



# Historic Preservation Planning PROGRAM

National Park Service

"Planning for the Future of Our Heritage"

American  
Battlefields

## PLAN PROFILE

## GUAM

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Historic  
Buildings

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Historic  
Landscapes

Tribal  
Communities

**Mission/Vision Statement:**

Not specified within the Plan.

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**PLAN DEVELOPMENT STRATEGIES Public Participation Strategies:**

- Discussions held annual at the Historic Preservation Forum;
- Direct solicitations of opinions from the public;
- Issues papers circulated for comment;
- Resulting goals and priorities published in newspapers.

**Other Plan Development Strategies:**

- Inter-agency input;
- Staff prepared issues papers.

**HISTORIC AND CULTURAL RESOURCES** Prehistoric and historical archaeological sites; Traditional cultural sites and burials; Spanish monuments, fort, bridges, and churches; vernacular houses; American schools, battlefields, military installations, and public buildings.

**ISSUES, THREATS, & OPPORTUNITIES**

- Economic development and increased demand for land;
- Increase in heritage tourism;
- Declining military presence;
- Earthquakes, tropical storms, typhoons, and a tropical climate increase decay and need need for constant maintenance;

- Need for a natural disaster response program;
- Increased concerns over property rights;
- Enforcement of compliance agreements;
- Vandalism of archaeological sites;
- Need for increased public involvement and education;
- Lack of facilities to record and house artifacts;
- Few architects trained in preservation.

## GOALS

1. Provide public education and information.
2. Encourage and expand the network of organizations and individuals engaged in preservation.
3. Improve preservation related records and distribution of information.
4. Encourage and increase protection for significant sites.

## IMPLEMENTATION STRATEGIES

### Strategies Implementing the Goals

1. **Provide public education and information.**
  - Provide accurate preservation information;
  - Encourage active public participation;
  - Increase public interest in historic sites;
  - Provide professional and technical training.
2. **Encourage preservation networks.**
  - Foster Preservation in other agencies;
  - Create preservation network;
  - Integrate preservation into planning.
3. **Improve recording and distribution of information.**
  - Improve accuracy in record keeping;
  - Use education potential of the Internet;
  - Preserve and stabilize records.
4. **Increase site protection.**
  - Deter vandalism and looting;
  - Prompt and effective compliance reviews;
  - Increase comprehensive surveys;
  - Encourage preservation incentives.

### Action Plan:

Not included within this Plan.

### Cooperating/Partnering Organizations:

Department of Parks and Recreation, Guam Historic and Preservation Review Board, Guam Preservation Trust, Guam Museum, Advisory Council on Historic Preservation, National Park Service, U.S. Navy, U.S. Airforce, U.S. Army Corps of Engineers, War in the Pacific National Historic Park, Guam Humanities Council, American Institute of Architects, Filipino American Society of Architects and Engineers.

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# **Historic Preservation in Guam**

## **A Comprehensive Plan**

### **Introduction**

The National Historic Preservation Act was enacted in 1966, establishing for the first time a consistent framework for a comprehensive national program attending to places with out-of-the-ordinary meaning to people because of their connections, embodied in a variety of ways, to the past. In 1973, the government of Guam made its initial steps toward participation in that national program when a Guam Review Board for Historic Preservation was established by an Executive Order of the Governor of Guam.

With this board in place, and the Director of the Department of Commerce designated as the State Historic Preservation Officer, Guam was able to begin seeking a portion of the federal Historic Preservation Fund grants and begin establishing a comprehensive historic preservation program within the territory.

The following year saw the enactment of a public law establishing the legal basis for a preservation program within the territory, which in broad terms mirrored the structure of the federal program. It established a Guam Register of Historic Places, some incentives and encouragements for private owners to report and maintain such places. It stated general preservation responsibilities for all government agencies, but went on to give special responsibilities to the Department of Commerce to collect relevant information, keep the registry, and to maintain oversight of how other agencies complied with the more general responsibilities. In the next year, that program was moved from the Department of Commerce to the newly established Department of Parks and Recreation.

The first grants assistance received from the HPF program went toward surveys of historic and archaeological sites, and to the drafting of a Comprehensive Historic Preservation Plan for Guam. That plan, completed in 1976, remains until now the only completed overall statement of circumstances and of vision for broad guidance of the program. The circumstances in which historic preservation is now carried on in Guam has changed tremendously in the twenty years since the printing of that plan. Both the national and territorial laws have changed significantly. The community has had time to absorb and reflect on the results of earlier preservation initiatives, and there has emerged a

number of public and private organizations regularly active with preservation related work and activity.

There has been a great deal of additional information compiled regarding historic places since the initial surveys provided summary documentation of the most obvious and well known places, and national standards for identification, evaluation, registration, and treatment, have all changed toward more completeness and more professionalism since those initial years of preservation on Guam. This plan addresses the current situation within which historic preservation is undertaken in Guam with special attention to the mandated roles of the Historic Resources Division of the Department of Parks and Recreation. It sets out a broad vision in terms of goals which should help each of the entities responsible for some parts of preservation do their work more effectively. It is our hope and commitment that the general public should realize more of the inspiration from and enjoyment of historic places spoken of in both Guam's and the nation's laws.

## **Plan Development**

### **Process and Public Participation**

Development of the Comprehensive Historic Preservation Plan for Guam has been a multi-year process. It has included both formal and informal discussions and solicitation of opinions from many quarters. The highlight of the process has been two events, the Historic Preservation Forum, held in two successive years in July, and now expected to continue as an annual event with attendees from many different disciplines, agencies, and interests meeting to engage in moderated discussions of current historic preservation issues, challenges, needs, and opportunities. The development process has also incorporated the results from annual direct solicitations of opinions and advice from the general public.

