, destructive winds, storm surge flooding, river and

stormwater flooding, high surf, coastal erosion, and salt spray during typhoon events cause the most damage to Guam's natural and built environment, historic sites and structures. Recent storm events have damaged registered historic sites. Unreinforced *mamposteria* walls have toppled over during typhoon winds. Spanish-tiled roofs supported by wood framing on historic structures such as the Azotea and Chocolate House at the Plaza de Espana have been damaged significantly by typhoon winds. The Talayfac Bridge in Asan, one of the last Spanish bridges constructed of *mamposteria* blocks in a double-arch span, was most recently damaged by the 2002 Super Typhoon Pongsona. In addition to historic sites being damaged by typhoon winds and rain, there is a threat of damage to records and artifacts due to water intrusion, mold, and mildew at storage facilities used by the GHRD, consultants, NPS and the Guam Museum.

Earthquake damage is also a common natural disaster that occurs on historic sites and structures. A large earthquake in 1993 caused significant damage to historic sites throughout Guam. St. Joseph's Church in the Historic Inarajan District (a GRHP site) was severely damaged, and the San Dionisio Church in Umatac (a GRHP site) experienced extensive structural damage to its walls and steeple in the 1993 earthquake. The Lujan House in Hagåtña (a GRHP and NRHP site) experienced diagonal cracks along its *mamposteria* walls during large earthquakes in 2001 and 2002.

Termites and mud dauber wasps are also common pest problems for historic sites, especially those that are uninhabited. Termite infestation of wood elements has damaged the Lujan House (GRHP site) in Hagåtña. Pictographs in the Ritidian Cave (within the Ritidian site, a GRHP cultural site) are threatened by destruction due to the mud dauber wasps building mud nests directly on the cave walls, obliterating the ancient pictographs.

Disaster Management

The GHRD has signed a MOU with the Federal Emergency Management Agency to establish protocols and other standard operating procedures in the immediate aftermath of a typhoon event. The same type of agreement does not yet exist between GHRD and other cultural resource managers such as the U.S. Navy, U.S. Air Force, USFWS, and GovGuam.

DISASTER MANAGEMENT PROGRAM FOR HISTORIC SITES

Forging closer ties and cooperation, GHRD and the Federal Emergency Management Administration (FEMA) signed a Programmatic Agreement in 2001/2002 establishing preservation protocols. The relationship was tested and strengthened after Guam's December 2002 Supertyphoon Pongsona. FEMA and GHRD officials worked together throughout the response and recovery period. GHRD provided FEMA's field office with maps, data, and technical assistance during FEMA's relief effort as FEMA was most concerned with preserving Guam's historic properties.





EARTHWEEK

GHRD participated in Earth Week as a community outreach program. Students acted as archaeologists and were allowed to dig through a replica of an archaeological site in search of pottery shards, shells, bones, etc.



Action Plan

GHRD has outlined five ongoing goals to guide Guam's preservation community. Each goal has tangible action items that may be implemented or accomplished within the next 5 years. Local and federal agencies are not the only organizations that can take action. This plan shares the responsibility of historic preservation with the community and lists actions for non-government groups and organizations to take.

Goal 1: Protect and preserve historic properties.

Agency Actions

Strengthen laws.

Review, develop, and strengthen laws and regulations relating to destruction, vandalism, and looting of historic objects and properties, and preservation of historic properties. Currently, agencies are not held accountable for the loss or damage of historic resources, and vandalism cases are not vigorously pursued. Enable GHRD to hire counsel to provide model ordinances, guidelines and case laws for updating or amending existing laws.

Strengthen enforcement.

Increase and train DPR enforcement-staff. Hire "Historic Rangers" trained in historic preservation and enable them to investigate violations and arrest violators.

Require contractors to be certified in historic preservation.

Work with Guam Contractor's Licensing Board (CLB) to certify that all contractors are aware of local historic preservation laws. Contractors would be required to sign a "Declaration and Acknowledgement" every renewal period stating they are aware of and would abide by Guam historic preservation laws. GHRD shall maintain a database of all certified contractors. When a construction project comes to GHRD for building permit clearance, the process shall include clearance of the contractor's "Declaration and Acknowledgement".

Utilize land swaps for properties rich in historic and cultural value.

Exchange private property containing historic or cultural sites for other GovGuam parcels ready for development.

Develop disaster management plans.

Prepare preservation disaster management plans and repair manuals for tropical climates.

Educate boards, councils, and commissions.

Keep elected and appointed officials informed of preservation projects and activities. Inform them of the benefits preservation brings to the community.

According to the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation:

- **Identification** is "undertaken for the purpose of locating historic properties and is composed of a number of activities which include, but are not limited to archival research, informant interviews, field survey and analysis."
- **Evaluation** is "the process of determining whether identified properties meet defined criteria of significance and therefore should be included in an inventory of historic properties determined to meet the criteria."
- **Nomination** is the intent to register a historic property. Registration is "the formal recognition of properties evaluated as significant."

Utilize signage to protect historic resources.

Expand the historic signage program. Continue to fund and install interpretive signs and warning signs against looting.

Community Actions

Occupy and maintain historic buildings.

Encourage communities, non-profits, and individuals to take ownership or responsibility of historic properties. Find cooperating partners to occupy vacant historic buildings or transfer the use and maintenance of properties to village mayors.

Promote adaptive reuse of historic buildings

Create incentives and promote adaptive reuse as a viable, beneficial option versus demolishing existing historic structures and building new.

Develop village stewardship program.

