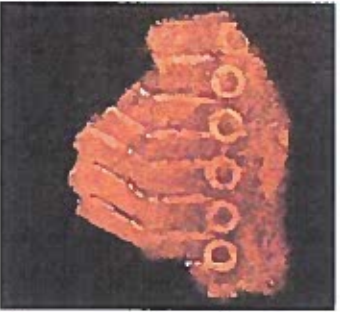


A Five-Year Comprehensive Historic Preservation Plan
for Guam, 2016-2020
Preserving and Protecting Guam's Past
Nina'sahngan yan Inadahen Fina'posguen Guahan



December 2016

Ipão Incised Pottery



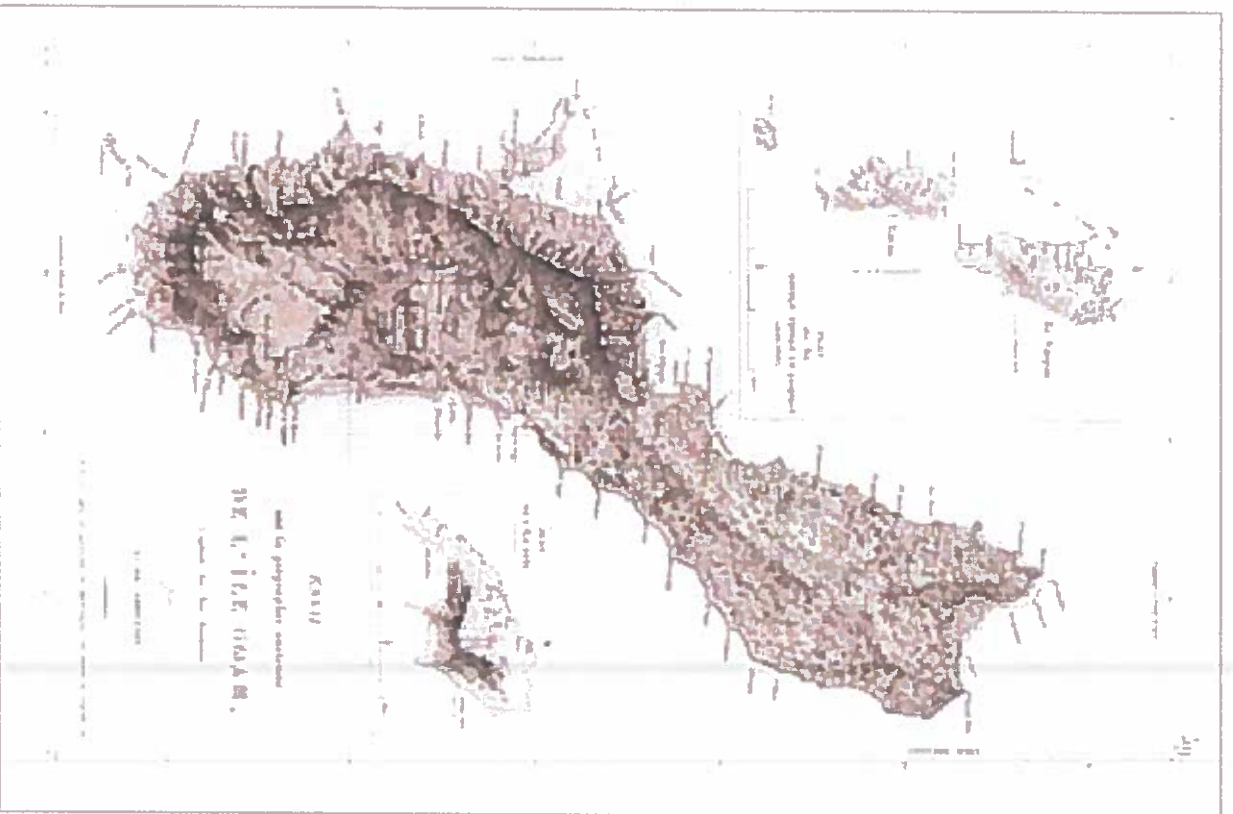
In 1957, Alexander Spoehr discovered this type of pottery and assumed that it arrived through trade due to paucity in archaeological records. In 1978, archaeological investigations at Ipão Beach revealed that the first Chamorro settlers manufactured this pottery, contrary to Alexander Spoehr's assumptions.



Ypao (Ipão) Beach Park, present day

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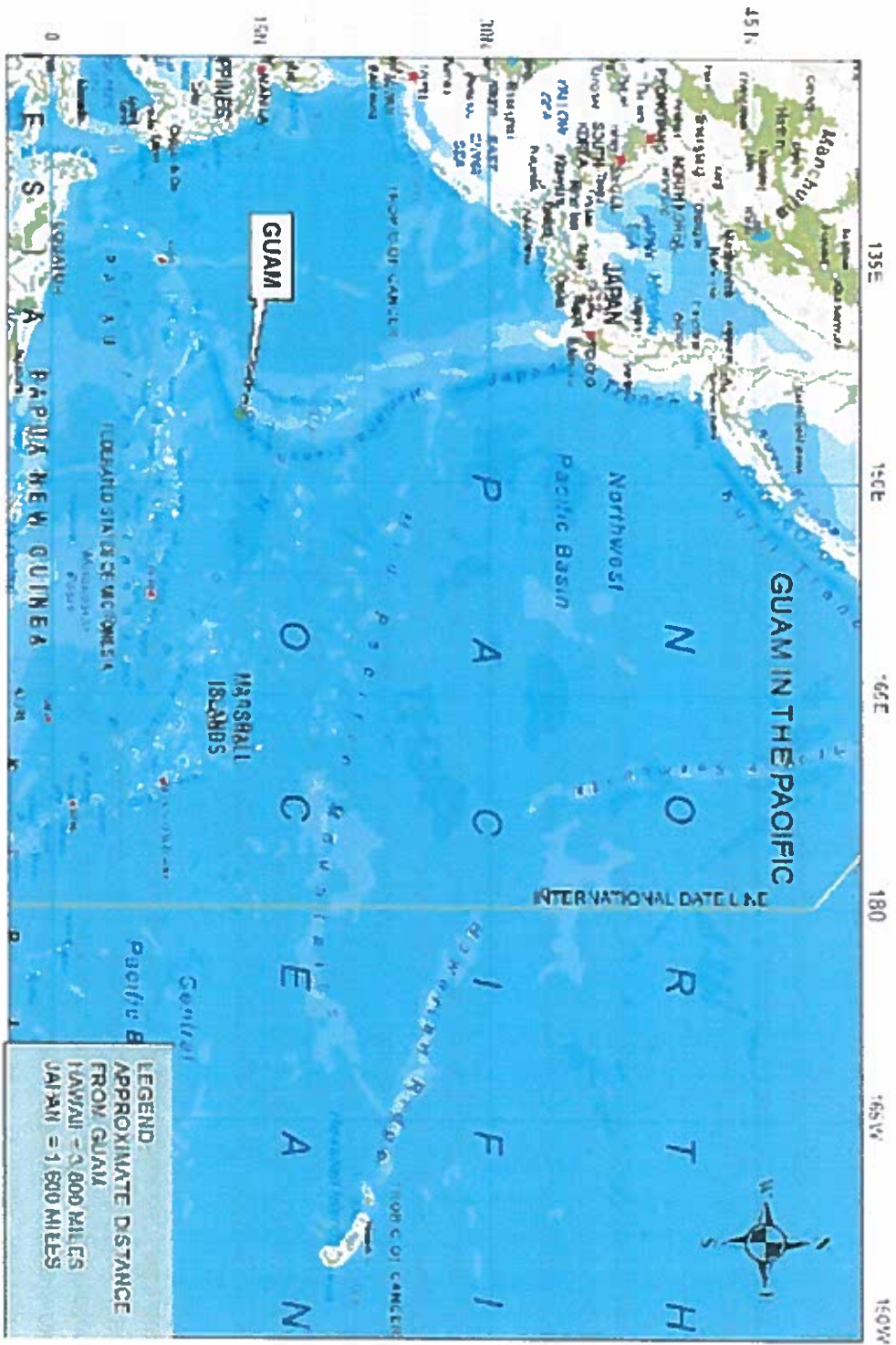


Guam's Location and Physical Environment

Guam is the largest island in the Mariana Islands archipelago, and in Micronesia. It is located approximately across latitude 13° north and longitude 145° east, placing it roughly 3,356 miles west-southwest of Honolulu, Hawaii, 1,600 miles south-southeast of Japan, and 1,500 miles east of the Philippine Islands. The island is approximately 32 miles in length and varies from a width of 4 miles to 8 miles with a total area of about 212 square miles. Guam was formed by a combination of volcanic eruption and build-up of coralline deposits from the ocean when portions of Guam were under water. The northern half of Guam is covered by a fairly flat limestone plateau with steep cliffs along the shore lines. Rainwater in this northern half of the island percolates quickly, recharging Guam's only drinking water aquifer. The southern half of Guam is in stark contrast to the northern half. In southern Guam, bedrock is mostly volcanic rock with clay soils on top. Streams and rivers have carved this half of the island into a rugged mountainous region. Guam's climate is generally warm and humid throughout the year with average temperatures ranging between 85° to 89° F in the afternoon and 70° to 75° F in the evening. The dry season (mid-January through July) is characterized by very little rainfall and consistent trade winds predominantly from the northeast. May, June, and July are the driest months of the year. The rainy season (August through mid-January) features heavy winds and rains with occasional typhoons and tropical storms.

[map from Voyage of Louis de Freycinet 1817-1820]

Map of Guam in the Western Pacific Ocean



Introduction

There are various reasons why preservation is important to Guam, but the most important is that it connects the community to the island's past. Today's world is changing so rapidly that we must be reminded of our history to remain grounded in our culture. Despite many cultural changes (voluntary and involuntary) the people of Guam have been able to hold fast to a vast majority of their cultural practices and beliefs. Preservation and heritage planning establishes a future direction and vision for historic and cultural resource protection. On Guam, cultural resources include historic properties, as well as cultural practices and patterns.

A Five-Year Comprehensive Historic Preservation Plan for Guam, 2016-2020, Preserving and Protecting Guam's Past, Nina Sahngan yan Inadahen Fina'posguen Guahan, updates the 2007-2011 plan for the next five years. The plan will continue to provide direction for the preservation and protection of Guam's rich, but fragile historic resources through a series of goals and objectives that will address preservation needs. This five-year plan renews the commitment to maintain the Vision for historic preservation on Guam. This will be accomplished by continuing the five main Goals presented in the 2007 plan to (1) Identify, evaluate, and nominate historic properties, (2) Protect and preserve historic properties, (3) Strengthen community involvement in historic preservation, (4) Establish strong partnerships, and (5) Improve efficient retrieval of information for research and distribution. The plan also identifies current critical trends, issues, and opportunities affecting historic preservation on Guam.

This plan update maintains in one form or another, preservation trends and issues contained in the 2007-2011 Plan, such as, economic development and historic sites; natural disasters and hazards, property rights; effective enforcement; preventing site looting; public involvement and information; heritage tourism; restoration planning; and long term care of records.

New items included in this Plan are the Guidelines for Identifying Cultural Properties found on Guam. The Guidelines provide one standard direction on identifying and evaluating Traditional Cultural Properties (TCPs) (Appendix D) highly valued by the Chamorro people and other non-Chamorro people who have lived on Guam for over 50 years and who call Guam home.

The Department of Parks and Recreation and the State Historic Preservation Office (SHPO) hope to engender as much preservation passion on the younger generation by making available programs and projects that will capture their interest and determination to contribute to the preservation of Guam's historic past.

Planning Process

This planning process consisted of reviewing the previous Historic Preservation Plans, and section by section, inserting any new developments, and deleting items that had been accomplished or would be redundant. This was enhanced by public input to questionnaires provided by the Guam SHPO office in personal handouts as well as on web sites (Guam and Federal).

Guiding Principles of the Plan

The National Historic Preservation Act mandates that each state historic preservation office develop and implement a Statewide Historic Preservation Plan. The National Park Service (NPS) provides guidance on how historic preservation planning should be accomplished. Overall, the planning process must involve the public and stake holders. Development of the plan involves identifying critical issues through assessment of historic resources and historic contexts, and identifying special studies that may be required. The Plan must be understandable and usable by the Guam SHPO and the community, as it establishes clear goals and provides guidance for implementation of programs and projects.

A Plan for the Community, by the Community

A Five-Year Comprehensive Historic Preservation Plan for Guam, 2016-2020, Preserving and Protecting Guam's Past, Nina'sahngan yan Inadahen Fina'posguen Guahan, is a document designed to address the issues and concerns facing historic preservation efforts on Guam. Implementation of this plan by the Guam SHPO will occur by working within the constraints of the Guam SHPO's budget, resources, and mandates, to best preserve and protect the history and culture of Guam to the benefit of all the people of Guam. Questionnaires were distributed to the public and posted on web sites to gather public input for the five-year plan. Additional community outreach took the form of meetings with the village Mayors (at the Mayors Council) as well as 4 scheduled meetings in the evenings at four Village Community Centers (Dededo, Hagåtña, Hågat, and Malessso) to better reach out to the residents where they live. These entailed a PowerPoint presentation on the function of the Guam SHPO as well as a request for their input towards the Historic Preservation Plan through responding to the Survey/Questionnaire.

During the updating of this plan, a tally was made of the responses that 137 individuals had given to the 14 question Survey prepared by the Guam SHPO (This tally and details can be seen in Appendix G). These were handed to individuals who came to the SHPO for various permits or inquiries, as well as to a group of students participating in the Pacific Heritage Youth Summit on Guam in July 2016. The input from these varied individuals will be consulted as the SHPO prepared work in the coming years.

A Vision for Historic Preservation on Guam

Guam's communities are actively involved in historic preservation.

All communities on Guam will be strongly encouraged to be actively involved in ensuring historic resources are protected and available in the future. Historic preservation will become a part of everyday lives within homes and schools; public and private places; villages and businesses; professional and cultural organizations; federal and state agencies; and 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.

A Five-Year Comprehensive Historic Preservation Plan for Guam, 2016-2020, Preserving and Protecting Guam's Past, *Mina'sa'nggen Yan Iha'da'hen Fina'posguen Guahan*, is 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.

Although the Guam SHPO plays an important role in preservation efforts, it cannot successfully instill preservation values in the community without collective involvement. Guam SHPO will strive to provide needed and appropriate direction and resources to the various communities on Guam, in hopes of enabling them to respond to their specific preservation needs.

Our Villages

The villages of Guam each have deep histories. They span the pre-European contact times (prehistory) of the Pre-Latte Period and Latte Period, through the Spanish colonization, the American occupation, the Japanese conquest and occupation, the American liberation, and the recent period of growth and development from the Organic Act to today. The following photos are just a small sample of the richness of Guam's historic properties.

Dededo

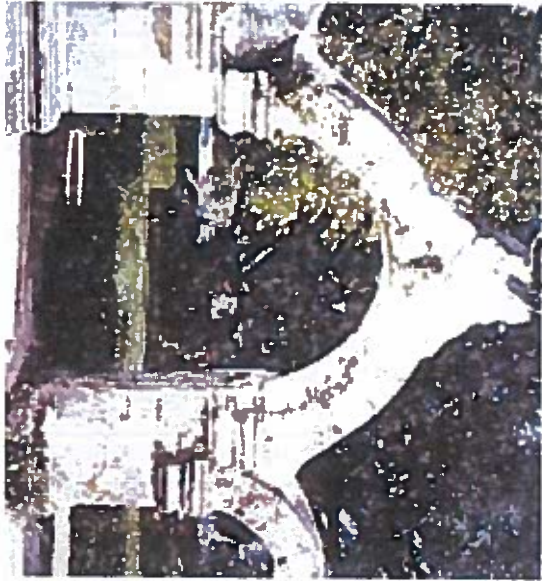


Latte Set at South Finegayan



Latte stones at Fajfar Beach

Hagaitia



Almacen Arches

Inarajan



Inarajan Leon Guerrero House before and after restoration



Chocolate House



Malesso



Kombenito before and after restoration



Yona



Manangyan Concentration Camp

Significant Archaeological Discoveries since 2011

Since the earlier Historic Preservation Plan for Guam was prepared and distributed, there have been some archaeological discoveries that have or will have impact on future work or focus in historic preservation. Some examples of these are as follows:

- Data recovery and burial salvage at the Ylig Bay Archaeological Site (66-09-1872) by International Archaeological Research Institute Inc. 2003 – 2013 discovered high concentrations of pelagic fish in the midden remains as well as good health and stature of the inhabitants showing potential relationship between a diet high in fish with health and stature. Additionally, some pebble floors were encountered, from approximately the Latte Period. This has since pushed a focus for archaeological data recovery and excavation to carefully search and record such floors.
- Serious attention is now focused on curation and proper repositories for Guam's cultural artifacts, with many studies, including the 2011 assessment by South Easter Archaeological Research Inc. Both the government of Guam with the Guam Museum still under construction, as well as the Department of Defense, are working to have safe and reliable facilities in the near future.
- During work in the inland plateau on the south east portion of Guam (Dandan) in work prior to the construction of a new landfill, a new discovery of human burials in red blocky clay has caused some rethinking of where pre-contact Chamorro were buried. Previously most burials were encountered along the sandy coasts, but this discovery by P.H. Rosendahl, Inc. brought a new focus to inland habitation site exploration.
- A very large population of Latte as well as Pre-Latte villagers was recorded by P.H. Rosendahl, Inc. (then SWCA Inc.) during excavations at the Okura Hotel (now Lotte Hotel) in northern Tumon Bay. With over 400 individuals (over 135 of them from the Pre-Latte Period---the largest such population ever recovered from one site in the Marianas) some very good statistical data was compiled on individuals' health, age, stature, gender, ornamentation, burial alignment, burial preparation, and much more. It produced some new insights showing high-rank/wealthy individuals, even children, buried with multitudinous beads and ornamentation, Pre-Latte versus Latte burial/pit styles, dental engraving/decoration, to mention a but a few.
- The on-going survey and data recovery required on Department of Defense lands in northern Guam are providing insight and evidence that the high limestone plateau on Guam has had more human activity (habitation, cultivation, ranching, resource procurement, burials) than previously believed.