As is more fully described below, there are numerous agencies and organizations which have some coordinated aspects of historic preservation included as part of their missions or responsibilities, and there are also many interested individuals who keep themselves informed and offer ideas and suggestions to the staff of the Historic Resources Division of the Department of Parks and Recreation. The planning process was developed to assure that points of view from all of these sources was sought and heard.

The Historic Resources Division formulated issues papers circulated among the various public constituencies, and also proposed goals and priorities published in general circulation newspapers with requests for comments. Based on the reception and discussions of the initial issues papers at the first forum, additional issues and deeper examination of the significance of different types of sites and suitability of strategies and treatments were explored in the second forum.

These forums and the general public solicitation have effectively engaged federal agencies, government of Guam agencies, professionals in both private organizations and in academic settings, and interested individuals in broad discussions about the general purposes and needs of historic preservation in Guam at this time. The questions, comments, insights, and encouragements offered by many of the participants are reflected in the descriptions of circumstances and needs, and also in the statement of goals to address the needs.

### **Scheduled Revision**

This plan, with its selected goals and priorities reflects a considered decision regarding general program needs and strategies for meeting them that are tied to the legislative mandates and specific circumstances as now understood as obtaining in Guam. It is recommended that the annual forums with representatives from a broad array of preservation constituencies be continued so that changes in the judgements of current circumstances or needs can be continually tracked.

The goals formulated for this plan should be formally re-evaluated and revised in five years. A new plan, reflecting a new evaluation of both circumstances and needs should be written in the year 2001.

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## **PRESERVATION OVERVIEW**

### **Historic Contexts and Properties**

The history of Guam is commonly divided into five major periods, which also conveniently serve as general historic contexts for evaluation of the significance

of historic resources. These five general divisions are:

1. Prehistory
2. Spanish Colonial Administration
3. First American Naval Administration
4. World War II
5. Post World War II economic and political development

Each of these general divisions of history are represented by numerous types of properties. In some cases, more specific contexts are defined for some of the properties and historic themes, but this general division of historical periods has a wide popular acceptance and will continue to be a primary organizing framework for historic preservation in Guam for some time to come.

Property types common in the prehistory include various kinds of archaeological sites. Archaeological sites are significant for a number of reasons. They do contain information important to the systematic study of the past, but they also are attributed traditional cultural significance, particularly if there are visible Latte stones at the site, and when there are also burials within the sites. Very few generalizations can be made from the sparse data available for the earliest millenia of human occupation -- the relevant sites are small, rare, and usually redeposited. All sites from the "Pre-Latte" times are considered highly important. There is a greater variety of sites known from the "Latte" period, associated with the construction of Latte foundations. Evidence from the sites are also supplemented by the few surviving written accounts from the early historical years, allowing better analogy and interpretation of the archaeological evidence.

Spanish period sites include a number which have only monuments to mark the site of an important event, such as Magellan's landing, San Vitores's martyrdom, or the camp where Filipino patriots were interned. Others include the remains of buildings such as forts, bridges, or churches which in their time were substantial and important public structures, and also some houses from the last century of Spanish control exemplifying vernacular architecture. Some of these places, too, are attributed traditional cultural significance when there is also a continuous tradition of performance of events at the same location for many years, or in some cases, centuries.

The first American period also is represented by surviving civic and public works structures, including some buildings used as schools. There are also a few houses continuing the vernacular architectural styles, but only a few. Many of these have not survived World War II, numerous typhoons,

earthquakes, and the tropical climate. One of the more important sites associated with this period (as well as others) is the Plaza de España. It was here that the Naval governors kept their official residence and exercised their authority. Unfortunately, the actual building was destroyed in World War II though the rest of the Plaza remains an important public and civic space.

World War II had a drastic and dramatic impact on Guam. From the first bombing just hours after the attack on Pearl Harbor, the capture and occupation a few days later, the watchful waiting and resistance under occupation, forced labor on agricultural and military projects, to massacres and concentration camps and finally liberation, the course of the war etched stark memories for the people of Guam. The personal experiences of this time period were severe, vividly remembered, and honored by the succeeding generations. The military history, too, is remembered with honor and respectful commemoration. The United States Congress specifically recognized the beaches where the Marines and Army units came ashore as an historical unit of the U.S. National Park Service -- whose mission also specifically includes telling the story of the war's impact on the residents of the Pacific in which it raged.

This war was not only drastic and dramatic, but it completely changed the circumstances of the pre-war society and culture on Guam. Even after the liberation of Guam from the Japanese occupation forces, there was a tremendous build-up of military forces and facilities as Guam became an important staging area for many of the remaining activities of the war. And after the war, many of those facilities remained. Lands were taken for military use, often with minimal and questionable compensation. The scale of military activity sustained after the war far exceeded that maintained before. Opportunities for economic advancement centered around service in and for the military.

The post-war period has been one of adjustment to the newer sustained scale of military bases on Guam, and one of continuing efforts to develop both a more equitable political status and a diversified economy. Despite the organization of a civilian government in 1950, the military still exercised control over all arrivals through a security clearance. This was lifted only in 1962. By 1970, a small tourist industry was beginning to emerge, but this was stunted by the 1973 oil embargo and the economic repercussions of that event. The tourism industry re-emerged in the mid and late 1980's, finally surpassing the military as primary source of employment in the early 1990's. Throughout these last decades, economic and political development have been major and enduring concerns. It is only now that many places associated with

the early years of this period are reaching sufficient age to merit evaluation for inclusion in the National Register of Historic Places.

## **Principal Active Historic Preservation Organizations**

The following section gives brief descriptions of the major organizations now established and active in historic preservation. Each of the agencies included in this section has designated responsibilities to generally promote preservation of historic places as a part of its mission.