Develop a program for each village to educate the residents to be aware of the historic properties in their community and become stewards of the properties.

Establish historic property community watch programs.

Encourage residents to respect historic sites by leaving them in place as artifacts belonging to the People of Guam.

View cultural resources as assets.

GHRD should encourage developers to embrace cultural resources on their site, not to look at them as detriments to development. Artifacts found on a site could be interpreted and put on display for visitors, school children, and the enjoyment of the local community. GHRD, cultural resource managers, and other preservation planners should be encouraged to find methods to showcase findings in public buildings, hotels, and schools, in a positive manner, and view findings as an asset—making cultural artifacts a desirable element for developers to showcase.

Goal 2: Identify, evaluate, and nominate historic properties.

Agency Actions

Implement an identification project.

Develop strategies to update the physical conditions and preservation treatment of historic resources that have been altered due to vandalism, rehabilitation, or natural disasters. Compile GHRD files of documents and surveys to update inventory of properties.

Seek funding for historic context studies.

Seek funding for context studies and technical assistance from military, religious groups, various cultural groups, and other industries which were historically associated with particular contexts.

Distribute historic context.

Update and publish historic contexts of Guam and distribute to universities, research centers, and the public.

Continue to nominate historic properties.

Continue GHRD's focus in preserving historic properties and registering historic sites. Encourage federal agencies such as the DoD, USFWS, and NPS to formally nominate properties on federal lands.

Focus National Register/Guam Register nominations on under-represented historical context sites.

Develop strategies to focus identification, evaluation, and nomination of properties in under-represented context areas.

Community Actions

Identify and nominate historic properties.

Equip communities in the aspects of identification, evaluation, and nomination by providing training. Support historic district organizations in their efforts to preserve historic properties.

Use guidelines provided by local agencies such as Department of Chamorro Affairs, to identify Chamorro cultural artifacts and sites.

Encourage CRMs who study and write about Guam's Chamorro to use the guidelines to authenticate Chamorro cultural artifacts and sites.

Goal 3: Invigorate the public and empower communities to preserve cultural resources.

Agency Actions

Raise community awareness of historic site looting.

Encourage the press to report news stories and other notices of incidents of vandalism and looting, and successful prosecution, and inform the public on preservation issues.

Provide appropriate direction or training to communities on funding sources.

Help communities and organizations by providing workshops and tools needed to search and apply for grants or funds.

Community Actions

Promote preservation occupations as a career.

Present historic preservation as a multiple disciplinary field from archaeology and construction to tourism and business. Participate in "career day" at schools or job fairs to promote historic preservation.

Educate the community on the importance of historic properties as cultural resources.

With the increase in Chamorro heritage awareness, communities identify with physical historic properties as cultural resources. Encourage cultural figures such as "elders" to pass down the importance of preservation to a younger generation. Elders and family members are most influential to stress the importance of history in how cultural resources

FEDERAL FUNDING SOURCES

- **Preserve America** is a White House initiative that encourages and supports community efforts to preserve and enjoy our priceless cultural and natural heritage." The Federal budget allocates monies for grants to support community efforts related to heritage tourism.
<http://www.preserveamerica.gov/>
- **Save America's Treasures** is a national effort to protect "America's threatened cultural treasures, including historic structures, collections, works of art, maps and journals that document and illuminate the history and culture of the United States."
<http://www.saveameericatreasures.org>

represent the Chamorro culture. The cultural resources are a part of the community, relate to Chamorro identity, and need to be preserved for future generations.

Promote heritage authenticity and historic accuracy.

Partner with the Department of Chamorro Affairs to ensure and promote authentic interpretations of Chamorro heritage. Utilize published historic contexts to ensure accuracy.

Teach and educate school students the importance of historic properties.

Continue outreach programs in schools and provide hands-on learning. Train teachers and educators to accurately present historic properties. Partner with private and non-profit organizations to bring students to historic sites and present the information.

Promote the importance of preservation through public awareness campaigns.

Implement public awareness through advertisements on TV, radio, publications, posters, special events, and the internet.

Goal 4: Establish strong partnerships.

Agency Actions

Provide tools, training and workshops in preservation techniques.

Continue to provide up to date training for preservation professionals, agencies, and individuals.

Partner with the visitor industry and promote authentic heritage tourism.

Promote heritage tourism and ensure authentic representation and interpretation of historic sites and properties.

Find opportunities for archaeological survey and excavation on government or privately-owned sites as educational tools.

Partner with UOG and the tourist industry and use archaeological sites for hands-on learning and visitor attractions. Perform archaeological excavations for research and educations and provide demonstrations for tourists.

Due to funding constraints, support funding between federal agencies.

Support efforts of federal agencies to jointly fund needed positions such as a combined CRM for all federal lands in Guam.

Community Actions

Partner with military bases and create “Sister Villages.”

Utilize outreach program of the military commands and volunteer organizations such as Officer’s Wives Club and Junior Enlisted Club to work with villages. Currently, these organizations clean-up problem areas of local villages. Apply this model to historic and cultural sites with local villages and continue a beneficial relationship.

Partner with Guam Preservation Trust, and civic organizations in an “adopt-a-historic site” project.

Propose civic organizations take part in restoring and maintaining a historic site for community outreach, such as the “adopt-a-highway” program. This will provide continual maintenance for a site and create positive publicity to the organization.

Goal 5: Establish efficient retrieval of information for research and distribution.

Agency Actions

Improve the historic preservation database.

GHRD is responsible for updating the inventory of historic properties. This update should be used to assist the GHRD in their reviews and is critical in determining properties that are in need of preservation.