Goals and Objectives

The main purpose of *A Five-Year Comprehensive Historic Preservation Plan for Guam, 2016-2020, Preserving and Protecting Guam's Past, Mina'sahngen yan Inadahen Fina'posguen Guahan*, is to define goals that will help in connecting the community to the past. During the planning process, a set of five goals were established and a number of corresponding objectives were identified to preserve, protect, and make use of Guam's historic properties so that they may continue to exist in the future.

The goals and objectives are not listed in order of priority as all five goals are considered equally important. Specific action items that detail how the SHPO proposes to accomplish each objective are provided in the Action Plan of this report (See Table 1 at end of this section).

Goal 1: Identify, evaluate, and nominate historic properties.

Actions

Continue to implement identification and assessment projects.

Conduct surveys and re-surveys to assess the physical conditions of sites, and determine preservation and protection measures. Continue to update the State Inventory of Historic Properties relative to each property's status, condition, and eligibility.

Review existing historic context studies.

Hire consultants to review historic context studies through collaboration, discussions, and meetings with all interested parties and groups who may have an interest in establishing a "true" historic context for Guam.

Continue to nominate historic properties.

Continue to nominate historic properties determined eligible for listing on the Guam and or National Register of Historic Places (Appendix B). Encourage community and government entities to prepare nominations documentation of sites and places that are significant in Guam history, architecture, archaeology or culture. Continue to encourage federal agencies such as the Department of Defense (DoD), United States Fish and Wildlife Service (USFWS), and NPS to nominate properties situated on federal lands.

Involve under-represented communities.

Call for meetings with under-represented communities to instill interest in preserving and nominating historic properties of ethnic importance.

Goal 2: Protect and preserve historic properties.

Actions

Review and Implement laws and regulations.

Continue to review, develop, and strengthen laws and regulations relating to various aspects of historic preservation. Hold accountable local and federal agencies for the loss and or damage of historic properties.

Strengthen enforcement.

Increase and train Department of Parks and Recreation enforcement staff. Hire "Historic Sites Rangers" trained in archaeological law enforcement and enable them to investigate violations and arrest violators. Provide training in archaeological law enforcement.

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 will abide by Guam historic preservation laws and if applicable, federal laws.

Exchange land for properties that may have historic and cultural significance.

Coordinate with land managers and private landowner to produce an acceptable land exchange.

Inform boards, councils, mayors, and commissions

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

Continue signage projects to protect historic resources.

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

Occupy and maintain historic buildings.

Find cooperating partners for communities, non-profits, and individuals who own or are responsible for historic properties to occupy vacant historic buildings or transfer the use and maintenance of properties to village mayors.

Seek funding to promote adaptive reuse of historic buildings.

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

Develop a community stewardship and watch program.

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

Increase awareness of the importance of cultural resources as assets.

Continue to inform developers of the importance of preserving cultural resources.

Goal 3: Strengthen community involvement in historic preservation.

Actions

Continue to raise community awareness of looting and vandalism.

Publicize incidents of vandalism, looting, and successful prosecution to keep the public aware of destruction of historic sites.

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.

Continue to produce programs highlighting preservation occupations.

Present historic preservation as a multi-discipline field from archaeology and construction to tourism and business. Participate in career day at schools and job fairs.

Ensure heritage authenticity and historic accuracy.

Partner with Cultural Resource Management (CRM) firms, University of Guam (UoG), Guam Preservation Trust (GPT) and the Department of Chamorro Affairs (DCA) to ensure and promote authentic interpretations of Chamorro heritage.

Goal 4: Establish strong partnerships.

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 ensure authentic heritage tourism.

Work with the visitor industry to review guidelines for heritage tourism programs, tours, and visitor publications, ensuring 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 University of Guam and the tourist industry and use archaeological sites for hands-on learning and visitor attractions. Perform archaeological excavations for research and education and provide demonstrations for tourists.

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

Encourage civic organizations to take part in restoring and maintaining a historic site, similar to the adopt-a-highway program. This will provide continual maintenance of a site and create positive publicity for the organization.

Goal 5: Streamline the Review Process.

Actions

The review process consists of the SHPO's standardized review of all construction, alteration, or ground disturbance plans, to assess the degree of impact to any historic properties.

Continue to implement recommendations to improve storing and retrieval of site files.

Continue training staff on ArcView GIS (Geographic Information Systems) and hire a GIS consultant to assist in georeferencing all maps, and establishing the State Inventory according to the Secretary of the Interior's standards. Continue digitization project of archeological survey reports, inventory files and other reports and files related to the Guam Historic Property Inventory. Ease the distribution of information.

Provide public access to historic resource information.

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

Improve efficient retrieval of information for research and distribution.

Make development information available to cooperating agencies, developers, or individuals before the review process. Continue to maintain constant lines of communication with major developers or individuals applying for permits to ensure all development requirements are known from the start. Utilize guidebooks published by local government agencies.

Table 1. Summary of Goals

GOALS	ACTIONS/TASKS
<p>1. Identify, Evaluate, and Nominate Historic Properties</p>	<ul style="list-style-type: none"> - Assign staff to oversee and track all nominations (State, Federal, Private, and SHPO) for Annual submissions. - Conduct surveys and resurveys to identify historic properties that have been destroyed/threatened, and new properties - and prepare the required documentations. - Involve underrepresented ethnic communities in preserving/nominating their historic properties.
<p>2. Protect and Preserve Historic Properties</p>	<ul style="list-style-type: none"> - Continue to seek guidance from the Guam Attorney General's Office in relation to finalizing rules and regulations to implement Sections 76211, 76307, 76505, 76512 of Title 21, Chapter 76, Guam Code Annotated. - Strengthen enforcement of current preservation laws, and establish "Historic Sites Rangers". - Inform elected and appointed government officials of historic preservation requirements. - Require education/training of all contractors and their crews (and Boards/Councils/Commissions) on cultural sites, laws, cultural resource management, general historic preservation, and artifacts, thus explaining their need for hiring archaeologists (CRM firm) to oversee/monitor/mitigate their actions. - Instruct Government agents, citizens, and developers in re-purposing (preserving) old buildings for new needs (i.e. Malesso's old Cook School is now a community center). Continue signage of historic properties.
<p>3. Strengthen Community Involvement in Historic Preservation</p>	<ul style="list-style-type: none"> - Meet with communities to convey the importance of Historic Heritage in each village, emphasizing how preservation of the heritage maintains property values and increases commerce as more visitors come to their village. (example: Village Public meetings in fall of 2016) - Develop, with the Mayors' Council, educational programs in each village. Instill in each villager a pride of stewardship, and/or pride of ownership of their sites, and urge them to care for/protect/maintain their sites. - At such annual meetings, distribute and/or discuss occupations/jobs in Historic Preservation. - Fund through partnerships with GVB, and others, short Historic Preservation ads for media exposure.
<p>4. Establish Strong Partnerships</p>	<ul style="list-style-type: none"> - Establish strong networking relationships with stakeholders who have an interest in pursuing research, field surveys and excavations for the purpose of contributing to the body of knowledge on the history of Guam. - Work to establish partnerships for help/maintenance/cleaning/preservation/protection of historic properties with various "clubs" or "agencies" to "Adopt-a-Site". (i.e. military clubs, scout troops, churches, etc.) - Continue working with all permitting agencies to improve the review process. - Partner with CRM firms and Government of Guam lands to provide public accessible archaeological excavations for public education and participation (finding funding and arranging the lands).
<p>5. Streamline the Review Process</p>	<ul style="list-style-type: none"> - Implement recommendations on improving retrieving and accessing site files and records. - Provide the necessary training for staff to improve their knowledge, skills, and abilities, in ArcView GIS, digitization of files, records, and reports, and database management, among others. - Improve how information is retrieved and accessed for public use. Increase production and distribution of educational/informational booklets on historic properties and historic preservation. - Provide safeguards in managing records, site files, reports, and other documents. - Implement the establishment of a program "Server" for internal and external use.

Cultural and Historic Resources Overview

Guam's historic properties include physical assets such as archaeological sites, burials, cemeteries, objects, historic buildings, structures, districts, and traditional cultural properties. Cultural resources are tangible and non-tangible properties such as traditional stories, chants, traditional knowledge, community values, historic properties, documents, spiritual places, religious practices, folkways, traditional skills, and practices of the community. Historically, cultural knowledge of the Micronesian islands has been passed down through the generations orally and through practice. These practices have been important in maintaining the cultural identity of the community. Preserving and protecting Guam's cultural and historic properties is the responsibility of the community, the various government agencies, and Guam SHPO.

Guam and National Register Nominations

An important historic preservation program is the Guam and National Register nominations of eligible significant historic properties. An individual may nominate a site. Sites entered into the Guam Register are maintained by Guam SHPO. These are not "automatically" sent in to the National Register, unless so instructed by the State Review Board. In addition to the Guam SHPO preparing one nomination annually, nomination preparations may also be contracted using Historic Preservation Fund grants. All nominations are reviewed by the State Review Board.

In the last ten years, six properties have been listed on the National register. These listings include the Guam Legislature Building (February 1, 2007); Aga Tongan Archaeological Site (September 26, 2008); Canada Water Wells (September 26, 2008); Malesso Japanese Rice Mill (November 28, 2012); Fonte River Dam (February 14, 2014); and Talisay Site (November 5, 2014).

Each year, the Guam SHPO conducts numerous site inspections; reviews and evaluates numerous archaeological reports, environmental assessments, and mitigation plans; and reviews hundreds of permits and development projects to assess impacts on historic properties. These tasks are in addition to the task to nominate sites to the National Register, and to review site nominations coming in from DoD.

The Programmatic Agreement Among the Department of Defense, The Advisory Council on Historic Preservation, The Guam State Historic Preservation Officer, and the Commonwealth of the Northern Mariana Islands State Historic Preservation Officer Regarding the Military Relocation to the Islands of Guam and Tinian requires the Department of Defense (DoD) to submit at least two nominations per year from DoD land on Guam. Thus far, DoD has prepared nominations for Tumon-Maui Well (66-01-2278) and Talisay Latte Site (66-02-2366) in 2012. DoD, as the landowner, also facilitated Mahlac Cave nomination funded by Guam SHPO in 2012. Dobo Springs Latte Site (66-02-0151) and North Field, AAFB (66-07-1064) were nominated in 2013. The Laguet sites a and b (66-02-0149), the Japanese Bunker at Dadi Beach (66-02-1303) and a latte complex (66-02-2330) were nominated in 2014. The most recent nominations occurred in 2015 and consisted of Maulap River complex (66-02-1978) and Papa'tenan latte set with

associated rock shelters (66-02-2337).

Survey and Inventory

Another important program is the survey and inventory of historic properties. It is through this program that properties are entered on the Guam Historic Properties Inventory (GHPI), which is maintained by the Guam SHPO. The inventory is made up of historic and cultural resources such as archaeological sites, pottery scatters, World War II building foundations, objects, historical districts, and other significant historic property. GHPI forms are filled out and filed in a room/repository in the SHPO for such sites. The inventory contains over 1,900 historic properties; of which 121 have been listed on the National Register of Historic Places (NRHP) and 150 on the Guam Register of Historic Places (GRHP). Hundreds of additional sites have been determined as being eligible for listing on the NRHP, including sites within military jurisdiction at Andersen AFB and Naval Base Guam (for current status of nominated sites, see Appendix B). The Guam SHPO also maintains a reference library of archaeological survey reports dating from 1968, historic property inventory forms, nomination documents, maps, drawings, photographs, and property descriptions.

The Guam SHPO ensures that information on historic properties, survey reports, and the review process is available to all professionals for planning, research, and educational purposes. However, the general public may be limited in their access to "location sensitive" information, in order to protect sites. Files, records, and documents are treated in the same fashion as records are treated in the Micronesian Area Research Center (MARC; www.uog.edu/marc-home) or the public library. Documents are used in the Guam SHPO's office. The Guam SHPO, in cooperation with the Guam Bureau of Statistics and Plans (BSP), has been transferring historic property records to electronic format and developing 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.

The Historic Preservation Fund grants are used for historic properties surveys. Surveys of known properties are recorded pursuant to the Secretary of the Interior's Standards and Guidelines for Identification and Evaluation. The Guam SHPO has been active in past years in pursuing surveys and re-surveys of archaeological sites, World War II sites, outdoor ovens, pictograph caves, and such. These surveys are important in that they provide the necessary planning information on how the properties should be treated as Guam continues to grow and develop. Valuable sites of our Chamorro history and culture need to be known to planners if they are to be protected.

An Assessment of the Guam Historic Properties Inventory System was conducted in 2014 by International Archaeological Research Institute, Inc. (IARI), to determine what, if anything, was needed to improve the system. The most significant deficiency found with the System "is the lack of a unified, comprehensive and thorough GHPI database." Fortunately, the report states, "many of the issues with the GHPI system can be resolved efficiently and effectively by contracting a GIS Specialist to design and establish an integrated digital data management system within a geodatabase system."

Seven corrective actions were identified to bring the GHPI Inventory System into compliance. They include:

- Contract a GIS Specialist to design and establish an integrated digital data management system within a geodatabase system.
- Create adequate fields and standardized and flexible data categories in the inventory database.
- Create a work plan to update and maintain the inventory system.
- Establish standards for submittal of inventory data.
- Acquire and install updated technological infrastructure.
- Develop a work plan for establishment of an electronic inventory for public use.
- Establish a policy regarding electronic access to the inventory of historic properties.

In preparation of improving the program's technological capacity to carry out the actions above, in the past 10 years computer systems for staff have been upgraded with more features and programs; a new "server" has been installed; discussions have occurred with various groups and systems managers; and such other tasks, to ensure that the technological infrastructure currently being developed and established will run efficiently and effectively in the future.

The DoD owns and manages approximately 38,382 acres on Guam. Andersen Air Force Base occupies more than 16,000 acres of Guam's northern plateau. The main Navy Base at Apra Harbor contains 6205 acres. An additional 8800 acres lie within the Naval Base Guam Munitions Storage Area. In addition, smaller military parcels are located at Barrigada, Finegayan, Andersen South and other locations. These properties are found in a variety of environmental settings around the island. Federally mandated cultural resource investigations conducted within these properties under Section 106 and 110 of the National Historic Preservation Act contribute to our knowledge of the cultural history of Guam and the Marianas, and how various environments were exploited by humans throughout the island's history.

At the time of preparation of the 2013 Integrated Cultural Resources Management Plans (ICRMPs) (Integrated Cultural Resources Management Plan, Andersen Air Force Base, Joint Region Marianas, Naval Facilities Engineering Command, May 2015; Integrated Cultural Resources Management Plan, Commonwealth of the Northern Mariana Islands, Naval Facilities Engineering Command, May 2015; Integrated Cultural Resources Management Plan, Naval Base Guam, Joint Region Marianas, Naval Facilities Engineering Command, May 2015), 89 cultural resource studies had been conducted on Navy lands on Guam and 52 had been conducted on USAF lands. Additional investigations are underway as this is written and will continue into the foreseeable future. More than 80% of Navy property and approximately 50% of Air Force property have been surveyed. Surveys currently in progress at Andersen will

increase the coverage significantly.

Military-funded investigations have resulted in the documentation of more than 1400 archaeological sites, 1035 of which are recommended or determined to be eligible for listing in the National Register of Historic Places. Two-hundred-ninety-four (294) are not eligible and ninety three (93) have not been evaluated. In addition, architectural studies have reported on almost 1400 of the more than 5200 buildings and structures in the Air Force and Navy inventory on Guam.

Investigations related to the proposed relocation of military forces to Guam have resulted in the survey of 9971 acres and reports on more than 150 historic resources as well as evaluation and reporting of almost 600 buildings and structures.

Archives and Collections

The Guam SHPO maintains its inventory of reports and documents. At the time of this writing, only the National Park Service's T. Stell Newman Center has a collection/curation facility meeting U.S. Federal Standards. The Guam Museum does not yet have a suitable repository, according to federal standards. This will occur when the construction of the new Guam Museum is completed, and a suitable/acceptable collections area/floor has been constructed and maintained within the museum building. Other important institutions and entities contribute to housing Guam's collections and archives such as, the Department of Chamorro Affairs, the American Institute of Architects (Guam Chapter), the University of Guam (UOG), the Guam Community College, the Guam Department of Land Management, the Dulce Nombre of Maria Cathedral Chancery Archives, and public and private schools.

Numerous federal laws (e.g. Reservoir Salvage Act, National Historic Preservation Act, and Archaeological Resource Protection Act) require federal agencies, including DoD, to properly maintain their archaeological collections. 36CFR79 established standards for managing federal collections.