### ***Government of Guam Organizations***

#### **Historic Resources Division, Department of Parks and Recreation**

The Historic Resources Division (HRD) of the Department of Parks and Recreation carries out a central role in preservation by both territorial and federal law. It is designated to serve as the "State" Historic Preservation Office for Guam for purposes of the National Historic Preservation Act. It has similar mandated responsibilities with respect to territorial law. The main responsibilities include:

Keeping a comprehensive inventory of sites which have been considered as potentially historic in any preservation review.

Nominating significant places for formal inclusion in the Guam and National Registers of Historic Places.

Reviewing undertakings of federal and territorial agencies for potential effects on significant historic places, and commenting or advising on appropriate responses to such effects when they may occur.

Organizing a territory wide survey (search) for significant historic places.

Administering the federal HPF grants program within Guam.

Advising other agencies with respect to integration of preservation into their on-going programs and activities.

Disseminating public information regarding preservation and fostering broad public participation in preservation decisions.

The on-going programs and activities of the Historic Resources Division are under the general oversight of the Guam Historic Preservation Review Board, as well as under the direct supervision of the Director of the Department of Parks and Recreation. Public Law 20-151 specifically requires the Historic Preservation Officer to issue certificates of approval to a wide range of programs, projects, licenses, and permits by other government of Guam agencies when these may affect historic places. The judgements of the Guam Historic Preservation Officer with respect to the significance of historic sites or the appropriateness of mitigation measures when there is an adverse effect can be reviewed by the Guam Historic Preservation Review Board. In both existing federal and territorial law, direct responsibility to carry out preservation activities is placed on each and every agency that owns or controls significant historic places, or whose actions have the potential to affect significant historic places. The Historic Resources Division serves as a source of reliable information and preservation expertise so that these agencies can more easily and effectively meet their own direct responsibilities.

It is also a primary role of the Historic Resources Division to encourage and foster positive preservation initiatives in both the private and public sectors, and to encourage public knowledge of and interest in historic places.

### **Guam Historic Preservation Review Board**

The Guam Historic Preservation Review Board was established by Public Law 20-151 in 1990. It serves as the "State Review Board" for purposes of the National Historic Preservation Act. Its duties with respect to the federal law is to conduct public hearings regarding nominations and appeals of nominations of places to the National Register of Historic Places, and to . It also advises the HRD regarding its HPF grants program documentation and programs.

In addition to these duties with respect to the federal historic preservation procedures, the GHPRB under territorial authority also officially lists properties in the Guam Register of Historic Places, and reviews the comprehensive preservation program conducted by the Historic Resources Division.

In the capacity of oversight, it may review decisions made by the Guam Historic

Preservation Officer under authority of territorial law regarding the historic significance of properties or the appropriateness of mitigation measures when there is an adverse effect to a significant property caused by the action of some agency.

These two agencies, operating together, form a foundation for historic preservation within Guam. They provide centralized sources of current information, technical advice, and professionally informed judgement with which other parties can carry out the more widely distributed preservation responsibilities.

## **The Department of Parks and Recreation**

The Department of Parks and Recreation directly owns and cares for a number of highly significant historic properties, which have been designated as historical units of the Territorial Park System. Among these highly significant historical parks are the Plaza de España, Fort Santa Agueda, Fort Soledad, and the San Antonio Bridge in Agaña. The Department also directly owns a number of other less well know but still significant properties. In this responsibility, the Parks division is responsible for adequate regular maintenance and repair of the historic features of the park, and for development of interpretive programs to increase the public enjoyment and benefit from these parks.

## **The Guam Preservation Trust**

Also initially formed by public law 20-151 in 1990, the Guam Preservation Trust is another organization formally dedicated to advancing historic preservation in Guam. The Guam Preservation Trust is a public corporation. The members of the Guam Historic Preservation Review Board are also directed by law to serve as the Board of Directors of the Guam Preservation Trust. The law also directs that receipts from a variety of building, grading, and clearing permits be deposited into a fund under the control of the Guam Preservation Trust. The designated purposes of the Trust include:

acquisition of interests in properties so that they can be preserved.

support of appropriate archaeological work where non-commercial development is faced with high costs for resolving impacts to

archaeological sites.

Support of other activities directly related to increasing the public appreciation of or benefit from historic places.

Since its formation the Guam Preservation Trust has undertaken a variety of projects including:

Repair of earthquake damaged structures in the historic Plaza de España in Agaña.

Supplemental funding for rehabilitation of the Inarajan Community Center in the historic district of Inarajan.

Rehabilitation of the historic St. Joseph's Church, also in the historic district of Inarajan.

Grant support of a variety of informative documentaries about historic places and historic preservation programs.

Archaeology at the site of a new gymnasium at a private school which was unable to afford the costs of the needed research.

An initial phase of research, planning, and stabilization at Fort Soledad, in Umatac.

While legally, the Guam Preservation Trust and the Guam Historic Preservation Review Board with the Historic Resources Division are distinct and separate organizations, there is a tendency among both the general public and other government agencies to consider them as a single entity. This confusion is probably encouraged by the presence of the same board membership in both organizations, but the programs are in fact independent and separate responsibilities.

The Guam Preservation Trust, in contrast to the review and comment responsibilities of the Historic Resources Division, is organized and funded to conduct projects selected for their public benefit, rather than to respond to potential effects on historic places deriving from unrelated needs and priorities.

## **The Guam Museum**

The Guam Museum is also a preservation related organization, though its direct interest in historic sites is limited to ownership of a significant structure in Inarajan, the Inarajan Baptist Church.