Create digital files of the Guam Historic Property Inventory.

Create a digital storage of archeological survey reports, inventory files, and other reports and files related to the Guam Historic Property Inventory. Ease the distribution of information.

Produce an information booklet on accessing and retrieving documents for public use. Improve access to the existing storage and research facility.

Streamline the review process.

Make development information available to cooperating agencies, developers, or individuals

before the review process to expedite the procedures. Maintain constant lines of communication with major developers or individuals applying for permits to ensure all development requirements are known from the start of the process. Utilize guidebooks published by local government agencies.

Consult with Advisory Council on Historic Preservation (ACHP) to create categories of projects for review.

GHRD and federal agencies should consult with ACHP to create categories of projects that would not be subject to a full review. This could tie in with mapped sensitivity zones and help streamline the review process.

Community Actions

Protect documents.

Fund and construct a storage facility for records, collections, documents, and other historic documents.

Construct a certified repository of documents.

Continue to lobby for construction of the Guam Museum as a certified repository of historic documents and artifacts as mandated by law.

Create a central location to present cultural artifacts and historic resources.

Utilize the Guam Museum to present accurate interpretations of historic and cultural resources.

MASTER PLANS

Specific projects or plans related to preservation and presentation of historic and cultural resources are listed in other Guam Master Plans completed within the last 2 years, and are supported by GHRD.

- Hagåtña Master Plan, Hagåtña Restoration and Redevelopment Authority: Guam Museum, “Old Hagåtña Riverwalk,” and Historic Housing District.
- Kottura, Cultural and Destination Development, Guam Economic and Development Commerce Authority: Guam Museum, Heritage Center, Plaza de Espana restoration, and Legacy Hall.
- Guam Preservation Trust Master Plan, Guam Preservation Trust: Inventory of historic structures, historic sites tour program, design protocols and guidelines for vernacular homes, and archival training and mentorship program.
- Guam Comprehensive Outdoor and Recreation Plan, Department of Parks and Recreation: Guam Recreation Conference, inventory of park maps and property data, and anti-litter and anti-vandalism awareness programs.

APPENDIX A— Historic Contexts

The Guam Historic Resources Division is in the process of revising and developing 18 broad historic contexts for Guam's historic properties. The contexts describe various chronological periods of Guam's history based on significant historical events or by types of historic properties discovered during a period. The contexts assist in managing research and preservation activities. All context descriptions were provided by GHRD, unless otherwise noted. In addition to these summaries, GHRD staff, archaeologists, architects and historians have prepared many other detailed archeological surveys and published papers encompassing the various context periods the context periods, which are on file at GHRD, MARC and other libraries.

Historic Contexts

- Early Pre-*Latte* (3500–2500 B.P.)
- Intermediate Pre-*Latte* (2500–1600 B.P.)
- Transitional (1600–1000 B.P.)
- *Latte* Period (800–1000 A.D.)
- Mid-*Latte* (c. 1300 A.D.)
- Late *Latte*/Early Historic Period (1521–1700 A.D.)
- Spanish Missionization/Chamorro Spanish Wars (1668–1699)
- Spanish Colonial Period (1700–1898)
- First American Colonial Period (1898–1941)
- World War II/Japanese Military Occupation (1941–1944)

- Post World War II/Second American Colonial Period (1944–1950)
- Nascent Political and Economic Development (1950–1969)
- Self Governing Period—Quasi Self-Governing Period (1970–Present)

Summary of Completed Historic Contexts Spanish Missionization/Chamorro Spanish Wars (1668–1699)

This period in Guam history illustrates the resolve of Spain to colonize the island to support its galleon trade between Acapulco and Manila. The Chamorro response to this action was to repel the foreigners from Spain off the archipelago through an all out war. This period was the era when the work of the Society of Jesus initiated by Father Diego Luis de San Vitores insured that the archipelago was converted to Roman Catholicism.

The historic resources associated with this period include all the *Latte* period sites. These sites are particularly fragile and prone to disturbance because they are found on the surface. Properties that are found on the surface include, and are not limited to, archaeological middens, basalt mortars, *latte* foundations, burials, cave shelters, artifact manufacturing sites, quarries, earthenware scatters, man-made wells, pictographs on caves, and all materials found on

the surface in 17th century recorded Chamorro villages (see Bellin map of 1752). It is noted that two historic properties, Spanish Galleons (Nuestra Senora del Pilar and Nuestra Senora de Buen Biaje) sank off the coast of Malessso and Pago Bay.

Archival data associated with this period is abundant, originating from Spanish monastic chronicles and journals. The maps created during this period foretell the extent of the habitation sites that are in fact, villages located on the island of Guam. These places today are referred to as archaeological and historical sites.

Spanish Colonial Period (1700–1898)

This period in Guam history is a period when rapid depopulation of the Chamorros in the 17th century resulted in the elimination of the majority of cultural practices. Many pre-war technologies such as tool making, canoe making, and other cultural activities associated with ancestor worship came to an end. The new political and social organization of the survivors of the War revolved around the religious and secular sectors of the small Spanish colony located in Hagåtña. The two major monastic orders present in the colonies of Spain, The Society of Jesus, and Augustinian Recollects, dominated every aspect of Chamorro lifestyle. During this period, Spain allowed the

recruitment of native men from the province of Pampanga, as soldiers, to migrate to Guam. New plants and animals were introduced, including the *hotno* (a baking oven), which survives today. Construction of the *latte* disappeared during this period. However, historic properties of this period survived natural calamities and human destructive activity in the War.