In the 2011 PA, DoD supported the recommendation by the Economic Adjustment Committee for construction of a curation facility to provide critically needed curation capacity. DoD committed to seeking Congressional Authorization and appropriation to transfer DoD funding to another federal agency with authority to construct a repository; however, funding has been held up by provisions of the 2012 and 2013 National Defense Authorization Acts. Meanwhile, DoD has taken measures to prepare its collections for transfer to a suitable Guam facility when it is available.

Property Classification and Historic Contexts

Properties added to the Guam Historic Properties Inventory (GHPI State Inventory) are classified either as a site, district, building, structure, or object. Each property added to the GHPI is assigned a GHPI Site Number and a "Site File" started. Ideally, each site file should contain a GHPI Data Form indicating the type of site, the historic context, of which fourteen have been identified and used by the State HP Office (Appendix C).

The Historic Context of a property is best classified as one or more of the following:

- ___ 1500-1000 B.C.E., Early Pre-Latte Period
- ___ 1000-500 B.C.E., Middle Pre-Latte Period
- ___ 500 B.C.E. – 500 C.E., Late Pre-Latte Period
- ___ 500-800 C.E., Transitional
- ___ 800-1100 C.E., Early-Latte Period
- ___ 1100-1350 C.E., Mid-Latte Period
- ___ 1350-1521 C.E., Late Latte Period
- ___ 1521 – 1668 C.E., Pre-Colonial European Trade Period
- ___ 1668 – 1700 C.E., Spanish Missionization Period / Chamorro Spanish Wars
- ___ 1700 – 1898 C.E., Spanish Colonial Period
- ___ 1898 – 1941 C.E., First American Territorial Period
- ___ 1941 – 1944 C.E., World War II - Japanese Military Occupation
- ___ 1944 – 1950 C.E., Post-World War II / Second American Territorial Period
- ___ 1950 – Present, Political and Economic Development Period



Prehistoric shell adzes



Spanish Coat of Arms



Governor's Palace



Legislature Building

Guam Now and Future

During the public participation process of the preparation of these plans, an important goal was to generate discussion on the major trends and issues facing Guam that may affect historic and cultural resources. Some issues from the 1997 plan remain, while new issues have emerged. This document is focused on the following five trends and issues:

- Development and Growth
- Government
- Heritage and Culture
- Education and Information
- Natural Environment

Development and Growth 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 Mariana Islands Archipelago and the largest island in Micronesia. It is the westernmost possession of the United States, located approximately 3700 miles west of Honolulu, 1500 miles southeast of Tokyo, and 1500 miles east of Manila. Guam's economic and financial stability are extremely vulnerable to outside influences. Its relative nearness to Japan makes it a desirable travel destination for Japanese tourists. Guam's location also makes it highly valuable to United States military strategists as it is close to some of the world's trouble spots.

By 2006, Guam's economy began an upswing in all primary sectors, namely tourism, military, real estate, and construction. Guam's tourism has seen surges in the past several years, with the recent (2013) annual total of 1,328,761 visitors, nearing the highest annual total of 1,381,513, set in 1997. The year 2015 saw an all-time record of 1.4 million arrivals.

Tourism

Tourism is a major industry in Guam's economy and remains a constant economic provider for the entire island. By 2005, tourist arrivals began to rise, and they are continuing to show signs of stability. Confidence in tourist arrivals has generated the interest of local and off-island 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 developments have occurred in Tumon, an archaeologically rich area where Pre-Latte and Latte settlements are known to have existed. 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 developed on the northwestern coast of Guam, in Urunao, on private property that is also registered on the Guam and National registers. The development included a bathroom structure with trenching for utilities. As with any project that has the potential to impact historic properties, the Guam SHPO required the developer to engage an archaeologist to prepare the research design, scope of work, and a monitoring and mitigation plan prior to starting ground disturbance. Eco-tourism and heritage tourism have increased the demand to view and visit the natural, cultural, and historic sites. According to a 2004 Japanese visitor profile commissioned by the Guam Visitors Bureau, visits to archaeological sites rank as one of the top five most popular tourist activities. [Guam Comprehensive Outdoor Recreation Plan 2006, Department of Parks and Recreation].

Currently, there are approximately 8,000 hotel rooms, but a plan to have 10,000 by the year 2020. The exclusive import of Japan is fading as visitors from Korea, Philippines, Canada, Hong Kong and China are increasing. Two major events that will greatly expand Guam's exposure in 2016 are the Pacific Asia Travel Association (PATA) and the Festival of Pacific Arts (FestPac). These events both will promote the Chamorro culture and history with information, exhibits, demonstrations and much more. [Guam Post/The Sunday Post May 1, 2016 "Back with a vengeance" by Mar-Vic Cagurangan (editor) on page 2, and "Tourism" by Louella Kosimo on page 3].

Military Activities

In addition to tourist-related development, Guam has become an extremely valuable base to the United States 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 downsized, with excess lands being returned to the Government of Guam and subsequently original landowners. Since 2001, the mission of the military on Guam significantly increased in support of anti-terrorism and the Iraq War activities.

Department of Defense studies determined that there was a need to re-position American military forces to address concerns in the Pacific region. In October 2005, the United States-Japan Security Consultative Committee approved the relocation of 8,000 Marines from Okinawa to Guam. This has been revised downward to 5,000 Marines in the published final Supplemental Environmental Impact Statement (SEIS) in July 2015. The United States Pacific Command plans to relocate United States Marine Corps (USMC) Expeditionary Force components and headquarters to Guam; upgrade Naval Base and Air Force installations on Guam; and improve or build new 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 in 2006 of approximately 14,190 active duty personnel and dependents will increase by an additional 5,000 active duty personnel and 1200 dependents when the build-up is completed. The build-up may occur on all military landholdings on Guam, as well as outside military installations. The Defense Road Access Fund will involve road reconstruction and road widening projects.

Guam Integrated Military Development Plan (Releasable), Helber Haster & Fee, Planners, July 2006, and *Guam and CNMI Relocation Final SEIS* from DoD July 2015]

Navy projects, as tabulated in 2007, included \$102 million for Kilo Wharf extension; \$59 million for hardening of Naval base electrical systems; \$57 million for Navy family housing; \$45 million for a Navy fitness center; \$41 million for wastewater treatment plant repairs and upgrades; and \$31 million for Phase I of a water distribution system. Air Force projects included \$10 million to upgrade infrastructure at Northwest Field. [*Pacific Daily News*, February 15, 2007]

The relocation of U.S. Marines to Guam from Okinawa was in the planning stages when the last Comprehensive Preservation Plan was being prepared. There have been substantial developments since the previous Preservation Plan was written. An earlier agreement between the United States and Japan (the 2006 "Roadmap") committed to relocate more than 8,000 US Marines from Okinawa to Guam, with associated construction of facilities on Guam and in the CNMI. In addition to the Marines, the relocation would have included families and support staff, more than doubling the number of arrivals. This prediction has been revised to 5,000 active duty personnel and 1200 dependents. The original timeline for completion was 2014, but the new timeline expects the work to progress more slowly, covering 13 additional years, with completion expected by approximately 2028 (Final SEIS July 2015, Figure ES-1).

Negotiations to address effects of the proposed action on cultural resources continued for four years and included consultation among DoD and other Federal and GovGuam agencies, interested groups and individuals, resulting in a PA that was signed in March 2011. The PA addressed the effects of an influx of more than seventeen thousand military personnel, contractors, and families. The PA stipulated procedures to be followed for each project initiated and also stipulated mitigations to be carried out for direct project effects, cumulative effects, and indirect effects. Cultural resource surveys were undertaken to identify and evaluate resources within the Areas of Potential Effect of the proposed projects. By the time the PA was signed, surveys for fourteen projects had been conducted and consultations between DoD and Guam SHPO had been completed. One hundred fifty-seven additional construction projects related to the agreement were identified in Appendix E of the PA. Many of these projects will involve consultation; some will generate mitigation plans, draft and final reports, all of which will be reviewed by SHPO.

In the next 5 to 10 years, a large number of additional construction projects are expected to accommodate more military buildup and most likely will require additional SHPO staff and resources to process the reviews in a timely manner. As required under Section 106, all federal undertakings on Guam must be reviewed by the Guam SHPO. A Range Mitigation Plan (RMP) for the Live Fire Training Ranges planned for Northwest Field has been prepared (September 2015) in consultation with Guam SHPO as well as NPS, GPT, Department of the Navy (DON), and others, to set plans for action and mitigation according to the 2011 PA.

A 2012 adjustment in the program reduced the number of individuals relocating to Guam and thus slowed the pace of development

from 7 intense years to approximately 13 years of moderate construction, and made possible the consideration of properties that could meet the need for a reduced footprint on the island. Environmental surveys and evaluation have been completed, a Biological Opinion presented (July 2015) and the Final SEIS, July 2015. Alternatives being considered were presented for comment to agencies and the public in a series of scoping meetings in 2012. Additional cultural resource surveys have been conducted and more historic resources have been documented as a result. The final archaeological survey reports have been submitted and evaluated for use in the Final SEIS, July 2015. All cultural resource surveys available at the time were summarized in the SEIS (July 2015) for the military relocation being prepared by DoD.

Navy projects plan to include \$55 million for X-Ray and Sierra wharf improvement projects; \$23 million for the Lockwood Terrace Whole House Revitalization; and \$35 million for an Emergent Repair Facility Expansion at Polaris Point. Air Force projects plan to include \$62 million for a new operational and maintenance hangar and \$5 million for a new rescue and emergency management training facility at Northwest Field. Additionally, the chosen location for Live Fire Training Ranges at Northwest Field has been detailed, and has a Range Mitigation Plan under review at this time (September 2015).

As data was being compiled in preparation of the 2013 Integrated Cultural Resource Management Plans for Naval Base Guam and Andersen AFB, approximately 50% of the 18,577 acres comprising AAFB had been surveyed and 394 archaeological sites had been documented. There had been 12 studies with architectural components that had documented 930 buildings and structures. In addition, one potential TCP had been recognized.

More than 80% of the 19,805 acres comprising Navy holding on the island have been surveyed, documenting 1022 archaeological sites. Sixteen studies with architectural components have resulted in documentation of 458 buildings and structures. In addition, 20 potential TCP's have been recognized.

SEIS surveys for housing and ranges were completed covering more than 4000 acres and they documented more than 130 sites and evaluated both archaeological sites and the built environment.

Each military installation is required to prepare an Integrated Cultural Resource Management Plan (ICRMP) that typically covers a five year period. The ICRMPs contribute to identification and management of historic properties on military controlled lands and also provide information useful for addressing multiple research topics (Naval Facilities Engineering Command, May 2015).

The Guam Training Ranges Review and Analysis (TRRA) was completed in July 2015, analyzing the various alternative locations for the Marine Corps Live Fire Training Ranges Complex (LFTRC). The Record of Decision (ROD) to determine the best alternative was posted in August 2015. Alternative 5 located at Anderson Air Force Base Northwest Field was chosen, and a Range Mitigation Plan (RMP) has been completed at this time, and is in the process of acquiring signatures from the various Parties to the 2011 PA.

DoD has a staff position for Public Access Coordinator, a person who will coordinate requests from the public for access to DoD controlled historic properties. This public access plan was developed in coordination with Guam SHPO, Guam Mayors, Federal and State Agencies, and the General Public, as required by the 2011 PA.

Federal landholdings on Guam have many historic and archaeological cultural sites that are already listed on either the Guam or National Registers or are eligible for listing. Such sites are generally not open to the civilian public or non-military visitors, except with permission. The Public Access Plan, called for in Stipulation VI.D.2 of the 2011 PA and developed in consultation among SHPO, DoD, other PA Signatories, and the public, is an effort to facilitate public access to those locations.

There is a need for trained personnel for many federal programs, including cultural resource managers. Academic training and certification programs in Micronesia are needed to promote and develop a cadre of professionals within the region. Federal officials have stated that staffing fluctuations and a lack of qualified applicants for transfer to Guam in the past decade have limited their efforts with respect to their cultural resource management issues. As a result, these matters are administered from Hawaii, or by staff visiting from Hawaii or elsewhere. The Guam-based Navy staff now number 4 full-time professional archaeologists/cultural resource professionals.

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 a Memoranda of Agreement between the federal agencies and the Guam SHPO, and developing and implementing Cultural Resources Management Plans (CRMP), as mandated under National Historic Preservation Act (NHPA), to protect significant archaeological, architectural, and cultural resources on Guam. These CRMPs will ensure that preservation and protection of cultural resources are carried out in a manner compatible with federal agency mandates and missions, satisfying legal compliance requirements, and are consistent with ecosystem management principles and guidelines.

Land Use

The demand for houses has accelerated the acquisition and use of undeveloped lands, especially with the expected population influx for the military buildup. The Guam SHPO is mandated to review construction and development projects as part of the building permit process, including review of all federal undertakings that are funded, licensed, permitted, or that involve federal action (36 CFR Part 800). With the increase in development, there is the potential for contractors, individuals, developers, and federal and local government personnel to intentionally ignore the review process, thus destroying and damaging recorded and unrecorded sites. Fines have been assessed in several instances, but have not been acted on by the Attorney General of Guam (AG). The Guam SHPO lacks dedicated staff to inspect and monitor all construction activities and

enforce non-compliance laws. Through recent cooperation efforts with the Guam Department of Public Works, all construction permits (clearing and grading, building, etc.) are routed to the Guam SHPO for review. Each year, the Guam SHPO conducts numerous site inspections, reviews and evaluates numerous archaeological reports, environmental assessments, and mitigation plans, and reviews hundreds of permits and development projects to assess impacts on historic properties.

A problem with development has been the piecemeal permit process where contractors obtain a permit to clear, bulldoze, trench, and construct within planned roadway corridors or easements, and then sell individual lots to private individuals. The buyers proceed to excavate for housing and utility development without further obtaining the required clearances, thus compromising the potential recovery of cultural resources. The archaeological record will only show what was identified in the narrow corridors of the roadways and easements, 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 Guam laws and regulations exist to protect cultural and historic resources, but knowledge and enforcement of these laws is lacking. Since passage of the NHPA of 1966, as amended, 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.

A summary of United States federal laws and regulations as well as local Guam laws pertaining to historic and cultural preservation is found in Appendix F.

Enforcement Policies and Issues

Going by reports from the parks (Department of Parks and Recreation=DPR), public news media reports, and law enforcement, there seems to have been a decrease in the past five years in the wanton destruction and vandalism of historic properties. Although Guam SHPO has not received reports on looting activities, this is suspect because most sites are difficult to reach and are located in thick dense forest/jungles, and it is difficult to identify the perpetrators. Several sections of Title 21 Guam Code Annotated, Chapter 76, (76211, 76307, 76505, 76512), all address the destruction, vandalism, and looting of historic properties, and instruct Guam SHPO to enforce these sections of the law and collect fines and penalties. Guam SHPO has been working with staff from the Guam Legislature and Attorney General's office to develop regulations to implement these sections of law so staff can confidently invoke their authority to issue citations and recommend the imposition of fines and penalties.

There are those who consider "looting" as "salvaging". In some 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, federal and local project development reviews, site inspections, and other preservation

obligations, the Guam SHPO staff is required to enforce the law.. The lack of staff and law enforcement training and experience prevent the Guam SHPO staff from carrying this responsibility. Archaeological law enforcement training occurred in 2002, for the Guam SHPO staff, Department of Aquatic and Wildlife Conservation officers, foresters and other government agency staff. Current enforcement measures are ineffective and the current civil penalties are not a deterrent. Vandalism and looting of historic properties is very difficult to prove and may not be a high priority for the AG. Although the Guam SHPO 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. Warning signs alone will not deter all intentional vandalism.

Not only looters, but professionals also contribute to the vandalism of historic resources. Many contractors are unaware of or ignore historic preservation laws. The Guam SHPO is required to review any construction permit but cannot ensure that contractors follow the required procedures. The 2011 PA for Military Relocation includes a stipulation that all incoming contractors working on DoD lands receive cultural resource awareness training developed in consultation with Guam SHPO before working on military projects on Guam. The training includes an overview of Guam's cultural heritage, types of historic resources found on the island, laws protecting historic resources, and instructions on what steps to take to ensure proper treatment of the resources, particularly in the event of unexpected discovery. More than 1200 individuals have received the training at the time of this writing. Contractors working on Federal land are instructed by DoD cultural resource staff/archaeologist that they must comply with Section 106 regulations. Their contracting officers enforce the compliance.

Property Assessment, Management, and Maintenance

Many historic properties have suffered damage in the last 5 to 10 years from typhoons, earthquakes, looting, vandalism, and developers who clear/bulldoze property without the required clearances. An assessment will determine the threats, the status, and condition of sites with funding set aside to carry out maintenance or restoration activities. As funding becomes available, the Guam SHPO will continue to prioritize these types of activities at remote coastal sites such as Cetti Bay, Sella Bay, and other sensitive areas.

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, and affordable housing. Many historic structures on Guam are prime candidates for adaptive reuse, such as the Lujan House in historic Hagaña that is now serving as the office for the Guam Preservation trust.

Private Property Rights

Many private property owners are concerned with loss of property rights if their land or home is placed on the Guam or National Register. 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 them, or are not interested in restoration.

There are dozens of historic homes listed on the Guam and National Registers, 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 SHPO or other preservation partners to negotiate and adopt a preservation plan. Guam Law does provide for a tax abatement that is managed by the Guam Preservation Trust.

Guam law also provides for private property developers to mitigate adverse impacts on historic resources that may be on their property. One successful mitigation was carried out by Leo Palace Resort, where artifacts discovered on site during project construction were put on display in the Manenggon Golf Course Clubhouse. School children and other visitors were allowed to visit the display and learn about the cultural resources on the site. More awareness is needed to allow for more such cases.