The Guam Museum is a crucial allied program for many preservation actions. It is the official repository of artifacts and other significant items which might be recovered from historic sites. In many cases, these collections of artifacts and excavation records will be the primary means of providing future appreciation of sites which cannot be preserved, or for providing public benefits from future research about such sites. Even much of the contemporary research value of data recovery carried out and duly reported depends on the availability of access to the resulting collections and the ability to re-check research claims in these reports.

The Guam Museum is also a leading source of interpretation and public presentation of the information derived from research about and at historic sites. This dissemination of information about history connected to sites is one of the major means of providing public benefits from many historic sites, and the efforts of the Guam Museum are an important part of the overall preservation efforts in Guam.

## **General Government of Guam Agency Responsibilities**

The responsibility and mandate to protect and preserve historic sites is placed on all government agencies. All government of Guam agencies are directed by law to:

Consult with the Department of Parks and Recreation prior to actions affecting potentially significant places.

Initiate measures to provide preservation of significant places under their jurisdiction.

Develop plans for the restoration, rehabilitation, or preservation of significant places under their jurisdiction.

Institute procedures to assure that their own programs and procedures contribute to preservation of historic places which might be affected by their programs.

It is the responsibility of all agencies to care for historic sites under their ownership or jurisdiction, and to take care not to adversely affect significant historic places, and to consult with the Department of Parks and Recreation for current information and technical expertise regarding such places.

These responsibilities have been in existence since the beginning of the preservation program in Guam in 1974. In 1990, the authority of the Department of Parks and Recreation was significantly strengthened, when other agencies were required to obtain a certificate of approval from the Guam Historic Preservation Officer prior to initiating actions which potentially could adversely affect historic places.

The overall preservation strategy, as provided for in Territory of Guam law, is for all government agencies to individually and cooperatively preserve and protect historic sites under their jurisdiction or affected by their projects, with the Department of Parks and Recreation providing information, guidance, policy, and technical direction to those many agency actions. This general policy is extended to the private sector in two ways.

First, private actions requiring a government approval or permit bring that action within the government's process of review of actions. Second, the ability of the Guam Preservation Trust to directly acquire either limited or full interests in private properties in exchange for preservation treatments provides incentives to private owners to consider preservation of historically significant places which would otherwise not be feasible.

## ***Federal Agency Organizations***

### **Advisory Council on Historic Preservation**

The Advisory Council on Historic Preservation is a small, independent federal agency charged with advising Congress and the President on matters related to historic preservation, and with review of the policies and programs of other federal agencies as they affect the preservation of historic places. The Advisory Council on Historic Preservation issues regulations detailing the process through which other federal agencies take into account the effects of their

undertakings on historic sites. The process defined by these regulations direct federal agencies with projects or actions, funding, or even the issuance of licenses and permits in Guam to communicate with the Guam State Historic Preservation Office (the Historic Resources Division of the Department of Parks and Recreation) for guidance and review of their decisions with respect to historic sites.

When there are matters unresolved after consultations by the SHPO and the federal agency involved, the Advisory Council will review the matter and make comments to the federal agency. The Council may also enter into the review process on its own initiative.

### **The National Park Service**

The National Park Service directly owns and cares for many of the Nation's most important historic properties, such as the War In the Pacific National Historical Park in Guam. This park includes the beaches used for the invasions by U.S. armed forces to recapture Guam from the Japanese in July of 1944. In addition to direct responsibility for much of the nation's most significant historic properties, the National Park Service is tasked with providing leadership, technical assistance, training, and administration of many preservation related programs which reach outside of the National Park Service itself. Prominent among these programs is administration of the Historic Preservation Fund Grants programs that support the State and Tribal Historic Preservation Offices, and administration of the National Register of Historic Places, the National Historic Landmarks program, and the Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation.

### **Federal Agencies frequently affecting historic sites on Guam**

Other federal agencies whose actions and programs frequently affect historic sites on Guam include the U.S. Navy and the Andersen Air Force Base, both of which use lands with numerous identified historic sites. Another federal agency whose programs inherently involve it in numerous historic preservation issues is the Army Corps of Engineers. These three agencies have developed internal preservation programs as envisioned by the National Historic Preservation Act which attempt to provide consistent and effective consideration of the historic sites dealt with by these agencies, for the benefit of

the public.

## **U.S. Navy**

There are a number of distinct Naval Commands active on Guam, coordinated through the Commander, Naval Forces Mariana Islands (COMNAVMAR). U.S. Naval Activities currently has the largest concentration of known historic places of all kinds and periods under its jurisdiction, and also is the only Naval command to employ a cultural resources coordinator. Other commands also have jurisdiction over historic places, and receive assistance in meeting historic preservation responsibilities from COMNAVMAR and from the Pacific Division Engineering Facilities Command (PACDIVENGFACCOM).

## **U.S. Army Corps of Engineers**

The U.S. Army Corps of Engineers assumes direct authority for meeting the requirements of the National Historic Preservation Act in Civil Engineering projects directly planned or funded through the Army Corps of Engineers. An example of Corps directed civil projects is the Agat Small Boat Harbor.

The U.S. Army Corps of Engineers also issues permits for a variety of actions which can affect navigable waters and wetlands. Through this permitting program, the Corps is often called upon to consider the effects of a permitted action on significant cultural resources. The Corps does not currently have personnel meeting the Secretary of the Interior's Professional Standards regularly involved in review of permitted actions, relying instead on referral of all permits to the SHPO. This is consistent with Corps practice throughout the nation, but this practice has also drawn regular objection from many State Historic Preservation Offices, and federal oversight agencies such as the Advisory Council on Historic Preservation. Pending higher level resolution of these policy differences, the review of Corps permit applications here on Guam will continue to inform the Corps of the appropriate finding which the Guam Historic Preservation Office **could** concur, if in fact it received a proper determination from the Corps. The Corps, on its part, has generally accepted such statements for purposes of imposing and enforcing permit conditions for the protection of historic places.