The creation of the Casa Real for efficient transferring of materials from the Galleon trade to Hagåtña ushered in a need for a road system from Umatac to Hagåtña. Stone bridges (stoned arched bridges in Hagåtña, Taleyfac, and Taleyag in Agat, Sella and Fua in Umatak) and forts were built. Wooden houses incorporated *mamposteria* techniques on mortar walls and staircases. Some of these houses survive today, and the building technique of *mamposteria* continued to be a standard construction method well into the early part of the 20th Century.

First American Colonial Period (1898–1941)

PRE-WORLD WAR I. The American government, under President McKinley, entered the Spanish-American War in support of Cuba against Spain on April 25, 1898. This action was sparked by the sinking of the American battleship Maine in Havana Harbor and the resulting death of 260 men. On May 1, 1898, in the Battle of Manila Bay, the U.S. Navy quickly destroyed the

small Spanish naval squadron based there. Then on June 20, 1898, the Charleston and the convoy of three troop ships anchored just off Apra Harbor. Immediately, the Americans notified the Spanish authorities to surrender, but because of poor communication links, no one in Guam knew that there was a war between Spain and the United States. Nevertheless, the Spanish surrendered and on June 21, the United States flag was raised over Fort Santa Cruz. The next day, the convoy sailed for Manila carrying all Spanish government and military officials.

The Spanish-American War drew to a close on August 12, 1898, when Spain sued for peace. By the Treaty of Paris, Cuba became a protectorate of the United States on December 10, 1898, and the Philippines, Puerto Rico, and Guam became possessions. On the order of President McKinley dated December 23, 1898, “the Island of Guam in the Ladrones” was placed under the control of the United States Navy, a status that (except for the period of Japanese occupation, 1941-1944) prevailed until July 21, 1950.

In 1899, Capt. Richard Leary became the first naval governor of American Guam. Though his term of office was less than one year, his administration set the tone of the naval governments to follow by the widespread reforms that were mandated. His first requirement was that every Guamanian should be capable of

signing his own name. He encouraged all to learn to speak, read, and write English. Large estates and land holding were broken up. He established an island-wide land-tax reform, whereby land was taxed on the basis of its use. Concubinage was abolished and divorce was made legal. Economic peonage, in which a man was made a virtual slave to work off accumulated debts, was abolished, and badly needed health and sanitation reforms were initiated.

Several naval governors who served in Guam prior to the participation of the United States in World War I stood out because of their efforts to advance Guam.

- Cdr. Seaton Schroeder (Governor from July, 1900–August, 1901, and November, 1901–February, 1903) had a sincere interest in the Guamanians and made many friends through his administrative efforts. On November 13, 1900, Guam was hit by a disastrous typhoon; Schroeder rationed out available food to starving Guamanians, then expended nearly \$10,000 toward their relief. He established a sanitary slaughterhouse and market in Agana. A leper colony was built on Tumon Bay so that lepers could receive proper attention.

- Cdr. G. L. Dyer (Governor from May, 1904–November, 1905) chose to stimulate Guamanian economic self-sufficiency. He ordered the establishment of an apprenticeship system that applied to all jobs held by Americans, including carpentry, masonry, mechanics, plumbing, printing, and clerical work. Laws to define the functions of the Department of Public Health and to mandate education were passed. The Maria Schroeder Hospital was completed under his term, as well as a post office and a government warehouse. Apra Harbor was dredged to deepen and widen the channels and, in 1905, a trans-Pacific cable was laid and a weather observatory was set up at the cable station to better alert Guam to oncoming typhoons.
- By the time Capt. E.J. Dorn (Governor from December, 1907–November, 1910) came to the governorship, the Guamanians had adapted to life under the American rule, but their agricultural methods remained primitive. He addressed himself to agricultural reforms to insure that Guam could become self-sufficient with respect to food. Further, prices on imported foodstuffs were fixed so that food might be within the means of all people. American currency became the official medium of exchange during his term.

- Capt. Robert Coontz (Governor from April, 1912–September, 1913) was a severe but fair man, who believed in hanging murderers. After one public execution, the rest of his term of office was peaceful. With his attention to public works, his main accomplishment was the construction of a reservoir on a cliff above Agana, which gave the Guamanians a supply of fresh, unpolluted water and improved health conditions immediately.
- Under Capt. William Maxwell (Governor from March, 1914–April, 1916), the Insular Patrol was established as the police force of the island under the guidance of the U.S. Marine Corps. It also supervised the construction and repair of roads, bridges, systems of water, and municipal buildings, enforced health and sanitation standards, and worked closely with the people in planting trees and exterminating animal diseases. By executive order, Capt. Maxwell established the Bank of Guam on December 14, 1915; it opened for business on January 3, 1916.

GUAM IN WORLD WAR I. Shortly after World War I started, President Woodrow Wilson issued a proclamation of neutrality for the United States. When Governor William Maxwell was informed of the President's action, he in turn issued a proclamation of neutrality for Guam; the date was August 11, 1914.

On December 14, 1914, the German auxiliary cruiser SMS Cormoran steamed into Apra Harbor in need of coal and food. Governor Maxwell ordered the ship to leave because its presence in a harbor of a neutral nation (the U.S.) was an international violation. Because the Cormoran lacked fuel, it was unable to leave and was promptly interned along with its officers and crew. The crew, 270 in all, endangered the security of Guam because they outnumbered the marine garrison that was responsible for the defense of the island. They also posed a problem because the food supply on Guam was limited. The war dragged on and the Cormoran and its crew continued to be “guests” of the U.S. Navy for more than two years. Then on April 6, 1917, the United States declared war on Germany, and the new Governor, Roy Smith, demanded the surrender of the ship and crew. To avoid capture of the ship, the Germans blew it up with high explosives, losing several crewmen in the process. On April 30, 1917, the crew of the Cormoran was transferred to the United States to alleviate the strain on Guam's food supply.