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. An added result from public participation in review of the 2011 PA was local, national, and international public awareness of the Pagat sites. Public awareness continues to rise as federal public consultations continue on the island.

Heritage Authenticity

The 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 ensure 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. The Department of Chamorro Affairs has published Guidelines, Procedures, and Recommendations for Authenticating Chamorro Heritage.

Cultural Diversity

Awareness and promotion of cultural diversity has risen on Guam in the last 10 to 15 years. As more people are moving to Guam for better work and educational opportunities, there has been a shift in demographics. The total island population was 159,358 in 2010: Chamorro 59,381; non-Chamorro Pacific Islanders 19,201; Filipino 41,944; Asian (non-Filipino) 9,437; Caucasian 11,321; Black/African American 1,540; Hispanic 1,201; and Mixed ethnicity of Chamorro and other groups 9,717. Pacific Islanders with other groups 11,656; and Asians with other groups 8,574. [2010 Census Data—Guam as presented in the Guam Statistical Year book 2013, Bureau of Statistics and Plans, Office of the Governor.]

Cultural ethnic properties often include structures or sites that are important because of people or events. There are few properties on the GHPI 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. Some examples might be the Chinese school in Upper Tumon, the Buddhist Temple in Barrigada, and the Palau *abai* in Dededo. These ethnic communities should be encouraged to value historic preservation to ensure that preservation of their cultural resources is not overlooked. The Guam SHPO can reach out to the various ethnic communities with educational talks and presentations, to educate and encourage the property owners to evaluate and nominate their places they deem of cultural significance, their historic properties.

Stewardship of Cultural Resources

Since many cultural resources (such as *latte*, *lusong*, *metate*, 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 ancestors. These resources are not shared with others who may want to visit or view them. Whether found on private or public lands, these artifacts are thought to be the heritage of all the people of Guam, as declared by law. 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 thereby continue the tradition.

Education and Information Trends and Issues

Education and information management are fundamental tools for the Guam SHPO in carrying out its duties and responsibilities to identify, manage, and protect historical resources. Every historic or cultural item listed on the Guam SHPO's inventory comes with a tremendous volume of information that must be managed and made available to other cultural resource managers and the public. As technology continues to change at a rapid pace, information is more accessible because of new products and services. More people are able to access information as computers become common at work, school, and home. The Guam SHPO is partnering with the Guam Preservation Trust, the Guam Coastal Zone Management Program, and the Bureau of Statistics and Plans to present the Section 106 Training Seminars in October 2015.

Public Awareness

Even with the advancement in communication technologies, awareness of preservation does not reach the whole community. Effective communication 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 almost instantaneously. The Guam SHPO maintains a website with information on Historic Preservation Review, laws, Regulations and Guidelines, listing of Registered Sites, and other informative items. Additionally, with the future opening of a Guam museum (expected in 2016 or 2017), the public will be able to view their cultural artifacts, and learn more in-depth history facts.

Natural Environment Trends and Issues

Guam's location in the Pacific rim, 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. Global warming with potential flooding of coastal areas, changes in weather patterns, and increased droughts is a rising threat as well.

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 storm water 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 the Chocolate House at the Plaza de España have been damaged significantly by typhoon winds. The Talayfac Bridge in Hågat, one of the last Spanish bridges constructed of *mamposteria* blocks in a double-arch span, was most damaged by the 2002 Super Typhoon Pongsona. Typhoon Dolphin is the most recent to hit Guam, occurring in the summer of 2015. 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 (from typhoon storm flooding) at storage facilities used by the SHPO, cultural resource management consultants, NPS, and the Guam Museum. The physical condition of many of the thousands of sites on the inventory is not fully known. Many sites are in remote, inaccessible regions and have most likely been damaged by storms, looting, or vandalism. The damage from storms (flooding inland and coastal storm surge, as well as high winds) occurs annually, to some degree.

Guam hopes to have funding for inspections of coastal sites to assess the potential for damage or destruction due to the rising of sea level as well. In the photos below, the blue line is the current shoreline, and projections show Adelup, Paseo, Route 1, Route 4 Cocos, Inalahan, Talofofo and much more being inundated, endangering coastal and riverine sites as well as cutting off coastal highway transportation. (data courtesy of NOAA: <https://coast.noaa.gov/slr/?redirect=301ocm>).



Earthquake damage is also a threat to historic sites and structures. A large earthquake in 1993 caused significant damage to historic sites throughout Guam. St. Joseph's Church in the Historic Inalajan District was severely damaged, and the San Dionisio Church in Humåtak experienced extensive structural damage to its walls and steeple in the same earthquake. The Lujan House in Hagåtña experienced diagonal cracking along its *mamposteria* walls during large earthquakes in 2001 and 2002.

Termites and mud dauber wasps are common pest problems for historic sites, especially those that are uninhabited. Termite infestation of wood elements has damaged the Lujan House. Pictographs in the Pitidian Cave (within the Pitidian 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 Guam SHPO has signed a Memorandum of Agreement (MOA) with the Federal Emergency Management Authority (FEMA) 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 the SHPO and other cultural resource managers such as the United States Navy, United States Air Force, and USFWS for historic properties located on federal land.

APPENDIX A

Acknowledgements

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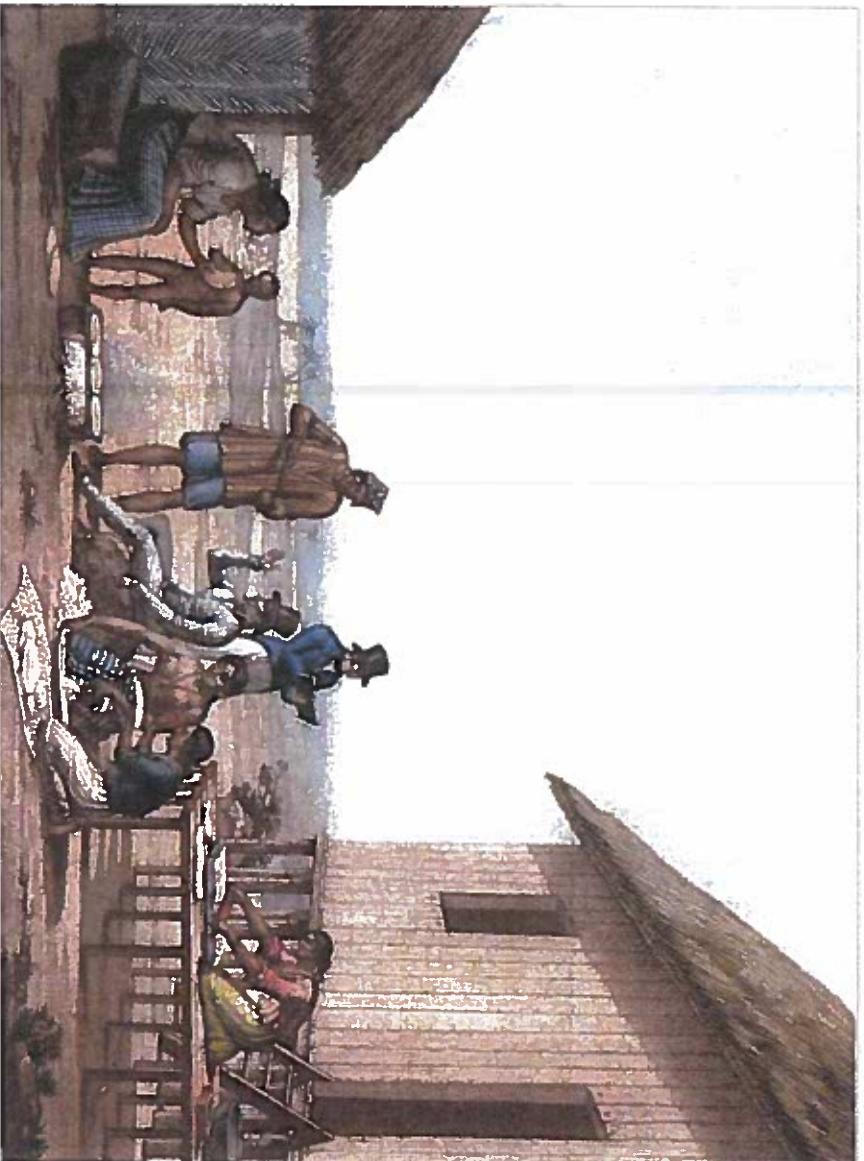
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Dangkolo na Agradesimento...

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APPENDIX B

Register Listing



Agaña, Guam - Domestic Occupations

GUAM AND NATIONAL REGISTER LISTING

District / Historic Site Name	GHPi Site Number	Guam Register Date of Entry	National Register Listing Date
HAGATNA			
Agana Cliffline Fortification	66-01-1212	June 16, 1988	March 4, 1991
Agana Historic District	66-01-1145	February 8, 1985	February 8, 1985
Agana Japanese Fortifications	66-01-1082	August 21, 1979	March 4, 1991
Agana Pillbox	66-01-1211	June 16, 1988	March 4, 1991
Agana Spanish Bridge	66-01-1069	December 3, 1974	September 6, 1974
Agana Spanish Dikes	66-01-1006	September 4, 1974	November 19, 1974
Cormoran Monument	66-01-1039	July 14, 1974	
Dulce Nombre de Maria Agana Cathedral Basilica	66-01-1104	August 6, 1996	
Garrido House	66-01-1135	April 2, 1984	
Guam Congress Building	66-01-1102	August 8, 2001	February 1, 2007
Guam Institute, Jose P. Lujan House	66-01-1115	May 4, 1977	October 6, 1977
Japanese Caves	66-01-1052	August 21, 1975	
Marine Drive Monument	66-01-1972	September 27, 2004	
Mesa House	66-01-1141	April 2, 1984	February 8, 1985
Old Court Building	66-01-2725	June 24, 2015	
Plaza de Espana	66-01-1070	January 21 1975	May 1, 1974
Shimizu House	66-01-1033	April 2, 1984	
Toves House	66-01-1134	April 2, 1984	February 8, 1985
Ungacta House	66-01-1132	April 2, 1984	February 8, 1985
U.S. Naval Cemetery Fortification (Ayulang Pillbox)	66-01-1185	June 16, 1988	March 14, 1991
U.S. Naval Cemetery	66-01-1035		December 1, 2015
AGANA HEIGHTS			
Fort Santa Agueda	66-01-1068	January 21, 1975	August 30, 1974

AGAT			
Agat Invasion Beach	66-02-1054	October 15, 1974	March 4, 1975
Fena Massacre Site	66-02-1313	July 22, 1993	
Hill 40	66-02-1048	October 15, 1974	March 4, 1975
Mt. Alfian Battle Site	66-02-1049	February 20, 1975	
Taelayag Spanish Bridge	66-02-1072	December 3, 1974	October 10, 1974
Talefjac Spanish Bridge	66-02-1071	December 3, 1974	September 10, 1974
Umang Dam	66-02-1868	November 14, 2008	February 6, 2009
ASAN			
Asan Ridge Battle Area	66-01-1056	April 17, 1975	July 18, 1975
Asan Invasion Beach	66-01-1055	February 20, 1975	February 14, 1979
Fonte Plateau, Nimitz Hill	66-01-1057	June 5, 1975	
Fonte River Dam	66-01-2655		February 25, 2014
Last Japanese High Command Post	66-01-1063	June 5, 1975	
Matgue River Valley Battle Area	66-01-1050	October 15, 1974	April 3, 1975
Memorial Beach Park, Asan	66-01-1091	January 21, 1975	August 7, 1974
War Crimes Trial Site, Nimitz Hill	66-01-1084	August 21, 1979	
War in the Pacific National Historic Park (Memorial Beach Park)	66-01-1091	August 18, 1978	August 7, 1979
BARRIGADA			
Guzman Water Catchment	66-04-1149	May 6, 1994	November 14, 1994
Canada Water Wells	66-01-2268		September 26, 2008
CHALAN PAGO			
Pago Pillbox I	66-01-1217	June 16, 1988	March 14, 1991
Pago Pillbox II	66-09-1216	June 16, 1988	March 14, 1991
DEDEDO			

Falcona Beach Site (with Urunao)	66-08-0009	July 3, 1974	
Haputo Beach Site	66-08-0007	June 5, 1974	
Hila'an/Gilan	66-08-0005	July 24, 1974	October 26, 2015
Ritidian	66-08-0012	August 14, 1974	
South Finegayan Latte Stone Park	66-08-0141	July 24, 1974	September 5, 1975
Uruno Site	66-08-0010	July 24, 1974	December 27, 1974
Uruno Beach Site	66-08-0011	June 5, 1974	December 27, 1974
INARAJAN			
Adjoulan Point Pillbox (Talofofo Bay Fortification)	66-09-1109	June 16, 1988	March 14, 1991
Aga Tongan Archaeological Site	66-05-1966		September 26, 2008
Asiga Beach	66-09-0110	August 14, 1974	
		September 21, 1977	
Asmaile Point	66-05-0112	September 4, 1974	November 7, 1978
Gadao's Cave	66-05-0142	1974	November 19, 1974
Halaiha Point	66-09-0093	August 14, 1974	
Inarajan Baptist Church	66-05-1034	December 3, 1974	
Inarajan Falls Site	66-05-0105	July 24, 1974	
Inarajan Fortification	66-05-1107	June 16, 1988	March 14, 1991
Inarajan Ridge	66-05-0075	August 14, 1974	December 4, 1974
Inarajan Historic Village	66-05-1320	March 23, 1977	November 7, 1977
Malolos Site	66-09-0091	October 5, 1977	April 8, 1980
Nomna Bay	66-05-0092	July 3, 1974	December 27, 1974
North Inarajan Site	66-05-0107	November 12, 1974	February 21, 1975
Paullino Outdoor Oven	66-05-2274		December 3, 2010
St. Joseph's Catholic Church	66-05-1021	November 12, 1974	
Talofofo River Valley	66-09-0077	July 24, 1979	December 27, 1974
West Atate	66-09-0109	August 14, 1974	December 4, 1974
MANGILAO			

Mochom/ Nisichan	66-04-0025	June 5, 1974	December 4, 1974
South Mochom	66-04-0030	July 3, 1974	
Taogam Complex	66-01-0148	May 9, 1978	April 15, 1980
<u>MERIZO</u>			
Malessso Japanese Rice Mill	66-06-2399		November 28, 2012
Merizo Bell Tower (Old Spanish Bell Tower)	66-06-1013	February 20, 1975	May 29, 1975
Merizo Conbento)	66-06-1067	February 20, 1975	September 17, 1974
Merizo Pillbox	66-06-1188	June 16, 1988	March 14, 1991
Merlyn G. Cook School	66-06-1123	February 21, 1978	November 29, 1979
Tinta Massacre Site	66-06-1223	June 18, 1991	November 26, 1991
Faha Massacre Site	66-06-1077	June 18, 1991	August 27, 1991
<u>PITI</u>			
Atantano Shrine	66-03-1012	June 5, 1975	November 21, 1995
Kitsugawa Maru	66-03-1154	October 28, 1986	
Mabini Prisoner of War Camp	66-03-1040	July 12, 1979	
		September 21, 1977	March 13, 1979
Mt. Tenjo Fortifications	66-03-1086		
Piti Coastal Defense Guns	66-03-1046	April 17, 1975	June 18, 1975
Quan Outdoor Oven	66-03-2276		December 3, 2010
<u>SANTA RITA</u>			
Bona Site	66-02-0145	October 5, 1977	March 26, 1979
Cable Station	66-03-1043	October 15, 1974	September 6, 1979
Ha. 62-76 Japanese Midget Attack Submarine	66-03-1088	September 21, 1977	February 3, 2000
Orote Air Field	66-03-1066	February 20, 1975	June 18, 1975
Orote Historic Complex	66-03-1009	October 23, 1979	October 23, 1979
Orote Point Complex	66-03-1009	October 5, 1977	October 23, 1979
Pan American Hotel	66-03-1042	October 15, 1974	

S.M.S. Cormoran	66-03-1037	July 24, 1974	April 4, 1975
Sumay Cemetery	66-03-1041	September 4, 1974	October 8, 1999
Talisay Site/Latte' Saddock Talisai	66-02-2366	November 5, 2014	November 5, 2014
Tokai Maru	66-03-1089	July 14, 1988	July 14 1988
West Bona Site	66-02-0145	March 26, 1979	March 26, 1979
SINAJANA			
Won Pat Outdoor Oven	66-01-2275		December 3, 2010
TALOFOFO			
Aratama Maru	66-09-1156	June 2, 1988	June 2, 1988
Asquiroga Cave	66-09-0069	June 5, 1975	May 6, 1976
Mahlac Pictograph Cave	66-02-1985		November 12, 2014
Mana Pillbox	66-09-1213	June 16, 1988	March 14, 1991
Matala Point Pillbox	66-09-1189	March 14, 1991	June 16, 1998
South Talofoto Site	66-09-0068	November 12, 1974	February 24, 1975
Talofoto Pillbox (actually Togcha)	66-09-1190	June 16, 1988	March 14, 1991
Talofoto Site	66-09-0053	July 3, 1974	
Togcha Pillbox II (Tokcha Point Pillbox)	66-09-1215	June 16, 1988	March 4, 1991
Yokoi's Cave	66-09-1047	October 5, 1977	January 16, 1980
TAMUNING/TUMON			
As Sombrero Pillbox I	66-01-1202	June 16, 1988	March 4, 1991
As Sombrero Pillbox II	66-01-1203	June 16, 1988	March 4, 1991
As Sombrero Pillbox III (Japanese WWII Fortification)	66-01-1204	June 16, 1988	March 4, 1991
Dungca's Beach Defense Gun	66-01-1105	October 2, 1975	December 22, 1976
Fafai Beach	66-04-0002	September 24, 1974	November 19, 1974