## **Andersen Air Force Base**

The Andersen Air Force Base has jurisdiction over lands which include many important historic properties. A recently completed historic management plan

for the base listed 19 properties already known to meet the criteria for inclusion in the National Register or considered as eligible for listing. There were also another 6 properties listed as needing further research and evaluation before a reliable determination of significance could be completed.

One of the more important of the sites is the Tarague Archaeological District, which has recently been extensively documented through use of Legacy funds. This site contains extensive and varied features from prehistoric use, showing evidence of continuous use of the area from very early in the prehistoric record through the end of the prehistory.

### **War in the Pacific National Historical Park**

The primary mission of this federal agency is to provide commemoration of World War II as it happened in the Pacific, and with specific charge to include the experiences of the Pacific Islanders in the interpretations. While the areas included within the Park on Guam were selected for their importance in the actual military engagement here, some of the areas have historic significance deriving from other times and events as well. For most of these, the preservation and interpretation of the World War II historic scene also works well to preserve the other significant characteristics, too.

### **Other federal agencies**

While the agencies discussed immediately above have the most extensive cultural resource concerns, all other federal agencies with property or programs active in Guam also have responsibilities for identifying and responding to their potential effects on historic sources. While the number of properties at issue or the extent of potential effects may not equal the magnitude of the agencies discussed above, it is important for historic preservation in Guam that all federal agencies be capable of adequately and reliably carrying out the responsibilities placed on them by federal law.

## ***Non-governmental Organizations***

There are a number of non-governmental organizations on Guam which have

included an interest in the preservation of historic properties as a part of their own concerns and programs. There is not, as yet, a non-governmental organization which pursues historic preservation as its primary purpose or mission, but the cumulative efforts of these organizations does advance preservation interests in very important ways. These organizations include:

### **The Guam Humanities Council**

The Guam Humanities Council is a non-profit public corporation which is also qualified to receive tax-deductible donations. By its charter, one of its Board positions is reserved for an appointment from the government of Guam, it operates independently of direct government oversight or control of its operations.

The Guam Humanities Council has included many historic preservation related projects of its own, and has awarded funding to grant applicants whose programs are also closely related to historic preservation. Its mission to bring the humanities to the public includes many opportunities to help the public come to know and appreciate the history embodied in historic places more fully.

The board members and staff of the Humanities Council value historic preservation and are sympathetic to its needs as well.

### **American Institute of Architects, Guam Chapter**

The AIA on Guam has long included an interest in the historic architecture of Guam. One of its standing committees is a Preservation Committee which has cooperatively sponsored drawing contests focussed on historic sites and which has also assisted in numerous projects by the Guam Preservation Trust to document historic structures.

### **Filipino American Society of Architects and Engineers**

FASAE has, like the AIA, contracted with the Guam Preservation Trust to conduct basic historic structure documentation on many occasions, and also includes an interest in historic structures in its professional activities.

# Major Preservation Trends and Issues

## Economic Development and Historic Places

Economic development is both the creator of opportunities for worthwhile historic preservation activities, but also the source of threat to the continued existence of many historically significant places.

The modern, post-World War II era of Guam has been characterized as a struggle to achieve a sustainable economic base for the residents of the island. In the decades immediately following the war, the island's economy was dominated by the U.S. Military. Aside from business and jobs directly related to service and maintenance of the large military installations which were maintained after the War and throughout the ensuing "Cold War", there was little other economic activity. Employment by the civilian Government of Guam remained a distant second in both number of jobs and total payroll to the military. Agriculture remained small-scale or subsistence in character. Diversification of the economy was hampered by the requirement that all people coming into Guam be given a security clearance by the U.S. Navy.

This situation was ended in 1962, when President John F. Kennedy rescinded the security clearance requirement. Many observers of Guam's history feel that the emergence of what is now the dominant sector of the economy, tourism, dates from this lifting of the security clearance.

A strong tourism industry was beginning to emerge in the early 1970's, but was curtailed for a while when the gas shortages of the oil embargos of the mid-1970's disrupted many regional economies, raised transportation and other costs, and caused many potential investments to be abandoned or postponed. Throughout this decade, the military continued to provide the major source of employment and the dominant contributor to the entire economy.

Tourism related developments with substantial investments of capital began a rapid pace in the late 1980's after some years of small but consistent increases in annual tourist arrivals. In the early 1990's, tourism had displaced the military as the dominant sector of the overall economy. The booming tourism economy also fueled a general increase in land prices, with many repercussions in other sectors of the community. The basic land-use and zoning guidelines have long been in the process of revision and are not finalized as of this writing. A major goal of the land-use planning process, however, is to promote

denser development, and more intensive use of parcels than is generally allowed by the existing zoning codes.

The trends to more intensive, denser development based on a predominantly tourism based economy will likely continue to provide both pressure to destroy and replace sites with significant historical associations, but conversely to provide a source of revenues which can be used to repair, maintain, and to interpret historic places for the public.

Already, legislation has directed that fees from permits for building, clearing and grading, and excavation be directed to the Guam Preservation Trust where it can be invested in acquisition, repair, rehabilitation, restoration, and other activities directly related to the public benefit from historic places. Under this program, there have already been a number of important projects of site repair, rehabilitation, and several well-received interpretive presentations.

The increasing demand for intensive use of lands, particularly lands favorably situated near coasts and more accessible areas of the interior means that in the foreseeable future there will continue to be development related impacts to significant sites, particularly to prehistoric archaeological sites. The incentives for maximum use of lands will also pose strong threats to historic buildings in the form of economic incentive to demolish the existing smaller scale buildings and replace them with buildings suited to exploiting contemporary economic opportunities.