The Guamanians demonstrated their loyalty and patriotism to the United States during World War I by purchasing \$70,000 worth of war bonds, a great sum of money considering the total assets of the island at the time. Also, a 2,000-man militia of infantry was trained to go into combat if the need arose.

World War I left little impression on Guam. The only significant change was that Saipan and the other northern Mariana Islands that had been under German control since 1899 became a Japanese mandate, and it became difficult for Guamanians to visit friends and families in the neighboring islands. Further, the Chamorro-Spanish culture on the other islands added Japanese to its German overtones.

Under Governor Smith, the First Guam Congress was convened on February 3, 1917. It served as an advisory body to the governor but did not have the authority to enact laws. The most notable action of this congress was to petition the U.S. Congress for U.S. citizenship for Guamanians in June, 1925; however, the petition was denied. After 1925, the influence of the First Guam Congress was minimal and it was disbanded in 1930.

GUAM BETWEEN WORLD WARS I AND II.

On March 17, 1921, the first squadron of U.S. Marine aviators to serve west of San Francisco arrived in Guam. Between 1921 and 1922 an air base was constructed on the Orote Peninsula. In April, 1927, the squadron was reassigned to China and the base was closed. It was reopened in September, 1928, for a short period of use by another Marine patrol squadron, but was closed again in February, 1931.

On June 11, 1929, Cdr. Willis Bradley became Guam's Governor. He issued a proclamation defining who was a citizen of Guam and on December 24, 1930, instituted a Guam Bill of Rights patterned after the U.S. Bill of Rights. He began a program for the commemoration of outstanding people in Guam's history by naming various structures after them and established the Second Guam Congress, in which members of the two houses (Council and Assembly) were elected by the people. As with its predecessor, however, the Second Guam Congress functioned only as an advisory body. The governor met with an executive committee from this legislative body on a monthly basis, a practice which continued until the beginning of World War II in 1941. In 1936, Guam again petitioned for citizenship for Guamanians and again was turned down.

On November 1, 1932, the Guam Museum in Agaña was opened. Its purpose was to display artifacts of the Chamorro culture of Spanish times and even of early U.S. influences on Guam. In 1936, a museum committee was established and contacts were made with the Bishop Museum in Honolulu and museum authorities in Manila. Sadly, all of the artifacts and documents housed in the museum were lost in the bombardment and retaking of Guam by the United States in 1944. The museum itself was completely destroyed.

Aviation was making a giant breakthrough in the 1930s. The first trans-Pacific commercial flight to Guam occurred on October 13, 1935. In November, 1935, airmail service to Guam was inaugurated, and on October 26, 1936, the first air passengers to Guam landed via Pan American World Airways.

World War II/Japanese Military Occupation (1941–1944)

On December 8, 1941, Japanese military forces made their first attack on Guam. In the morning of December 10, the first wave of Japanese Army troops, consisting of 5,000 men, approached the shores of Dungca's beach and Tumon Bay. Their mission was to capture Hagåtña and destroy any military installations on the island. About twenty Chamorro men, women, and children lost their lives during the confrontation. The Japanese had little difficulty in fulfilling their mission. The only real resistance the Japanese encountered was with the American troops who set up their defense positions at the Plaza de España. After a short exchange of fighting, Governor McMillan realized that there was little chance of defeating the Japanese invaders, thus, he moved to stop the fighting. McMillan signed the surrender paper shortly after he was captured. The surrender paper transferred the authority of the island to the Japanese (Russell and Fleming 1989:7). After the authority was transferred, United States

servicemen were sent to the prisoners of war camp in Japan, while the Chamorro prisoners of war were sent to the camp in Hagåtña.

In anticipation of an American attack, the Japanese began to fortify the island around 1944. The fortification began at all possible invasion beaches. Because of the large size of Guam, lack of materials, and shortage of time, it was necessary to use the local people as laborers. Civilian men and women were forced to construct fortifications. Civilians labored ten hours a day and most of the time labor conditions were brutal. The western part of the island was the main fortified area. Development of the interior positions received little attention while fortifications on the east coast were abandoned. This can be confirmed by some of the caves along the Turtle Cove cliff line that were not excavated to the depth useable for defense purposes (---need more of a reference than a date....April 1984).

On July 21, 1944, U.S. troops made their initial bombardment at Hagåtña and Asan. Although the U.S. troops faced some difficult resistance, they finally recaptured Guam on August 10, 1944, but not before more than 1,200 U.S. soldiers were killed and more than 5,700 wounded. The Japanese lost more than 10,000 lives in their effort to defend the island (Russell and Fleming 1989:8-14).

Historic properties and sites associated with this historic context include pillboxes, man-made tunnels, coastal defense gun positions, airfields, anti-aircraft positions, foxholes and trenches, natural caves with World War II remains, stragglers' caves, sunken vessels, World War II mass graves, and isolated World War II artifacts, normally found on cliff areas and jungles. (mars@kuentos.guam.net)

Post World War II/Second American Colonial Period (1944–1950)

This six year period of Guam history under the Department of the United States Navy, reflects a change in U. S. military policy on land ownership. It was during this period that historic pre-World War II land boundaries were altered due to land taking and land condemnation. It was a period when over one-third of historic and cultural resources were under the control of the Department of Defense.