Gongna Beach Gun Emplacement	66-04-1195	June 16, 1988	March 14, 1991
Gongna Beach Gun Mount	66-04-1199	June 16, 1988	March 4, 1991
Naton Headland Caves	66-04-1176	June 16, 1988	March 14, 1991
Naton Headland Fortification I	66-04-1177	June 16, 1988	March 4, 1991
Naton Headland Fortification II	66-04-1178	June 16, 1988	March 4, 1991
Oka Fortification	66-01-1186	June 16, 1988	March 14, 1991
San Vitores Beach Fortification	66-04-1200	June 16, 1988	March 4, 1991
San Vitores Martyrdom Site	66-04-1007	August 14, 1974	October 31, 1975
Tumon Cliffline Fortification I	66-04-1184	June 16, 1988	March 14, 1991
Tumon Cliffline Fortification II	66-04-1183	June 16, 1988	March 4, 1991
Tumon Cliffline Fortification III	66-04-1220	June 16, 1988	March 4, 1991
Tumon Fortification	66-04-1208	June 16, 1988	March 4, 1991
Tumon Maui Well	66-01-2278		March 4, 2016
Tumon Pillbox III	66-01-1207	June 16, 1988	March 14, 1991
Tumon Pillbox I	66-04-1201	June 16, 1988	March 4, 1991
Tumon Pillbox II	66-04-1206	June 16, 1988	March 4, 1991
Ypao Beach Archaeological Site	66-04-0156	April 2, 1984	May 24, 1984
Ypao Pillbox I	66-01-1205	June 16, 1988	March 14, 1991
Ypao Pillbox II	66-01-1209	June 16, 1988	March 14, 1991
Ypao Pillbox III	66-01-1210	June 16, 1988	March 14, 1991
UMTAC			
Abong Beach	66-02-0126	August 14, 1974	
Achugao Bay	66-02-0123	April 17, 1975	August 19, 1975
Agaga Beach	66-02-0124	April 17, 1975	June 11, 1975
Cetti Bay	66-02-0127	September 24, 1974	November 21, 1974
Creto Site	66-06-0140	August 3, 1977	November 7, 1978
Fort Nuestra Senora de la Soledad	66-02-1073	January 21, 1973	October 18, 1974
Fort San Jose	66-02-1001	July 24, 1974	May 1, 1974
Fort Santa Angel	66-02-1074	May 8, 1975	August 30, 1974

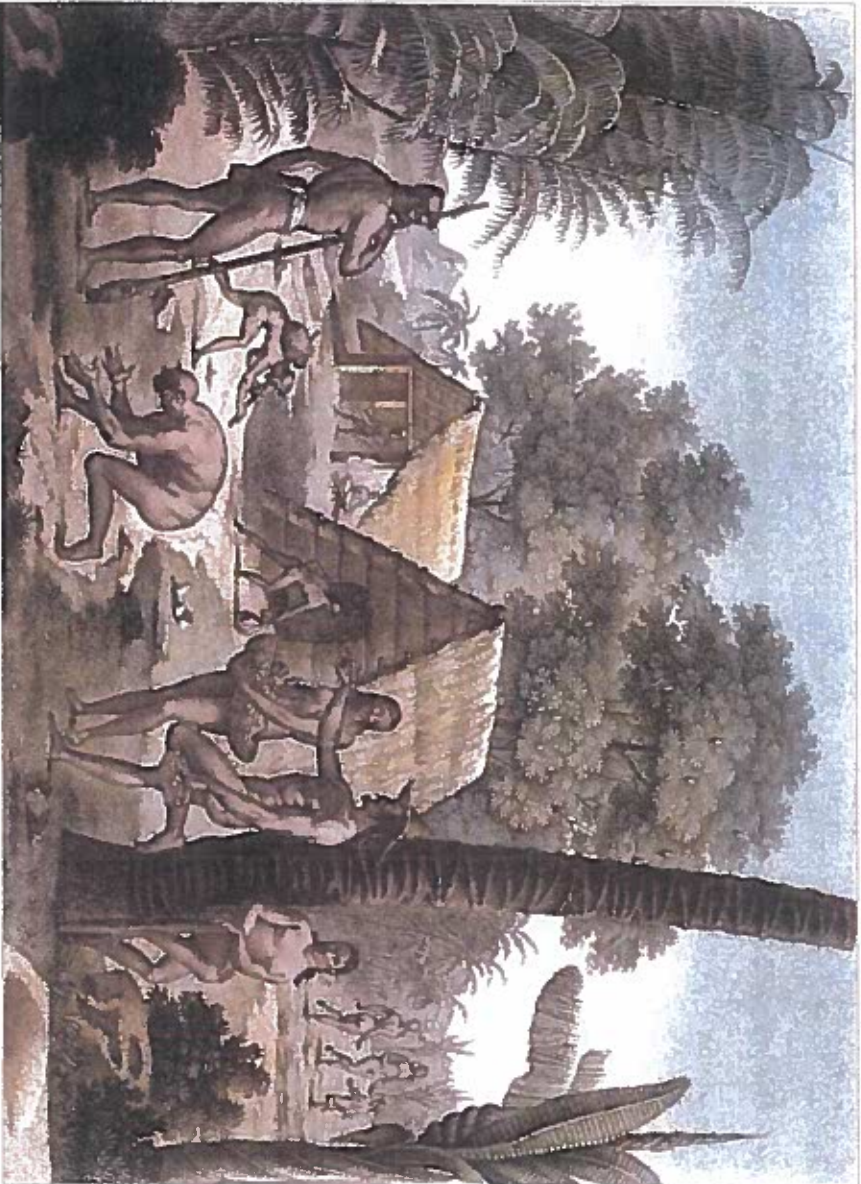
Fouha Bay	66-02-0128	September 24, 1974	November 21, 1974
F. Q. Sanchez Elementary School	66-02-1661	April 30, 1998	June 12, 1998
Machadgan Point	66-06-0130	September 21, 1977	November 7, 1978
Magellan Monument	66-02-1011	June 5, 1975	
North Cetti Bay	66-02-0134	June 5, 1975	
San Dionicio Catholic Church	66-02-1023	November 12, 1974	
San Dionicio Church Ruins	66-02-1024	November 12, 1974	August 30, 1974
Sella Bay Spanish Bridge	66-02-1002	July 24, 1974	
Sella Bay Spanish Oven	66-02-1008	September 24, 1974	November 8, 1974
Sella Bay	66-02-0125	September 24, 1974	November 8, 1974
Toguan Bay	66-06-0131	May 8, 1975	
Umatac Ridge	66-02-0133	June 5, 1975	
Umatac Pillbox	66-02-1187	June 16, 1988	March 4, 1991
Umatac Outdoor Library	66-02-1662	September 14, 1999	November 12, 1999
YIGO			
Anao Site	66-07-0018	May 4, 1977	May 11, 1977
Chagui'an Massacre Site	66-08-1114		April 12, 2016
Cruz Water Catchment	66-08-1147	May 6, 1994	November 14, 1994
Hanum	66-07-0019	August 3, 1977	November 7, 1978
Inapsan (Jinapsan)	66-08-0014	July 3, 1974	December 27, 1974
Jinapsan Oven	66-08-1192	December 27, 1974	May 4, 1989
Lujuna	66-04-0020	June 5, 1974	
Mataguac Hill Command Post	66-08-1062	April 17, 1975	June 10, 1975
Pagat	66-04-0022	June 5, 1974	March 13, 1974
Pajon Point	66-08-0013	July 3, 1974	
Pati Point	66-07-0016	July 24, 1974	

Talagi Pictograph Cave	66-08-1965		March 24, 2004
Tarague Beach District	66-07-0015	August 14, 1985	
Torre Water Catchment	66-08-1135	September 20, 1990	November 14, 1994
YONA			
Baza Outdoor Oven	66-09-2271		December 3, 2010
Light Model Tank No. 95	66-09-1118	August 21, 1979	December 19, 1979
Manenggon Concentration Camp	66-09-1053		June 14, 2016
South Pulantat	66-09-0155	August 3, 1977	March 26, 1979
Ylig River	66-09-0139	August 14, 1974	
Ylig River Fortification I	66-09-1214	June 16, 1988	March 14, 1991
Ylig River Fortification II (Ilik River Fort II)	66-09-1174	June 16, 1988	March 14, 1991

Source: www.historicguam.org

APPENDIX C

Historic Contexts



Island of Guam: Practices of Ancestral Habituants

HISTORIC CONTEXTS

From the first recorded settlement onward, periods of Guam history were made evident by the tangible evidence left behind by the inhabitants. The periods in Guam history are significant in that they became the basis for classifying and categorizing historic properties. These time periods are used to group, separate, classify and clarify the varying cultural attributes observed in the field and in research.

For a long time, archaeologists have used Alexander Spoehr's (1957) early settlement date of the Mariana Islands as early as 1500 B.C. Through modern technology, genetic data suggests the Mariana Islands were settled during two specific migrations from a group of Indonesian Islands called Wallacea (Vilar, 2012). The first migration occurred around 5,000 to 3,000 years ago, and the second around 1,000 years ago.

Recognizing this, Guam's historic context will be pushed back in due time. For now, the following contexts as it pertains to Guam historic properties will be used:

- ___ 1500-1000 B.C.E., Early Pre-Latte Period
- ___ 1000-500 B.C.E., Middle Pre-Latte Period
- ___ 500 B.C.E. – 500 C.E., Late Pre-Latte Period
- ___ 500-800 C.E., Transitional
- ___ 800-1100 C.E., Early-Latte Period
- ___ 1100-1350 C.E., Mid-Latte Period
- ___ 1350-1521 C.E., Late Latte Period
- ___ 1521 – 1668 C.E., Pre-Colonial European Trade Period
- ___ 1668 – 1700 C.E., Spanish Missionization Period / Chamorro Spanish Wars
- ___ 1700 – 1898 C.E., Spanish Colonial Period
- ___ 1898 – 1941 C.E., First American Territorial Period
- ___ 1941 – 1944 C.E., World War II - Japanese Military Occupation
- ___ 1944 – 1950 C.E., Post-World War II / Second American Territorial Period
- ___ 1950 – Present, Political and Economic Development Period

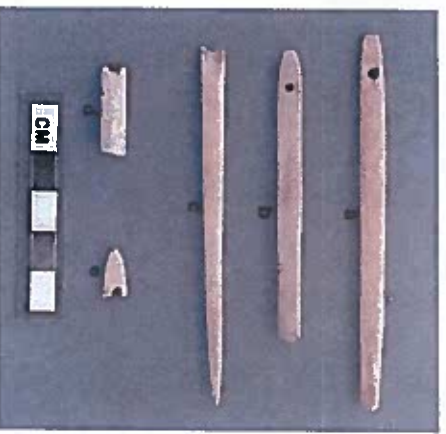
Pre-Latte and Latte Periods

Guam's historic contexts from settlement of the island until approximately 1700 A.D are referred to as a series of Early Pre-Latte, Intermediate, and Latte Periods. These periods were determined primarily from pottery analysis, with distinctive differences in ceramic design, color, decoration, rim thickness, material composition, and technology. Archaeological materials identified during these periods include burials, *latte* sets, rock shelters, hearths, tools, and habitation debris. Pre-

Latte settlement appears to have been established along the coastline; evidence of inland settlement along river valleys does not appear until late in this period.

Most recorded pre-contact sites (places that contain evidence of past human activity) include burials, pottery scatters, and artifacts belonging to the Pre-*Latte* and *Latte* contexts. Many other archaeological sites are either 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* Period include *latte* sets (a series of upright stone pillars with capstones, some serving as house foundations), mortars, burials areas, and scatters of stone and shell artifacts and pottery scatters. *Latte* Period materials are found mostly along the shorelines and inland, where there are agricultural soils.



European Contact Period

When the first Europeans arrived on Guam (Ferdinand Magellan's Spanish fleet landed in 1521), the Chamorro population was estimated at 20,000. The Chamorros were living in more than a hundred small villages under the control of *I magatlahi* the Governor. The economy was based on subsistence, and the Chamorros were proficient in fishing, agriculture, hunting, seafaring, and creating crafts

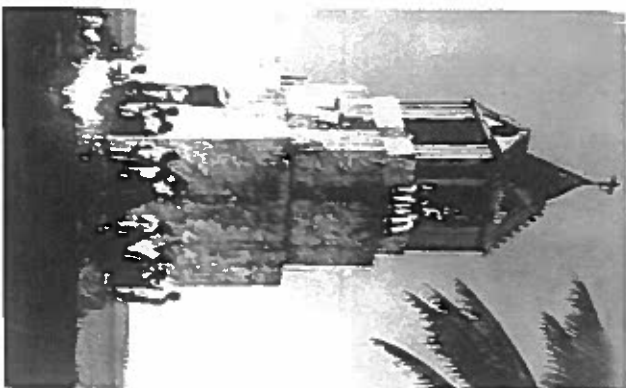
Historic properties identified during the time of European contact through the Spanish period include monuments, such as the one marking Magellan's landing at Umatac; Spanish public works projects such as bridges, cart-paths, and fortifications; and churches resulting from missionary influence. The Plaza de España, first established when Padre San Vitores arrived, represented the seat of Spanish government. The Palacio, the residence and office of the Spanish governor, was the central edifice of the Plaza grounds. The Plaza de España is listed in the Guam and National Registers as a historic district of the Spanish period.

The final century of Spanish rule of Guam ended in 1898 with the Spanish surrendering Guam at the end of the Spanish-American War.



First American Period

Under the First American Colonial period, the Americans instituted widespread social, landholding, and educational reforms on Guam. Large public works projects were constructed, including airfields, cemeteries, schools, and repair of bridges and roads. Construction of Catholic churches between World War I and II are also representative of this time.



Courtesy of the Guam Historic Resources Division. DPR 2012

WW II Period

The history of World War II and Japan's military invasion, occupation, and fortification of Guam, from 1941 to 1944, is found in properties such as various kinds of man-made defense tunnels, coastal defense gun emplacements, air fields, 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 in 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 surrender of the Japanese, the United States Navy took control of Guam and established the United States Naval Government. Due to the planned invasion and bombing of Japan, the military undertook rapid construction of buildings and amenities for the ground and air forces of the United States. Structures and buildings during this period, from the recapture of Guam by United States armed forces, up to 1950, include military installations, military camp grounds, air fields, military recreational centers, aircraft hangars, Quonset huts, and other necessary facilities, buildings, and structures that would facilitate the transition from war to re-establishment of United States Naval rule.

On August 1, 1950, President Harry S. Truman signed the Organic Act of Guam into law. This law served as the "de facto constitution of Guam, making it an unincorporated territory with limited self-government" (Proclamation No. 67-2000). The Act also provided for an appointed civilian Governor, granted the people United States citizenship, and established three branches of government. Wanting greater self-government, the people of Guam were successful in their lobbying efforts for an elected Governor. Thus, the Act was amended, and in 1970, Governor Carlos G. Carmacho was the first governor elected by the people of Guam.

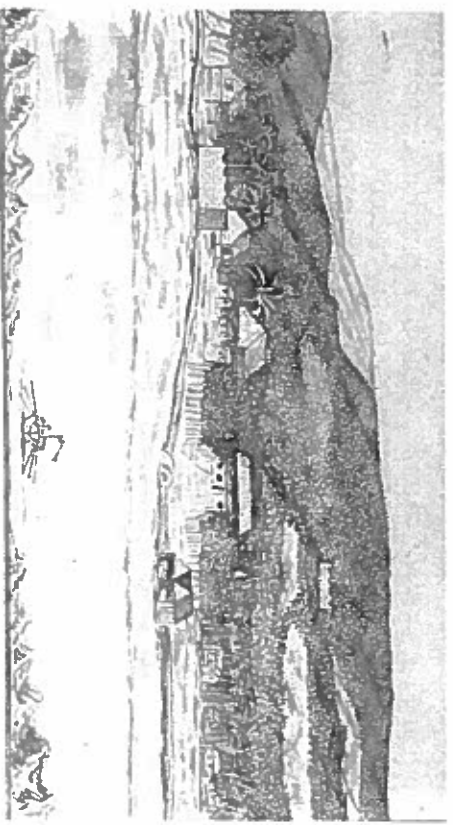
Structures and buildings from 1950 to late 1960 include schools, Quonset huts, off-base military housing units, communication stations, and other local government agency buildings.



Spanish Missionization/Chamorro Spanish Wars (1668–1699)

This period in Guam's 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 drive the Spanish foreigners off of the archipelago through an all-out war. The work of the Society of Jesus, initiated by Father Diego Luis de San Vitores, resulted in the archipelago being 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. These properties include, but 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 recorded materials found on the surface in 17th century Chamorro villages. Two known Spanish Galleons, Nuestra Senora del Pilar and Nuestra Senora de Buen Biale, sank off the coast of *Malesso* (Merizo) and Pago Bay. Archival data associated with this period is abundant, originating from Spanish monastic chronicles and journals where battle sites occurred between Spanish and Chamorro forces. The maps created during this period foretell the extent of the habitation sites that are in fact *Latte* Period villages located on the island of Guam. It is in these same villages that Spanish chronicles locate mission chapels that have yet to be found. These places today are referred to as archaeological and historical sites.