## **Natural Hazards and Historic Preservation**

Guam's natural setting also affects the manner in which historic preservation is conducted within the Territory. The Territory of Guam is subject to major earthquakes, to tropical storms and typhoons, as well as enjoying a warm, moist ocean climate in which many materials suffer rapid deterioration. Maintenance, repair, and stabilization of significant historic sites is of very crucial importance if existing significant structures and sites are to survive to enrich future generations. Existing programs of identification, evaluation and registration are not securely tied to a consequent assurance of continued maintenance, repair and stabilization.

One of the obstacles to a vigorous program of repair and stabilization is the rather wide-spread notion in the community that the formal declaration of a site or building as historic means that the structure can not be altered or

changed in any way. This includes replacement of termite infested wood with new material, for instance, or retrofitting older roof systems to withstand typhoon strength winds more securely. A wider knowledge of the distinctions among various preservation treatments could foster better acceptance of both potential registration of places and of certain treatments other than restoration to a specific point in time when appropriate as well.

As of the time of this writing, none of the organized preservation institutions have been able to mount an effective and responsive program of reactions to damages caused by natural disasters. The Guam Preservation Trust, for instance, announced in 1990 a program of emergency assistance for owner's of historic houses damaged by Typhoon Russ in that year. Rehabilitation projects for many of the applicants who responded to this announcement have yet to begin. Neither has the Department or the Trust been able to effect interim repairs on some structures, to stabilize and protect against further damage while longer term responses are effected. The lack of interim or temporary repairs to roof damage at the M.G. Cook School in Merizo, as an example, allowed further deterioration of both roof trusses and the original flooring, substantially adding to eventual costs of a rehabilitation to the building.

## **Property Rights Concerns**

There is a growing concern among private property owners that registration or documentation of historic properties located on their lands would impose an undesirable burden on their ability to use their property as they might wish, or could lead to attempts by the government to condemn and take their property because of the designation. Concerns of precisely this nature surfaced in landowner opposition to the nomination of the Mañenggon Concentration Camp area to the Guam and National Registers of Historic Places in July of 1996. The concerns expressed are similar to those voiced across the nation in recent years. There are, though, some aspects of particular concern locally. In Guam, title of ownership to lands can be formally declared through a court action which is termed "registering" the title to the land. The terminology used to formally recognize that a place has historic values recalls the legal terminology here for formal declaration of title. This seems to contribute to some of the fears on the part of private owners that "registering" a historic site will most likely lead to government claims of ownership, no matter what is stated in official notification letters.

There is also a common misconception that designation of a place as "historic" means that all uses other than as a place for visitation are prohibited. This inaccurate idea of the preservation requirements for historic places encourages owners to avoid or oppose such designation of their property even when accepting that there are important historic values present.

## **Effective Enforcement of Compliance Agreements**

The effectiveness of the preservation review process under both local and federal law has greatly matured in the last decade. The staff of the Historic Resources Division now regularly reviews undertakings from many federal agencies, from government of Guam agencies, and also reviews proposed private sector developments which need either a land-use approval or building permit from the government of Guam. All of these review processes were in rudimentary form only ten years ago.

The review process results in agreements by agencies or developers to carry out certain preservation related actions. There have been, however, a number of instances in which the agreements were not completely honored and there have been difficulties in bringing a number of these to acceptable resolution.

There is a need to develop enforcement procedures which bring the work done under these agreements to more effective and more timely completion in many cases. Some of these agreements establish maintenance, other, or other responsibilities which continue indefinitely. Monitoring and enforcement of these, especially as compared to the emphasis on roles in review, are not well delineated in either federal or Guam law. Both the capability and the authority to enforce these long term or continuing obligations need to be worked out better than currently.

## **Site Looting**

There is a growing problem with systematic, organized looting of archaeological sites. The problem is partially commercial; some of the artifacts such as the stone mortars (*Iusong* in Chamorro) and the Latte uprights and capstones are in demand as yard ornaments or for personal collections. Another dimension to the problem is that possession of some artifacts are desired by some who wish to find closer personal identification with their ancestors from before the time of Spanish contact. Among these are at least some persons who dig at

known sites to gain possession of personal ties to their cultural heritage -- and will also claim a permission granted to them from ancestral spirits. This problem of site looting generated extended and intense discussion among participants at the two historic preservation forums conducted in 1995 and 1996. Participants felt that public education including statements from respected Chamorro elders about the impropriety of looting and a heightened enforcement effort should be a priority course of conduct for all participating preservation organizations.

## **Public Involvement and Information**

Another theme which received strong endorsement from forum participants was a perceived need to multiply efforts to involve the public in active ways with historic sites and their care. Also stressed was the need to make more programs disseminating information about sites and their history to the public, especially to school classes of all ages. This issue resonates well with the focus of the Historic Resources Division mission statement. That mission statement explicitly recognizes that the purpose of preservation in general is for public benefit and appreciation. The results of survey, evaluation, registration, or preservation treatments are incomplete unless a connection to the public appreciation is also provided.

## **Heritage Tourism**

Tourism has become the primary sector of the economy of Guam. So far, the tourism industry has relied on the sun, sand, scenery, and golf resorts as their primary attractions to market to a variety of Asian counties. Many in the tourism industry see these attractions as easily duplicated in other locations, and therefore the long-term attractiveness of Guam in this market is subject to increasingly competitive marketing from other locations. Heritage tourism is beginning to attract attention to major tourism planners in Guam because it may well provide another type of attraction which can supplement Guam's existing stock of main attractions, and because heritage tourism is one of the fastest growing forms of tourism in other world markets. For either or both reasons, many existing historic sites may well become viewed as valuable resources for promotion of Guam in this region's tourism based economies.