Historically referred also as the Second Naval Administration of Guam, its first administrator was Admiral Chester Nimitz, Naval Commander of the Pacific Theatre and succeeding naval officers. In the planned invasion of Japan, a rapid construction of buildings and amenities for the ground and air forces of the United States was implemented on Guam. After the surrender of Japan, some buildings that were built to house ground forces were abandoned. The temporary

Quonset structures located in naval and air force facilities continued to be used wherein a few survive today. The other cultural resources during this period are also archival in nature. Navy photographers documented the damage of the bombardment to the island. These photos provided information on homes built in the 1800s and early 1900s that survived. One of the historic resource during this period is the Guam Congress Building built from 1947–49.

In 1946, the United States added Guam, together with the American Virgin Islands, Puerto Rico, and Hawaii to the list of colonies under United States of America's care to the United Nations.

Historic properties during this period are military structures, Quonsets, churches, and first Government of Guam buildings (Guam Legislature, Manuel F.L. Flores Building, monuments, World War II sites).

Nascent Political and Economical Development (1950–1969)

Guam's orientation and familiarization with political issues and self-determination had not really changed much under the American Naval Administration from that of Spanish governance since the ceding of Guam to the United States under the terms of the 1898 Treaty of Peace (Paris), which officially ended the Spanish-American War. To some local leaders,

it had actually got worse. Naval governors had become naval authoritarians having complete control over civil rights matters and economic development, especially in the control of land issues and the implementation of land tax.

It was not until the 1949 Guam Congress walk-out and the passage of the U. S. Congressional 1950 Organic Act of Guam that the local people finally enjoyed some measure of self-determination in deciding the course of political growth in local affairs. The Organic Act also granted U. S. citizenship to the majority of the local people as determined by the Act. On September 1, 1968, Congress passed the Guam Elective Governor Act, P.L. 90-497, which amended the 1950 Organic Act to allow the people of Guam to elect their own governor and lieutenant governor, beginning in 1970. The Act also made changes to the 14th Amendment of the U.S. Constitution as regarding its application to Guam by Congress.

On August 21, 1962, President Kennedy issued Executive Order 11045 which lifted the Navy security clearance for Guam. The order removed the “military blanket” and its stringent restrictions that were the biggest obstacles preventing Guam from enhancing its economic development and establishing a thriving free enterprise system. In 1965, Guam passed P.L. 8-80, establishing the Guam Economic

Development Authority (GEDA), which provided business loans and issuance of “QC” (qualifying certificates) bringing foreign investors to Guam.

Other contributing factors to the economic surge were the reconstruction effort by both Guam and the military as a result of Typhoon Karen, 1962, and the Vietnam War related military projects. In 1969, Japanese tourists were beginning to fill the hotels to capacity in Tumon. The economic development was just beginning.

Historic properties and sites associated with this historic context include the Guam Congress Building, Manuel F. Guerrero Building, Government House, and other significant historic properties of this time period.

APPENDIX B—Legal Framework for Historic Preservation on Guam

U.S. Federal Laws and Regulations Pertaining to Historic and Cultural Preservation

Antiquities Act of 1906

The Antiquities Act of 1906 provides for the protection and scientific investigation of historical and prehistoric sites and objects on federal lands. It authorizes the President to designate historic sites and natural resources of national significance on federally owned or controlled lands. It also provides for criminal sanctions against excavation, injury to, or destruction of objects of antiquity under federal control. Uniform regulations for implementing the Antiquities Act are found in U.S. Code of Federal Regulations at 43 CFR Part 3.

Historic Sites Act of 1935

The Historic Sites Act of 1935 allows for the designation of national historical sites and landmarks and encourages interagency efforts to preserve historic resources. It also establishes fines for violations of the act. The act gives the Secretary of the Interior authority for documenting and evaluating historic property.

National Historic Preservation Act (NHPA) OF 1966

The National Historic Preservation Act (NHPA) of 1966, as amended, established historic preservation as a national policy. All federal agencies are responsible for implementing NHPA

requirements. The Advisory Council on Historic Preservation (ACHP) and the Department of the Interior, through the National Park Service, are responsible for coordination.

Section 106 is a key section of the NHPA in terms of potential and actual impact on federal undertakings. Section 106 of the NHPA requires that the agency with jurisdiction must: 1) take into account the effects of the undertaking on cultural resources that have been included in or are eligible for inclusion in the National Register of Historic Places (NRHP); and 2) consult with the ACHP, the State Historic Preservation Officer (SHPO), and others to seek binding agreement on how to avoid, reduce, or mitigate damage to the property. As such, the Section 106 review process must occur for virtually anything that is planned by a federal entity or its tenant, including ground disturbance, building modification, land use change, or alteration of the visual character of an area. Non-compliance with Section 106 can result in lawsuits that could cause considerable project delays.

Section 110 codifies a 1971 Executive Order 11593 by requiring that every federal agency: 1) establish a cultural resource management program to locate, inventory, and nominate to the NRHP eligible properties under their control; 2) protect those properties to the maximum extent possible; 3) ensure that those properties

are managed and maintained in a way that preserves their historic and cultural values; and 4) record historic properties that must be altered or destroyed. Section 110 also calls for agencies to integrate historic preservation concerns in their plans and programs.

Amendments in 1992 recognize the traditional religious and cultural importance of properties to Indian tribes or Native Hawaiian organizations.