THE APPEARANCE OF AGIYANA FROM THE
PASS IN THE REEF

Spanish Colonial Period (1700–1898)

Rapid depopulation of the Chamorro 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 Chamorro/Spanish Wars 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, animals, and techniques were introduced, including the *hotno* (a baking oven), which survives today. Construction of the *latte* disappeared during this period. Spanish settlement patterns supplanted the layout of 1,000-year-old villages such as Hagåtña, Umatak, and Agat. The village layout changed from pre-Chamorro-Spanish War Urritao (Bachelor's House) and Chief's House to a central plaza where churches, public buildings, and wealthy citizens' homes were built. Historic properties of this period survived natural calamities and human destructive activity of the Chamorro/Spanish Wars. Archaeological excavations conducted in 1984 of the Spanish Governor's House located within the Plaza de España (listed in the Guam and National Register of Historic Places) yielded artifacts from the Pre-*Latte* and *Latte* Period superimposed by artifacts (ceramics) from Europe and Asia associated with the Spanish Colonial Period. The majority of Chamorro villages of pre-Spanish colonization continue to be inhabited today, where archaeological resources belonging to the Spanish Colonialization Period continue to be encountered above the *Latte* Period sites. Additionally, the creation of the Casa Real for transferring materials from the Galleon trade to Hagåtña ushered in a need for a road system from Umatak to Hagåtña. Stone bridges (stone arched bridges in Hagåtña, Taleyfac, and Taleyag in Agat, Sella, and Fuha in Umatak) and forts were built. Indigenous designed wooden houses incorporated *mamposteria* techniques (mortar applied to 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 *USS Maine* in Havana Harbor and the resulting death of 260 men. On May 1, 1898, in the Battle of Manila Bay, the United States Navy quickly destroyed the small Spanish naval squadron based there. Then on June 20, 1898, the *USS Charleston* and the convoy of three troop ships anchored just off of 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, and one Spanish civilian government official, José Sixto Rodríguez. The families of the deported Spanish officials were left on Guam waiting for their husbands and fathers to return to retrieve them.

The Spanish-American War drew to a close on August 12, 1898. 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 Ladroneas” 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, Captain 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 holdings 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 stand out because of their efforts to living conditions in Guam.

- Commander Seaton Schroeder (July 1900–August 1901; 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, and then expended nearly \$10,000 toward their relief. He established a sanitary slaughterhouse and market in Agana. A leper colony was built on *Tomthorn* (Tumon) Bay so that victims of Hansen’s disease could receive proper attention.
- Commander G. L. Dyer (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 were 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 Captain E.J. Dorn (December 1907–November 1910) came to the governorship, Guamanians had adapted to life under American rule, but their agricultural methods remained primitive. He addressed agricultural reform to insure that Guam could become self-sufficient. 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.

- Captain Robert Coontz (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 unpolluted water and improved health conditions immediately.

- Under Captain William Maxwell (March 1914–April 1916), the Insular Patrol was established as the police force of the island under the guidance of the United States 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 eliminating animal diseases. By executive order, 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 on 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 United States) 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 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 United States Navy for more than two years. 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, 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 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 family on the neighboring islands. Further, the Chamorro-Spanish culture on the other islands added Japanese overtones to its German ones.

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 United States Congress for United States 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 United States 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, Commander 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 United States 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 1936, Guam again petitioned for citizenship for Guamanians and again was turned down.

On November 1, 1932, the Guam Museum in Agaña opened. Its purpose was to display artifacts of the Chamorro culture of Spanish times and even of early United States 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.

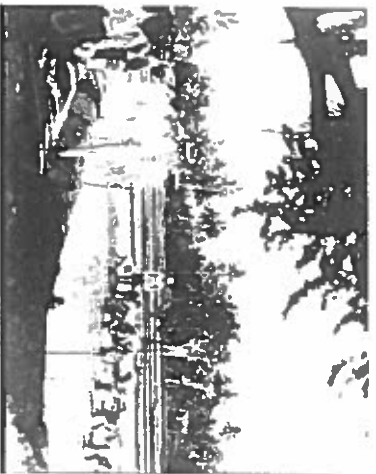
World War II/Japanese Military Occupation (1941–1944)

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 Duncas's beach and *Tomhom* (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 fulfilling their mission. The only real resistance they encountered was with the Chamorro militia and American troops who set up their defense positions at the Plaza de España. After a short exchange of fighting, Governor McMillian realized that there was little chance of defeating the Japanese invaders; thus, he moved to stop the fighting. McMillian signed the surrender paper shortly after he was captured. The surrender paper transferred authority of the island to the Japanese (Russell and Fleming 1989:7). After authority was transferred, United States servicemen were sent to prisoner of war camps in Japan, while the Chamorro prisoners of war were sent to a 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 labor conditions were often 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.

On July 21, 1944, United States troops made their initial landings at *Hågat* (Agat) and *Assan* (Asan). Although the United States troops faced some difficult resistance, they finally recaptured Guam on August 10, 1944, but not before more than 1,200 United States 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 emplacements, military airfields, anti-aircraft positions, foxholes and trenches, natural caves with World War II remains, stragglers' caves, sunken vessels, World War II mass graves, Marine Corps Drive, and isolated World War II artifacts, normally found on cliff lines and in the jungles.



Post World War II/Second American Colonial Period (1945–1950)

This six year period of Guam history under the Department of the United States Navy, reflects a change in United States 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 DoD.

Historically referred to as the Second Naval Administration of Guam, its first administrator was Admiral Chester Nimitz, Naval Commander of the Pacific Theatre. In the planned invasion of Japan, a rapid construction of buildings and amenities for the United States ground and air forces 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 on naval and air force facilities continued to be used wherein a few survive today. Other cultural resources of this period are archival in nature. Navy photographers documented the damage of the bombardment to the island. These photos provide information on surviving homes constructed in the 1800s and early 1900s. One of the historic resources dating from this period is the Guam Congress Building, built from 1947 to 1949.

In 1946, Guam was placed on the United Nations list of U.S. colonies, together with the American Virgin Islands, Puerto Rico, and Hawaii. The list, initially prepared in 1946 pursuant to Article XI of the United National Charter, is now called the United Nations list of Non-Self-Governing Territories. Historic properties typical of this period include military structures, Quonset huts, churches, and the first Government of Guam buildings: (the Guam Legislature, the Manuel F.L. Flores Building), monuments, and World War II sites.

Political and Economic Development (1950–Present)

Guam's orientation and familiarization with political issues and self-determination did not change significantly 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). Naval governors had become naval authoritarians with 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 United States 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 United States 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 United States Constitution regarding its application to Guam by Congress.

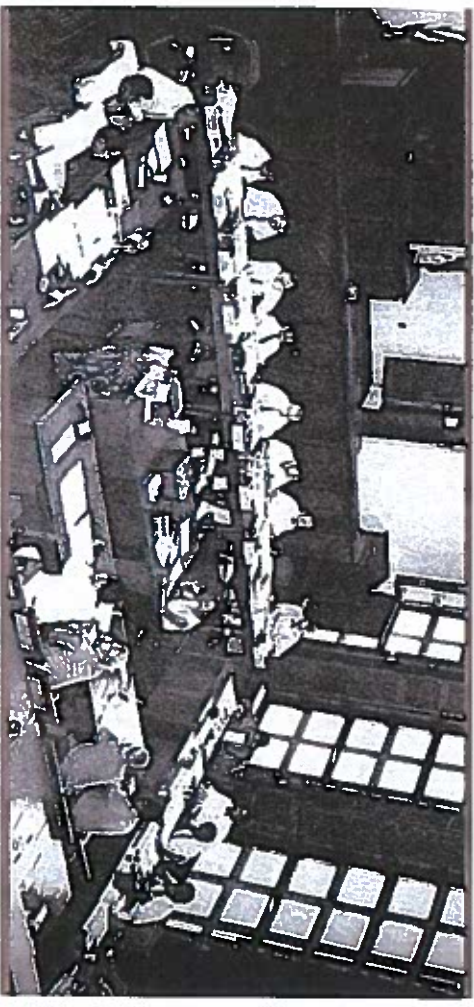
On August 21, 1962, President John F. Kennedy issued Executive Order 11045, removing the Navy security clearance for all visitors to Guam. The order removed the "military blanket" and its stringent restrictions, obstacles preventing Guam from enhancing its economic development and establishing a thriving 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) resulting in foreign investments on Guam.

Other contributing factors to the economic surge were the reconstruction efforts by both Guam and the U.S. military as a result of typhoon Karen in 1962 and Vietnam War-related military projects.

In 1969 Japanese tourists were beginning to fill the hotels to capacity in *Tamhorn* (Tumon).

Historic properties and sites associated with this historic context include the Guam Congress Building.



Traditional Cultural Properties

Guidelines for Identifying Traditional Cultural Properties (TCPs) on Guam Issued September 28, 2015

The purpose of the guidelines is to provide direction on identifying and evaluating Traditional Cultural Properties found on Guam. Traditional values and practices of the Chamorro people are integral to the identification of TCPs. One must understand in essence, the Chamorro way of life and belief system in order to ascribe a TCP as having (continuing) value and significance.

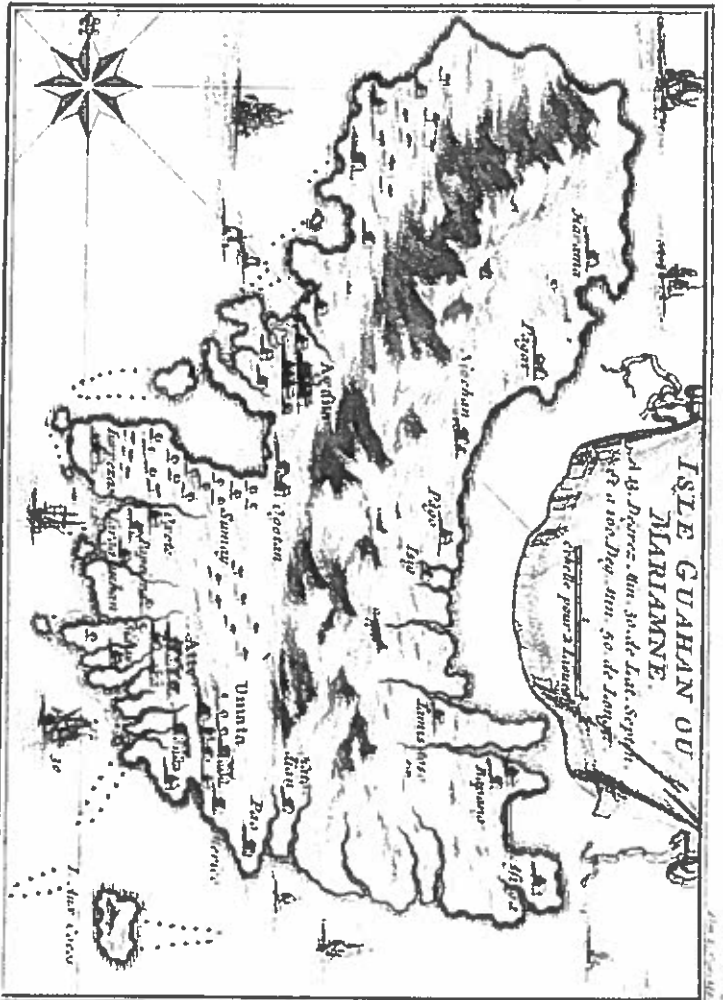
National Register Bulletin 38, *Guidelines for Evaluating and Documenting Traditional Cultural Properties*, was issued by the National Park Service in 1992 to provide guidance for determining the eligibility for the National Register of Historic Placers of properties that may possess cultural significance. Guidance illustrated that traditional cultural properties significance is derived from the role that properties play in a community's historically rooted beliefs, customs and examples. Examples are provided of locations associated with the traditional beliefs of a Native American group relative to their origins, cultural history, or the nature of the world; a rural community whose structures and patters of land use reflect cultural traditions valued by the long term residents, an urban neighborhood that is the traditional home of a particular cultural group and that reflects its beliefs and practices; and a location where a community has traditionally carried out economic, or other cultural practices important in maintaining its historical identity. Bulletin 38 then provides further information relative to identification and documentation eligibility.

For meaningful applicability to the Island of Guam, an overview of the traditional Chamorro culture of the island is essential. The traditional lifestyle of the Chamorro people has evolved from the original inhabitants influenced by migrations and assimilation of Spanish, Mexican, Filipino, and Americans that have made contributions to the culture over time that has continued to this date. The broader cultural framework revolves around the family, church, land, and sea. Social gathering and activities are associated with events and locations associated with these elements of the Chamorro lifestyle. Families gather for a variety of events such as weddings, births, funerals, and anniversaries of these events. The Catholic Church is a focal point for many of these events along with the annual fiesta for the patron saint of the parish church. Community areas function as gather places for family functions, games, sports, entertainment, dancing, and political events. Traditional land use is reflected in ranches for growing crops and raising livestock. The nearby jungle is essential for gathering of edible plants, medicinal plants, building materials for residences and sailing vessels, hunting of deer, pigs, and crabs and is the location of the ancient spirits of the island, the *tataomorña* and the *duendes*. Streams provided fresh water and a source of edible fish, eels, and crayfish. The ocean provides resources for consumption of sea life and a source of salt along with the medium for sailing to other areas of the island and other islands in the region. On land, ancient routes and paths connected the people of the island.

The traditional cultural places of Guam therefore, represent the locations for Chamorro traditional practices. This would include groupings of family residences, village churches and social halls, mayor's offices, cemeteries, ball fields and cockfighting arenas, and coastal gathering places. The traditional *lancho* embodies the cultural practice of farming and ranching including coconut groves. The pristine jungle is essential for the continuing practices of harvesting the flora and fauna resources of land while the ocean and coastline continue to embody locations for traditional fishing and collection of octopus and lobster. The beliefs of the spirits of the ancestors are embodied in such landscape components as banyan trees and geological formations such as Fouha Rock.

Identifying Place-based Traditional Cultural Practices

For the identification of Traditional Cultural Properties, it is essential for researchers to be proficient with the island's culture prior to the identification of the traditional cultural practices associated place-based locations. This can be accomplished by teams of ethnographers, oral historians, and practitioners traversing the "cultural landscape". Further, a multi-tiered approach that involves media advertising requesting practitioners utilizing an area to self-identify to the research team; oral testimony collection from those practitioners; and field visits to identify the landscape parameters and features of the practices.



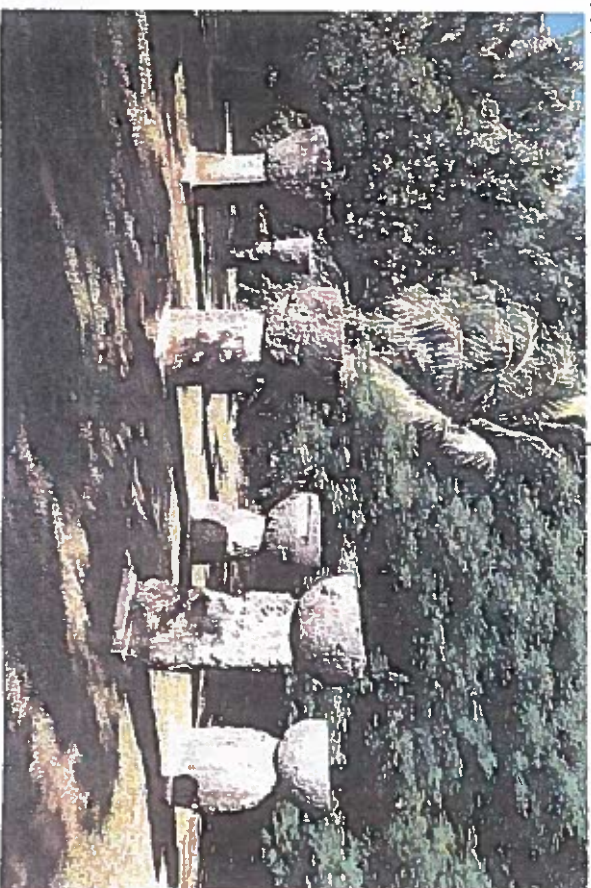
Traditional Cultural Property (TCP) National Park Service (NPS) Worksheet

To be eligible for listing in the National Register of Historic Places (NRHP), a traditional cultural property must:

- **Be a tangible place.** The NRHP does not list cultural practices or beliefs. Tangible means that you must be able to physically locate a property. It does not mean that you have to have physical, man-made features or items at the place. A mountain, a street corner, and a pueblo are all tangible places.
- **Be important to the community today and play the same role in the community's traditions as it did in the past.**
- **Have been important for at least 50 years.** For example, a place where pow-wows are held now, but were not held 25 years ago, probably does not meet the 50-year rule. The use of the property, however, does not have to be continuous over the last 50 years, but there should be a pattern of use or continued value.
- **Have integrity.** By regulation integrity means integrity of location, design, setting, materials, workmanship, feeling, and association. The importance of each of these elements varies depending on the nature of the property. For TCPs, integrity can often be evaluated in terms of the strength of the property's association with the traditions of the community and the property's condition. **The association between the place and the community's traditions must be strong.** For example, if the traditional activity can be carried out anywhere, then there is no link between the activity and the place (ritual bathing – in any stream or just in a particular spring; fishing – any local source or a specific hole or spot designated by a deity; hunting – any natural area where game is available or particular sacred hunting ground). Every year since 1832, the Seneca and Cayuga Indians have conducted specific ceremonies at what is now the Basset Grove Ceremonial Grounds in Oklahoma. This property definitely has integrity of association and location. The property's condition is just as important to consider. If commercial buildings surround a TCP that should have a pristine natural environment, then the property has little integrity of condition. Integrity of condition, however, should be evaluated from the perspective of those who value or use the property. For example, a New Mexico Hispanic community has conducted traditional dances in a specific area since the early 1900s. The three-acre dance site now includes a bar, community center, and parking lot. Nevertheless, the ongoing use of the site in much the same manner as has been conducted for over the last 80 years demonstrates that the dance site still has integrity of condition for that particular tradition. If the changes had somehow forced the termination of dances there, or their relocation, the integrity of condition would be lacking, despite the fact that the Hispanic community might still regard the old site as a special location.
- **Have definable boundaries.** Establishing boundaries can be a problem. In many cases, the idea that there is a "real" boundary is absurd. Nevertheless, a TCP listed in the NR must have definable, or at least defensible, boundaries. Geological or natural formation traditional cultural properties are often problematic because it is difficult to establish where a formation begins or ends. For example, the top of a mountain is usually obvious, but where is the bottom. Knowledgeable members of the traditional community should be consulted for guidance about what criteria are important in deciding where, for example, a mountain begins or ends. Their comments should be supported by oral tradition, ethnographic evidence, or physical evidence. Perhaps the answer lies in what constitutes a mountain, or a significant place, not where does it begin and end. Is the river at the mountain's base part of the mountain or is the river its own entity distinct from the mountain? The answers will vary by community.
- **Have defensible boundaries.** Defensible boundaries should be based on the characteristics of the property, how it is used, and why it is important.
- **Meet NR Criteria.** Like any other property, to be listed in, or eligible for listing in, the NR, a TCP must meet one or more of the NR criteria. TCPs do not have criteria all of their own. TCPs are almost always listed under Criterion A (and sometimes B) for their association with historical events or broad patterns of events.