There is at present little base of experience available in Guam to apply toward development and marketing local historic sites as attractions to a predominantly foreign visitor market while preserving integrity and benefit to

the local resident population as well. Finding ways to use historic sites in multiple ways while retaining their historic integrity could well be one of the crucial tasks of the preservation program in the coming decades. The planning process for rehabilitation, restoration, and public site development will need emphasis.

## **Restoration Planning**

As has been stated previously, the existing community of professional architects here on Guam have very few practitioners who have much training in preservation. There is little architectural history instruction which would be directly applicable to Guam's vernacular and older Spanish period architectural structures. Similarly, very few of the practicing architects have gained working familiarity with the different standards for treatment of Preservation, Restoration, Rehabilitation, and Reconstruction. This lack of familiarity with current preservation philosophy and practice results in proposed treatments for historic sites which inappropriately blend two or more of the recognized treatment philosophies, or which apply an inappropriate philosophy which is not well thought out. A recent example was the initial phase of "restoration" at the site of Fort Nuestra Señora del Soledad, in Umatac, Guam.

In this project, a standard philosophy was proposed which required use of the same stone and mortar materials for the repair and restoration work, and that the work be performed with the same techniques as in the original construction. This proposed standard led to many substantive questions regarding portions of the whole project, particularly in terms of accommodating current standards for public use of the area. These issues were never resolved, and the project was terminated. The capacity to identify and resolve similar issues in future historic site development projects is a strategic need, especially if heritage tourism concerns raise more pressures for development of such sites.

## **Long Term Records and Collections Care**

Many preservation actions by federal agencies generate collections of artifacts, documents, and research notes. All of these materials are supposed to be placed in long term care which meets the standards set out in 36 CFR 79. At this time, no federal agency has established such long term care for any of the

preservation related collections under their ownership.

The same situation exists for government of Guam agencies. In complying with their duties to identify historic properties and to avoid or mitigate damage to them, there are numerous collections of documents, photographs, maps, artifacts, and field or laboratory notes generated, but there is no facility available to accept and provide adequate long-term care for these materials.

The same situation exists for private developers who also often generate collections while carrying out preservation related duties imposed on their development plans. And there is no available facility to provide long-term care to these materials.

Without such a facility, the records deteriorate and will eventually be lost, and much of the public benefit in terms of an accessible legacy of research results will also be lost. A facility where these materials can be provided adequate care is urgently needed for all levels of preservation activity on Guam.

There is also a specific long-term facility needed. Government of Guam law specifies that there should be a place for reburial of human remains from archaeological sites which cannot be reburied near their original locations. This facility is named by law the ***Naftan Mañaina-ta***. The Department of Parks and Recreation has not as yet been able to secure resources to design or build this facility. It also remains as an urgent need so that proper respect can be given these remains as has been required by law.

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## **Goals and Strategies**

The following general goals are adopted as important program emphases through which to advance preservation on Guam at this in time. Through these goals, the Guam Historic Preservation Office and other agencies and organizations acting together should be able to respond to the issues and interests affecting historic preservation in Guam. As these agency programs and the circumstances in which they operate change, these goals will need to be reviewed and revised. Taken together, these goals form a coherent strategy for addressing the issues and needs as identified.

# Goal One

## **Provide Public Education and Information**

### **Circulate more accurate information about historic preservation to the public.**

There are a number of common misconceptions in circulation in the public. These frequently make specific preservation actions more difficult. Some recent initiatives to register important sites have encountered public resistance, in part because of mistaken assumptions about the effects and intent of registration itself. The common misconceptions at work in this situation are that the formal historic designation is a first step to government acquisition of the property, or that a historic designation will automatically restrict any use of the property other than as a historic park for visitation.

Other misconceptions often complicate the process of consultations with respect to other agency actions which have the potential to affect historic sites. It is clear that the historic preservation program needs a concerted effort to provide correct information to the public. Circulation of clear and correct information will not end all opposition to registration or other preservation activities. But it will allow the program to respond more accurately to real conflicts rather than to unfounded ones.

### **Provide more active, positive roles for interested members of the public.**

The mission statement for the Historic Resources Division stresses that the ultimate benefits of the preservation program are best seen when members of the public have their knowledge of, and appreciation of the historic sites in their surroundings increased. In addition to written or broadcast forms of information, the involvement of the public in active "hands on" manner at a variety of historic sites will increase the general public benefits which are referenced in the enabling legislation at both the territorial and federal levels. One such program was the historic sites drawing contest, sponsored by the AIA, Guam Chapter. This program encouraged entrants to closely examine specific historic places. Encouragement of such programs among the various preservation organizations should be developed and maintained.

### **Provide interesting information about historical sites to the public.**

While Guam has an abundance of significant historic sites of many kinds,

many are not easily accessible to the public nor would members of the general public easily appreciate what they were seeing at many of the sites unless armed with prior knowledge about the sites. Avenues for increasing easy public access to interpretive materials about accessible sites should be explored.

### **Provide professional and technical training for preservation topics and skills.**

Historic Preservation has increased in its level of professionalism over the past decades. However, the small land area and population size of Guam as well as its location distant from the mainland pose significant problems for connecting up to date professional expertise with many of the preservation actions carried out by agencies and private owners. Preservationists based on Guam, even when employed by government agencies, find it more difficult and more expensive to maintain interactions with relevant professional peer groups based in the mainland. There should be concerted efforts to bring continuing professional education in all of the relevant preservation disciplines and to assure access to this education by those who interact with preservation matters in both public and private sectors. In many of the relevant disciplines, available on-island expertise frequently maintains interest in preservation as an adjunct or avocational capacity to their main professions. With the small population here, this cannot be avoided. There is a need to provide better opportunities for training and continuing development of skills and knowledge, especially in agencies outside of the Historic Resources Division, and for making such training available in coordination with relevant professional and interested organizations.