National Environmental Policy Act (NEPA) of 1969

The National Environmental Policy Act (NEPA) of 1969, as amended, establishes federal policy to preserve historic, cultural, and natural aspects of our national heritage and requires consideration of environmental concerns during project planning and execution. NEPA requires that federal entity decision-makers consider the environmental effects of their proposed programs, projects, and actions prior to their initiation. Environmental documentation, either an Environmental Impact Statement (EIS) or Environmental Assessment (EA) is required for major actions that affect the quality of the environment (both natural and cultural resources).

Like the Section 106 requirement for consultation, NEPA requires analysis and disclosure of information prior to decision-making. While the NEPA documents must address the impacts of proposed actions or activities on cultural resources, compliance with NEPA for a specific action does not relieve the federal entity of the independent compliance with applicable cultural resource requirements such as Section 106 of the NHPA, even if the area of potential effect (APE) for Section 106 review is the same as that evaluated for environmental effect under NEPA.

Archaeological and Historic Preservation Act (AHPA) of 1974

The Archaeological and Historic Preservation Act (AHPA) of 1974 extends protection to archaeological data from all federal undertakings. It directs federal agencies to notify the Department of the Interior when a historic property is threatened by federal construction, or other federally licensed activities, and that activity will result in the loss or destruction of data.

Department of Transportation Act, Section 4(i), as created by the Amtrak Improvement Act of 1974

Section 4(i) of the Department of Transportation Act creates a higher standard of avoidance of impacts to historic and recreational sites that are within federally funded highway projects.

Public Buildings Cooperative Use Act of 1976

The Public Buildings Cooperative Use Act of 1976 encourages federal agencies to re-use historic buildings for administrative facilities or activities, and directs agencies in doing so to maintain their historical integrity.

Archaeological Resources Protection Act (ARPA) of 1979

The Archaeological Resources Protection Act (ARPA) of 1979, as amended, expands the requirements of the Antiquities Act of 1906. It provides for both civil and criminal penalties for excavation or removal of protected resources from federal or Indian lands without a required permit, and also establishes a program for regularly reporting suspected violations and requires response to cultural resources discovered with projects in progress. ARPA also requires federal land managers to establish a program to increase public awareness of the significance of and need to protect the archaeological resources located on public lands.

ARPA also authorizes agencies to develop permit procedures for investigations of archaeological resources on lands under their jurisdiction.

All archaeological sites and resources, whether or not on or eligible for the National Register, are protected. Fines up to \$10,000 and imprisonment for up to one year are specified for a first offense under ARPA.

Abandoned Shipwreck Act of 1987

This law establishes “state” ownership of abandoned shipwrecks on submerged state land. It protects natural resources and habitat areas; guarantees recreational exploration of shipwreck sites; and allows for appropriate public and private sector recovery of shipwrecks consistent with the protection of historical values and environmental integrity of the shipwreck and sites.

36 CFR 60

Creates the National Register of Historic Places (NRHP).

36 CFR 61

Establishes procedures for State, Tribal, and Local Government Historic Preservation Programs.

36 CFR 63

Establishes the determination for eligibility for historic sites to be included in the National Register of Historic Places.

36 CFR 68

Establishes the Secretary of the Interior’s Standards for the Treatment of Historic Properties.

Government of Guam Laws and Regulations

Title 21 Guam Code Annotated (GCA), Chapter 76, Historical Objects and Sites

This codified law (Public Law 12-126), as amended, establishes public policy to engage in a comprehensive program of historic preservation, undertaken at all levels of government, to promote the use and conservation of historic, archaeological, architectural, and cultural heritage property for education, inspiration, pleasure and enrichment of Guam residents and visitors. It also establishes the Guam Register of Historic Places (GRHP).

The codified law was strengthened (by Public Law 20-151) by formally establishing authority for preservation review of all government permits or licenses, providing authority to stop projects in violation of the preservation requirements and setting up the Guam Preservation Trust.

Executive Order 89-9

This Executive Order firmly requires consideration of historic preservation needs for any action needing an approval of the Territorial Land Use Commission (now known as the Guam Land Use Commission, GLUC).

Executive Order 89-24

This Executive Order establishes policies for the disposition of archaeologically recovered human remains.

Public Law 21-104

Establishes a Chamorro shrine to be called Naftan Mañaina-ta, dedicated for the entombment of ancestral human remains retrieved from archaeological sites that cannot be reburied in their original locations.

APPENDIX C— Preservation Partners and Contacts

Government of Guam Organizations and Agencies

Guam Historic Resources Division, Department of Parks and Recreation

PO Box 2950

Hagåtña, Guam 96932-2950

<http://www.admin.gov.gu/dpr/hrdhome.html>

The Guam Historic Resources Division (GHRD) of the Department of Parks and Recreation carries out preservation by territorial and federal law. For purposes of the National Historic Preservation Act, GHRD acts as the State Historic Preservation Office (SHPO) for Guam. As the SHPO, the Division keeps inventory of sites, nominates sites for the Guam and National Registers of Historic Places, reviews federal and territorial agencies, and administers Historic Preservation Fund grants. Under Public Law 20-151, the Historic Preservation Officer of GHRD issues certificates of approval to other government of Guam agencies where historic sites are involved.

Guam Historic Preservation Review Board

PO Box 3036

Hagåtña, Guam 96932-3036

The Guam Historic Preservation Review Board (GHPRB) was established in 1990 by Public Law 20-151. It serves as the State Review Board for purposes of the National Historic Preservation Act and conducts public hearing regarding the

National Register of Historic Places. As the State Review Board, GHPRB also advises the GHRD on Historic Preservation Fund grants. Under territorial law, GHPRB lists properties in the Guam Register of Historic Places and reviews GHRD programs.