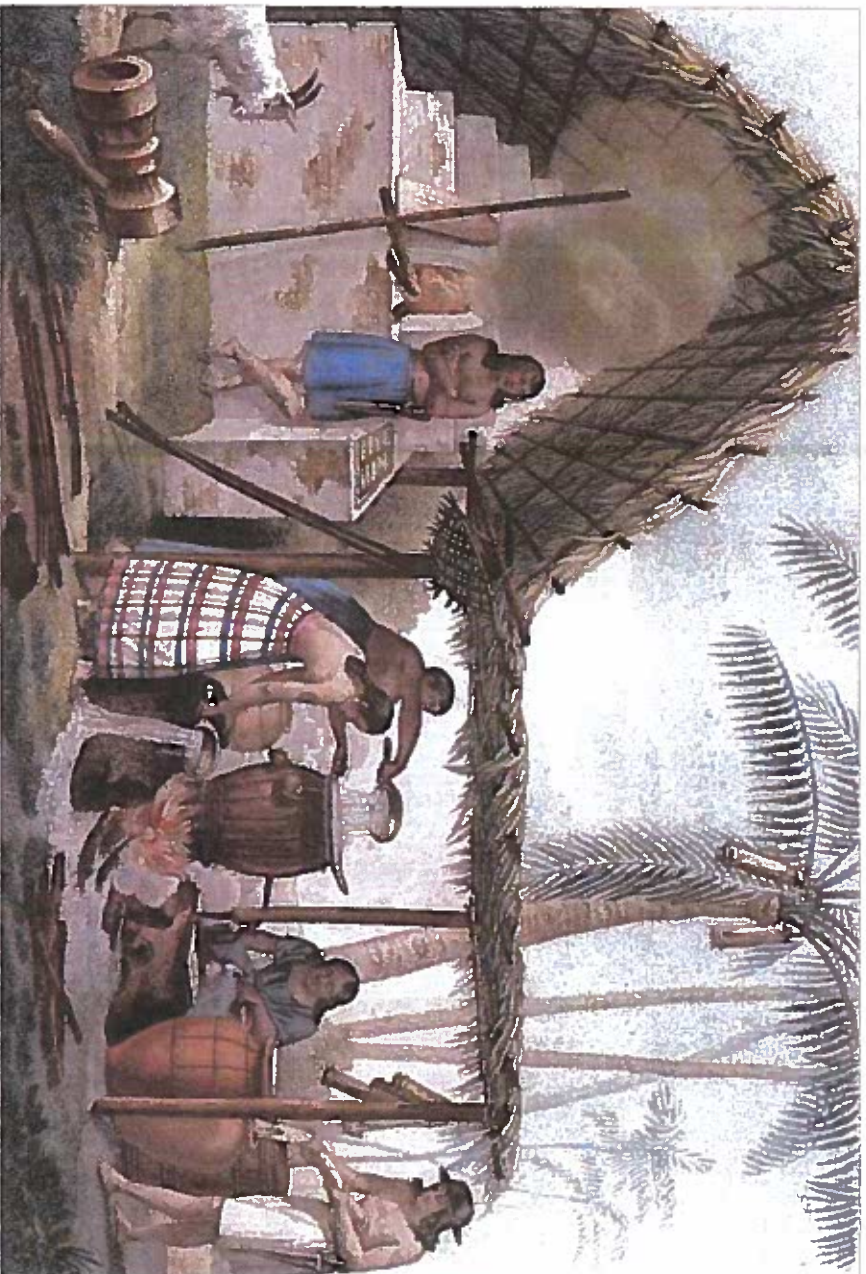
Not all TCPs are eligible for the NRHP. Establishing the community's traditions may best be approached by looking first at the traditional practices and then finding where these consistently intersect the landscape. I think that for the long term the model to follow is the one we use to identify historic properties. However, instead of teams of archaeologists walking the physical landscape we need to have teams of ethnographers/oral historians traversing the "cultural landscape", as it is or was. I suggest a multi-tiered approach that involves multimedia advertising asking practitioners utilizing an area to self-identify to the research team; oral testimony collection from those practitioners; and finally, field visits to identify any landscape parameters/features associated with the practice. If we hope to identify significant Traditional Cultural Properties then an essential first step would be to identify the associated place-based traditional cultural practices.

Although the TCP's are set up with a 50 year threshold the knotty problem might be to identify practices that well pre-date WWII. The cultural and property disruptions accompanying the post-World War II administration of the island may not only make identification difficult but may also mean that continuity of practice is not to be found. How to address a hiatus in practice attributable to this situation needs to be negotiated.



APPENDIX E

Preservation Partners and Contacts



Scene of a Distillery on Guam – Spanish Colonial Period

State Agencies and Public Organizations

Guam State Historic Preservation Office Guam Historic Resources Division, Department of Parks and Recreation

490 Chalan Palasyo
Agana Heights, Guam 96910
<http://www.historicguam.org>
www.admin.gov/gu/dpr/index.html

The Guam Historic Resources Division, or SHPO of the Department of Parks and Recreation, carries out preservation by territorial and federal law. For purposes of the NHPA, the Guam SHPO acts as the State Historic Preservation Office 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 agency projects, and administers Historic Preservation Fund grants. Public Law 20-151 strengthens the historic preservation program, formally establishing authority for preservation review of all government permits and licenses, and providing the Guam SHPO authority to stop projects in violation of preservation requirements.

Guam Historic Preservation State Review Board

490 Chalan Palasyo
Agana Heights, Guam 96910

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 NHPA and conducts public hearing regarding the NRHP. As the State Review Board, GHPRB also advises the SHPO on Historic Preservation Fund grants. Under territorial law, GHPRB lists properties in the GRHP and reviews SHPO 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 GHBRB 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 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

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

163 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/dca>

Chamorro Village

PO Box 2950

Hagåtña, Guam 96932

<http://ns.guam.gov/market.html>

Guam Economic Development and Commerce Authority

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

Guam Housing and Urban Renewal Authority

117 Bien 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/>

University of Guam

Anthropology and Micronesian Studies

UOG Station
Mangilao, Guam 96923

University of Guam

History and Micronesian Studies

UOG Station
Mangilao, Guam 96923

University of Guam
Social and Behavioral Sciences
UOG Station
Mangilao, Guam 96923

University of Guam
School of Business and International Public
Relations
UOG Station
Mangilao, Guam 96923

University of Guam
Micronesian Area Research Center
UOG Station
Mangilao, Guam 96923
<http://www.uog.edu/marc/>

University of Guam
Center of Excellence for Chamorro Language and Culture
UOG Station
Mangilao, Guam 96923

Guam Public School System
PO Box DE
Hagatna, Guam 96932
<http://www.gdoe.net/GuamVisitorsBureau>

Guam Visitors' Bureau
401 Pale San Vitores Road Tarmuning, 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

Naval Facilities Engineering Command Marianas

PCS 455, Box 195

FPO AP 96540-2937

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, Ritidian Point

PO Box 8134 MOU-3
Dededo, Guam 96912
<http://www.fws.gov/pacificislands/wnrwr/guamnrindex.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 Street
Hagåtña, Guam 96910

Gef Pago Chamorro Cultural Village in Inarajan

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

Guam Humanities Council

222 Chalan Santo Papa
Reflection Center, Suite 106
Hagåtña, Guam 96910
<http://www.guamhumanitiescouncil.org>.

Hagåtña Foundation

PO Box 5248
UOG Station
Mangilao, Guam 96923

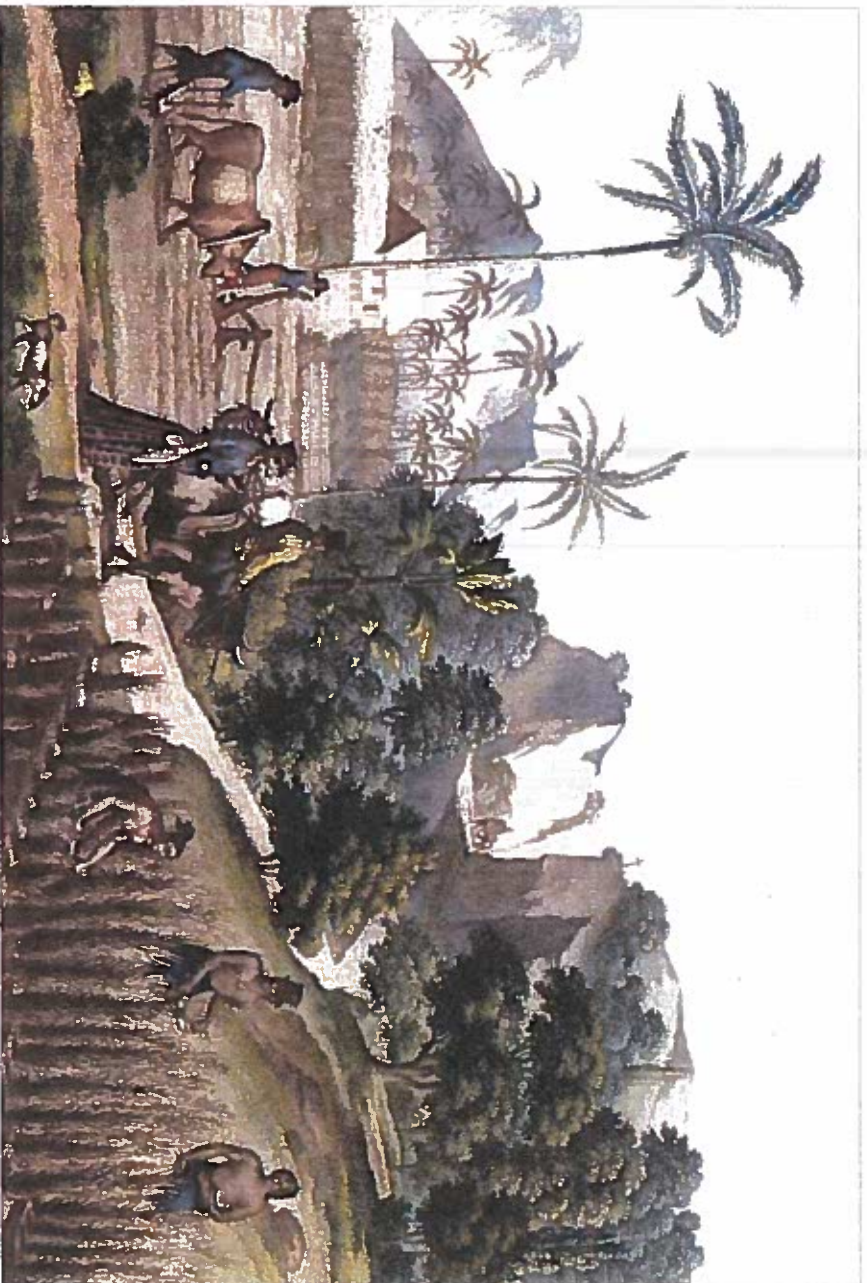
I Fanlanlai'an
PO Box 11140
Yigo, Guam 96929

Pa'a Taotaotano
Archbishop Flores Street, Suite 905,
Hagåtña, Guam 96910

The above listed organizations have partnered with the Guam SHPO in the past, and most continue to do so as needed/requested. They assist with distribution of information, training, education, and more.

APPENDIX F

Legal Framework for Historic Preservation on Guam



Island of Guam: Agricultural Works

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 GRRHP.

The 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

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

United States Federal Laws and Regulations Pertaining to Historic and Cultural Preservation

Antiquities Act of 1906, 16 USC 431-433

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 United States Code of Federal Regulations at 43 CFR Part 3.

Historic Sites Act of 1935, 16 USC 461-467

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, 16 USC 470 et seq.

The NHPA of 1966, as amended, established historic preservation as a national policy. All federal agencies are responsible for implementing NHPA requirements. The ACHP and the Department of the Interior, through the NPS, 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 NRHP; and 2) consult with the ACHP, the 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 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, 42 USC 4321, 4331-4335

The 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, 16 USC 469-469

The 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, 40 USC 601a

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 (ARPPA) of 1979, 16 USC 470

The ARPPA 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, establishes a program for regularly reporting suspected violations, and requires response to cultural resources discovered with projects in progress. ARPPA 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.

ARPPA 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 ARPPA.

Abandoned Shipwreck Act of 1987, 43 USC 2101-2106

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.

Code of Federal Regulations

36 CFR 60

Creates the NRHP.

36 CFR 61

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

36 CFR 63

Establishes the process for making the determinations of eligibility for historic sites to be included in the NRHP.

36 CFR 68

Establishes the *Secretary of the Interior's Standards for the Treatment of Historic Properties*

36 CFR 79

The Curation of Federally Owned and Administration of Archaeological Collections, this establishes procedures for curating and managing museum collections.

36 CFR 800

The protection of historic properties outlines the Advisory Council's procedures for federal agency compliance with Section 106 of the NHPA.

APPENDIX G

Public Input Questionnaires

Historic and Cultural Resources Questionnaire

1. What category best describes you? Check all that apply.
- I work for local government agency
 - I work for a State agency
 - I work for a Federal agency
 - I am a member of a local historic preservation commission
 - I am a professional consultant, archaeologist, architect or planner
 - I am a member of a University or college faculty
 - I am a student
 - I am a historic building owner, commercial
 - I am a historic building owner, residential
 - I am a member of a nonprofit historic preservation organization
 - I work for a real-estate or development company
 - I am a Developer/contractor
 - I work for a heritage tourism organization
 - I belong to a local historical society
 - I am a member of a Traditional Cultural Association
 - I am an interested citizen
 - Other _____

Summary of responses to Questionnaires for Public Input

Guam SHPO distributed questionnaires to the public at the Chamorro Village on several occasions. Additionally, the questionnaires were posted on the Guam SHPO's website (historicguam.org), and Navy's Cultural Resource Information (CRI) website (https://www.navfac.navy.mil/navfac_worldwide/pacific/about_us/cultural_resource/programmatic-agreement-memos-open-for-public-review.html). Public meetings consisted of SHPO staff going to Chamorro Village (a local commercial center in the capital of Hagåtña, Guam to talk with residents and to distribute questionnaires for them to read and fill out voluntarily.

Approximately 111 questionnaires were filled out in December 2012. More questionnaires (48) were filled out by students participating in the July 2016 Pacific Heritage Youth Summit. The Guam SHPO office hands out the questionnaires in the office, and during the summer of 2016, a total of 18 were returned to the office. The Guam Community College class on Pacific Cultures and United States History filled 35 questionnaires. A total of 17 questionnaires were filled out by staff at Taniguchi-Ruth-Makio Associates, a local architectural firm with close ties to historic preservation. A local archaeological firm (GANDA) turned in 3 questionnaires. Most recently, at a Planners' Symposium, 4 additional questionnaires were turned in. A total of 137 individuals have filled out these questionnaires to date (November 30 2016) with the possibility of more continuing indefinitely. To this latter end, an online survey that automatically will tally the answers has been developed, and is posted on the web page of the Guam Preservation Trust (www.guampreservationtrust.com).

The questionnaire contains 14 questions relating to identifying important historic resources, identifying threats to preservation, identifying ways to address threats, and public perception of the preservation program on Guam. Several of the questions allowed respondents to make up to three choices from a list that also contained "other" and an opportunity to write in suggestions/responses that might not be included in the list. Despite the occurrences of misreading/misunderstanding (i.e. some stated they considered typhoons to be an endangered cultural resource, rather than a threat to cultural resources, etc.) the overall responses give the Guam SHPO good insight to public impressions and direction for future "fixes" for historic preservation challenges.