## **Goal Two**

### **Encourage and expand the network of organizations and individuals engaged in preservation**

#### **Encourage comprehensive attention to preservation among other agencies.**

Both the National Historic Preservation Act and the current statutes establishing historic preservation duties for government of Guam agencies

firmly locate a primary responsibility for preservation with each of these agencies. Some agencies, notably the Andersen Air Force Base, and Naval Activities have taken major steps toward establishing a systematic and on-going program of preservation. Both of these agencies have recently funded survey and evaluation efforts, some interpretive efforts, and have considered adoption of a comprehensive preservation plan for their jurisdictions and activities. Yet, many other agencies with repeated and on-going preservation concerns have not yet established a coordinated plan for accomplishing their responsibilities. Among these agencies, there is sometimes a relatively effective practice for responding on a case-by-case basis to potential impacts to significant sites, but more effective comprehensive management plans could multiply the effectiveness and benefit to the public of their efforts. There are also a number of agencies still in need of basic recognition of their responsibilities and initiation of effective means to begin regular compliance with their responsibilities.

Agencies which have already developed good in-house preservation programs should be used as models for those agencies which are just beginning to develop their own preservation procedures and capabilities. Programs which have made a good start should be encouraged and strengthened.

### **Increase the communication and interaction among preservation related organizations.**

While there are a number of agencies and non-governmental organizations which have some aspect of historic preservation as part their basic missions, there has as yet been little organized effort to regularly communicate and to augment each other's individual efforts. More regular communication and coordination of efforts among these preservation partners could stimulate better return to the public in many ways.

### **Integrate historic preservation into all levels of planning.**

Since there are legal requirements for impacts to historic places to be considered by both territorial and government agencies, the planning processes now managed by these agencies should all allow and incorporate preservation concerns and information in those processes. While the processes of review for land use and for many agency undertakings has reached a certain level of maturity, there are many venues of planning in which historic preservation is given little or inadequate consideration. These need to be opened up to preservation input. Of particular concern is the emerging heritage tourism

planning which may seek to develop historic sites for this economic activity.

### **Goal Three**

## **Improve Preservation Related Records and Distribution of Information**

#### **Improve the accuracy and completeness of HRD records.**

It is central to the designated responsibilities of the Guam Historic Preservation Office to keep accurate and complete records related to historic sites. These include the location of places known or considered potentially significant, areas which have been searched for such sites, and the nature of the searches, transactions of other agencies related to preservation compliance reviews and planning, and so forth. All of these records need to be reviewed for completeness, accuracy, and made efficient and effective for daily uses by the Historic Resources Division as it meets its responsibilities to other agencies and to the public.

#### **Use emerging technology to increase distribution of preservation information to the interested public.**

The Historic Resources Division has already established a page on the World Wide Web and makes available some information about programs, activities, and resources there. This and other technological advances will challenge the HRD program to expand the services available in these new venues as well as continuing the traditional forms of service already established.

#### **Improve Long-term care of records and collections derived from preservation activities.**

Many historic preservation activities undertaken by federal and Guam agencies result in collections of materials. While at the present time these are primarily archaeological, such collections at times include architectural elements, material culture, archival materials such as letters, photographs, and drawings, and research records. These collections embody much of the potential public benefits which should accrue from historic preservation, both in terms of learning about the past and in terms of resources with which to interpret and present the past to members of the public.

Such collections from federal agency activities here on Guam currently do not have long term curation at a facility which clearly meets the relevant professional standards. Neither do the facilities available through the government of Guam nor private entities provide adequate care, control, nor access to these collections. It is a goal of the preservation program to facilitate finding adequate facilities and care for these collections, from all sources in Guam.

## **Goal Four**

### **Encourage and Increase Protection for Significant Sites**

#### **Discourage Vandalism and Looting**

All public discussions of preservation needs devoted some attention to an increasing problem of systematic looting of archaeological sites, and vandalism at historic structures and buildings. Among suggestions offered have been dissemination of public service announcements explaining the public loss these activities lead to, and organization of a "hot line" to receive reports from the public. A number of agencies, federal and territorial, have enforcement responsibilities, and a concerted, cooperative action among them could lead to a curtailment of such activities in some locations. But vigorous public education about the wrongness of site looting was the most frequently urged course of action with respect to this goal.

#### **Provide prompt and effective compliance reviews**

One of the most important and active of the protection programs is the system of preservation reviews of agency actions and of private development permits. This preservation review needs to continue with experienced and professional staff providing prompt response to applications and notices.

#### **Continue comprehensive survey and inventory efforts**

A majority of recent surveys and site inventory information have been obtained as a result of compliance with the preservation planning responsibilities that apply to other projects. The accumulation of site inventory information and site distribution information from these sources may not always be accurate samples of the full site distribution patterns. These compliance based surveys and resulting inventory records need to be supplemented with survey activities

chosen strategically to round out knowledge of all types of historic sites.

### **Encourage incentives for preservation**

When protection of historic sites occurs primarily through the preservation review process of other actions, preservation is experienced by the public primarily as restrictions of proposed development actions. While the preservation review processes are necessary, they must be supplemented by programs which reach out to owners of historic sites which provide recognition and incentives to keep significant sites in good repair. Conservation easements, tax abatements, and eligibility for preservation related grants and assistance all have some existing legal basis, but could be expanded and more systematically applied.