Guam Preservation Trust

PO Box 3036

Hagåtña, Guam 96910

www.guampreservationtrust.com

The Guam Preservation Trust (GPT) was established in 1990 by Public Law 20-151. The Guam Historic Preservation Review Board members also serve as the Board of Directors of the Guam Preservation Trust. The purpose of the Trust is to preserve properties, support archaeological work, and support activities to increase the public appreciation of historic places. Under the law, GPT is funded from a variety of building, grading, and clearing permits fees.

Chamorro Land Trust Commission

PO Box 2950

Hagåtña, Guam 96932-2950

www.cltcguam.org

Department of Parks and Recreation

PO Box 2950

Hagåtña, Guam 96932-2950

www.admin.gov.gu/dpr/index.html

Guam Ancestral Lands Commission

PO Box 2950

Hagåtña, Guam 96932-2950

Guam Bureau of Statistics and Plans

PO Box 2950

Hagåtña, Guam 96932-2950

www.bspguam.com

Guam Coastal Management Program

PO Box 2950

Hagåtña, Guam 96932-2950

Guam Council on the Arts and Humanities Agency

PO Box 2950

Hagåtña, Guam 96932-2950

Guam Department of Agriculture

192 Dairy Road

Mangilao, Guam 96923

Guam Department of Land Management

Dipattamenton Tano

PO Box 2950

Hagåtña, Guam 96932

<http://www.guam.gov/dlm/>

Guam Department of Chamorro Affairs

PO Box 2950

Hagåtña, Guam 96932

<http://www.guam.gov/DotNetNuke/Default.aspx?alias=www.guam.gov/dotnetnuke/dca>

Chamorro Village

PO Box 2950
Hagåtña, Guam 96932
<http://ns.gov.gu/market.html>

Guam Economic Development and Commerce Authority

590 S. Marine Dr.
ITC Building, Suite 511
Tamuning, Guam 96911
<http://investguam.com/home2.html>

Guam Housing and Urban Renewal Authority

117Bien Venida Avenue
Sinajana, Guam 96910
<http://ghua.org/main/index.html>

Guam Community College

Tourism & Hospitality
PO Box 23069
Barrigada, Guam 96921
<http://www.guamcc.net/>

University of Guam

College of Liberal Arts and Social Sciences,
Humanities Division
Anthropology Program
UOG Station
Mangilo, Guam 96923
<http://www.uog.edu/>

Anthropology and Micronesian Studies

UOG Station
Mangilao, Guam 96923

History and Micronesian Studies

UOG Station
Mangilao, Guam 96923

Social and Behavioral Sciences

UOG Station
Mangilao, Guam 96923

School of Business and International Public Relations

UOG Station
Mangilao, Guam 96923

Micronesian Area Research Center

UOG Station
Mangilao, Guam 96923
<http://www.uog.edu/marc/>

Guam Visitor Bureau

401 Pale San Vitores Road
Tamuning, Guam 96913
<http://www.visitguam.org/main/>

Hagåtña Restoration and Redevelopment Authority

PO box 2950
Hagåtña, Guam 96932
<http://www.guamgovernor.net/content/view/112/200/>

Federal Organizations and Agencies**Advisory Council on Historic Preservation**

Old Post Office Building
1100 Pennsylvania Ave., NW, Suite 809
Washington, DC 20004
<http://www.achp.gov/>

National Park Service

Pacific West Region
1111 Jackson Street, Suite 700
Oakland, California 94607-4807

Heritage Preservation Services (HPS)

1849 C Street, NW (2255)
Washington, DC 20240
<http://www.cr.nps.gov/hps/>

National Park Service, War in the Pacific

National Historical Park
135 Murray Blvd., Suite 100
Hagåtña, Guam 96910
<http://www.nps.gov/wapa/>

U.S. Navy

PCS 455, Box 152
FPO AP 96540-1000

U.S. Army Corps of Engineers

Guam Regulatory Branch
PCS 455, Box 188
FPO AP 96540-1088

U.S. Air Force

36th Civil Engineer Squadron, Unit 14007
Building 18001
APO AP 96543-4007

U.S. Fish and Wildlife Service, Guam National Wildlife Refuge

Guam National Wildlife Refuge, Ritidian Point
PO Box 8134 MOU-3
Dededo, Guam 96912
<http://www.fws.gov/pacificislands/wnwr/guamnwrindex.html>

Non-government Organizations

American Institute of Architects, Guam Chapter
PO Box EA
Hagåtña, Guam 96932
http://www.aia.org/components_map&action=displayint&state=GU

Cathedral Basilica, Archdiocese of Hagåtña

207 Archbishop Flores St.
Hagåtña, Guam 96910

Gef Pago Chamorro Cultural Village in Inarajan

HC1 17365
Inarajan, Guam 96915
<http://www.gefpago.org/>

Guam Humanities Council

Bank of Guam Headquarters, Suite 711
111 Chalan Santo Papa
Hagåtña, Guam 96910
<http://www.guamhumanitiescouncil.org>

Hagåtña Foundation

PO Box 5248 UOG Station
Mangilao, Guam 96923

I Fanlanlai'an

PO Box 11140
Yigo, Guam 96929

Pa'a Taotaotano

Archbishop Flores St., Suite 905
Hagåtña, Guam 96910

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