Question 1 asked respondents to identify themselves relative to preservation issues

Question 2 asked respondents to identify Guam's most important category of historic resource.

Question 3 asked respondents to identify Guam's most threatened resource category

Question 4 asked respondents to identify the major threats to Guam's historic resources.

Question 5 asked respondents to identify a specific resource that they considered to be the most threatened.

Question 6 requests suggestions for effective ways to counter the identified threats to historic resources

Question 7 asked respondents to identify the most important preservation activity.

Question 8 asked respondents to identify the best way to promote historic preservation on Guam.

Question 9 asks for identification of the most effective method for conducting public education.

Question 10 asks what topics respondents would like to know more about.

Question 11 asks respondents for their opinion regarding where preservation efforts should focus over the next five years.

Questions 12 and 13 dealt with the public perception of Guam preservation program and the State Historic Preservation Office.

Question 12 addresses preservation on Guam.

Question 13 asked for the respondent's perception of the overall performance of Guam HPO.

Question 14 was an invitation for comments and suggestions to improve the program.

Summary: The 137 responses that Guam SHPO received provided a statistically valid sample; and some trends were evident. Most of the respondents, while claiming to be interested citizens, also identified themselves as belonging to preservation organizations or traditional cultural groups, or working as consultants in preservation fields, or as faculty members. The sample includes people who are familiar with Guam's resources and the challenges the preservation community faces in trying to manage the resources.

The following chart shows all responses to each question (the shaded rectangles represent one person each) for the pertinent details. The majority answers can be summarized as follows:

Q1: Most respondents were students and concerned citizens.

Q2: Early pre-contact sites were deemed the most important.

Q3: Early pre-contact and costal settlement sites were deemed the most threatened.

Q4: Man-made development was considered the greatest threat to historic properties.

Q5: Various comments included: language, early pre-contact habitation, knowledge and respect of elders, latte sites, historic homes, and more.

Q6: Public education and awareness was the most popular choice to preserve historic properties.

Q7: Preservation Planning was deemed most important preservation activity.

Q8: Historic preservation is best promoted through training and education in the schools and with preservation partners.

Q9: Hands-on workshops and demonstrations were considered the best way to promote historic preservation.

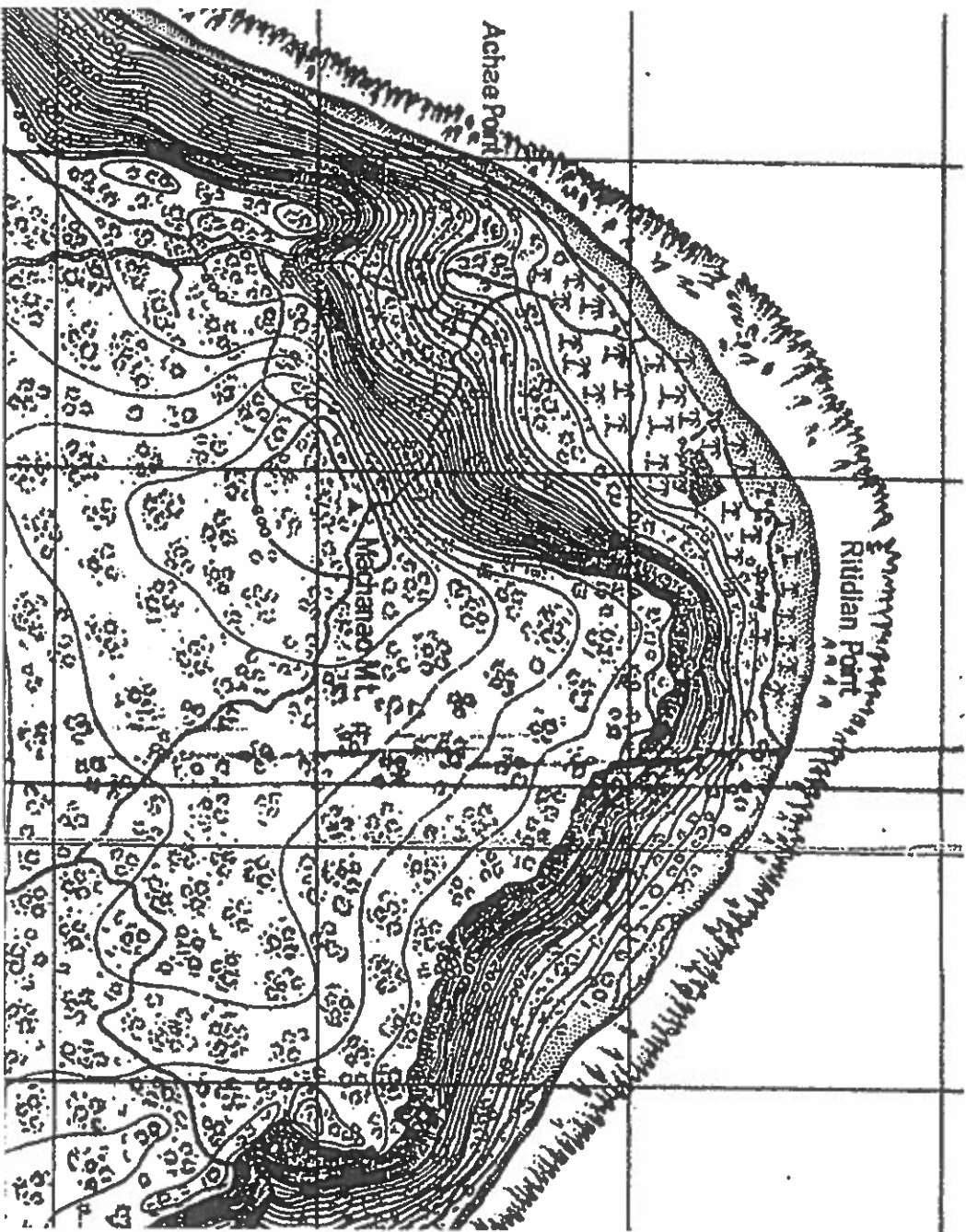
Q10: The majority of respondents desired to learn more about historic architecture.

Q11: Pre-contact sites and Latte sites were requested for the most attention in the next 5 years.

Q12 and Q13: Most respondents were "Satisfied" with the historic preservation program on Guam, as well as the performance of the Guam SHPO.

coastal settlement sites																																													
latte sites																																													
latte sites with caves and/or rockshelters																																													
petroglyph and/or pictograph caves																																													
Spanish Period resources																																													
First American Period resources																																													
WWII (massacre sites, camps, airfields, etc.)																																													
Caves associated with WWII																																													
Post WWII sites, structures and buildings																																													
submerged/under water resources																																													
human burials (any time period)																																													
Q4: Major threat to Guam's historic resources																																													
natural: typhoons, earthquakes, tsunamis																																													
erosion (natural)																																													
climate change (natural)																																													
man-made: neglect, not caring, absentee landlords																																													
man-made: improper treatment																																													

New Discoveries since 2011

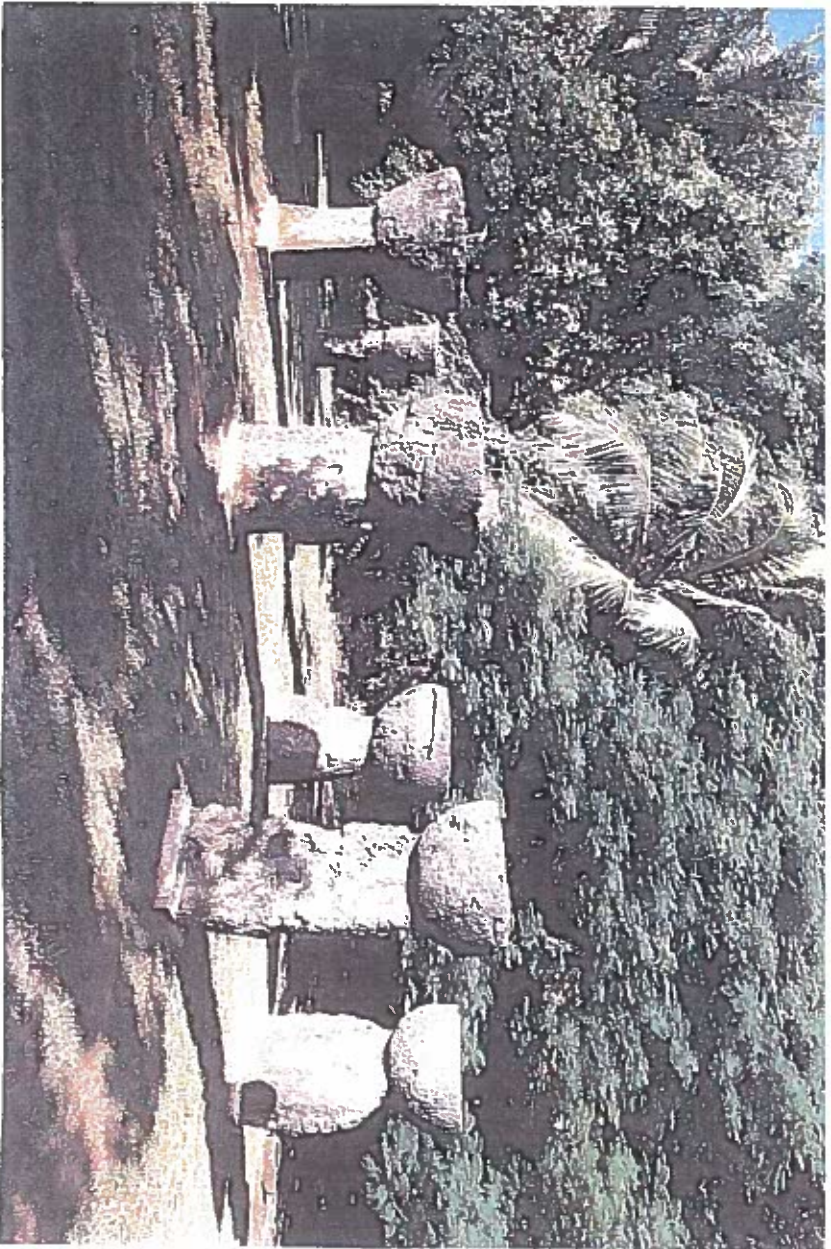


Sources of some new discoveries since 2011 that have influenced future archaeological work.

		Delisted		
		From Survey	Draft: Archaeological Data Recovery, Burial Recovery, and Monitoring of the Ylig Bay, Archaeological Site	
		Report List:	66-09-1872. Prepared for: Parsons Transportation Group and Dept. of Public Works (Gov. Guam); "NOTE: Moved - See RC2000-032. Report Has Been Moved To RC File."	
Year	Month	Location	Project/Report	Reference
2011	Nov	IARII	RC2000-032.	Yona, Guam 9 2 2000-032
Large pre-latte and latte village location, with C14 dates, pebble floors, burials show bone harvesting, large # pelagic fish consumed (few reef fish)				
SouthEastern Archaeological Research, Inc. - S. Lebo, S. Lohse, T. Palermo, A. Stokes.				
2011	April	Stokes.	2011-021-CAR	Final: Archaeological Curation Assessment in Support of the Joint Guam Build Up. Contract No.: N62742-09-D-1960. Task Order No.: 0001.
Study to ascertain amount of archival repository space needed on Guam (find adequate curation facilities lacking, museum inadequate now and as planned)				
2012	March	SWCA - Sandra Lee Yee	2012-019-AM	Layon Solid Waste Landfill Facility, Archaeological Monitoring and Data Recovery.
Burials in clay, upland				
2013	March	SWCA - Sandra Lee Yee.	2013-006-ATR	Order Dump Closure Archaeological Technical Report on Testing and Monitoring for Phase I Investigation.
Location of more latte and Quonset sites north of Lonfit River				
IARII- M.Pietrusewsky,M.T.Douglas,R.M.Ikehara- 2013-017- Final: The Osteology of the Human Skeletons from the Ylig Bay Archaeological Site (66-09-1872), Yona, Guam, Route 4 Reconstruction and Widening (Yona to Ylig Bridge). Project No. GU-NH 0004(101). cr: 2014-023-ADR				
2013	April	Quebral	OHS	Yona, Guam 9 2 2000-032
Large # of pre-latte and latte burials show good health, and midden showed high % pelagic fish consumption (related?)				
Cardno TEC-Boyd Dixon, & Richard Schaefer.				
2014	October	Richard Schaefer.	2014-014-TR	Final Technical Report: In-Fill Identification and Evaluation of Cultural Resources for Project J-200.
More DOD reports finding that upper plateau in Dededo/Vigo was heavily occupied, even if seasonally				
Final: Archaeological Data Recovery, Burial Recovery, and Monitoring Report for the Ylig Bay Archaeological Site 66-09-1872. Yona, Guam, Route 4 Reconstruction and Widening (Yona to Ylig Bridge) Project No. GU-NH 0004(101). cr: 2013-017-OHS				
2014	December	IARII- Sandra L. Yee	2014-023-ADR	Yona, Guam 9 2 2000-032
Large pre-latte and latte village location, with C14 dates, pebble floors, burials show bone harvesting, large # pelagic fish consumed (few reef fish)				
OKURA 400+ burials (130+ were Pre-Latte) and new info on beadwork, trade beads found, new info on burials (especially child) and see difference between Latte and Pre-Latte burials (report still in progress).				

APPENDIX I

Glossary of Acronyms

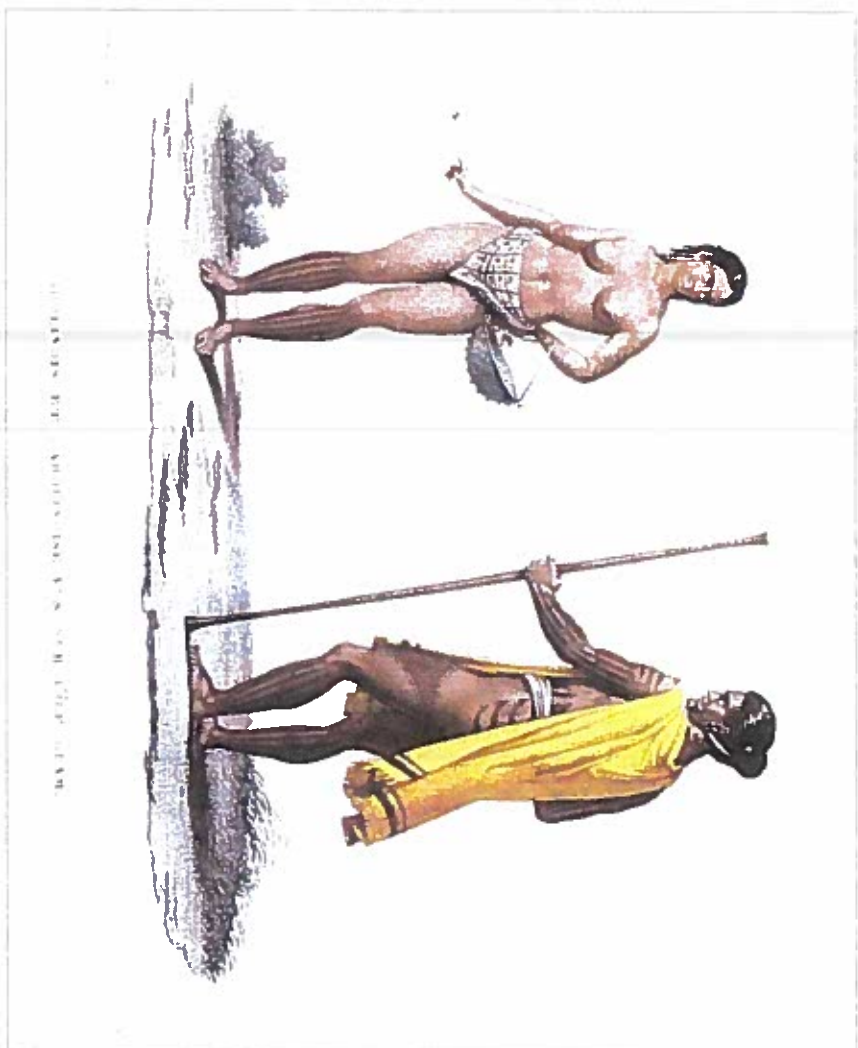


BSP	Bureau of Statistics and Plans
CLB	Contractors' Licensing Board
CRM	Cultural Resource Management
CRMP	Cultural Resource Management Plan
DCA	Department of Chamorro Affairs
DOD	Department of Defense
DON	Department of the Navy
DPR	Department of Parks and Recreation
EIS	Environmental Impact Statement
FEMA	Federal Emergency Management Authority
FestPac	Festival of Pacific Arts
GHPi	Guam Historic Properties Inventory
GIS	Geographic Information System
GPT	Guam Preservation Trust
GRHP	Guam Register of Historic Places
ICRMP	Integrated Cultural Resource Management Plan
LFTRC	Live Fire Training Range Complex
MARC	Micronesian Area Research Center
MOA	Memorandum of Agreement
NHPA	National Historic Preservation Act
NPS	National Parks Service
NRHP	National Register of Historic Places
PA	Programmatic Agreement
PATA	Pacific Asia Travel Association

RMP	Range Mitigation Plan
SEIS	Supplemental Environmental Impact Statement
SHPO	State Historic Preservation Office
TCP	Traditional Cultural Place
TRRA	Training Ranges Review and Analysis
UoG	University of Guam
USFWS	United States Fish and Wildlife Service
USMC	United States Marine Corps

APPENDIX J

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