



# ASAN AND AGAT UNITS MANAGEMENT PLAN AND ENVIRONMENTAL ASSESSMENT

PART 1 of 4 – Executive Summary and Chapter 1

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## WAR IN THE PACIFIC NATIONAL HISTORICAL PARK



January 2024





Visitors walk along path to the Ga'an Point flags at the Agat Unit. Photo: NPS.

**War in the Pacific National Historical Park**

**ASAN AND AGAT UNITS MANAGEMENT PLAN  
AND ENVIRONMENTAL ASSESSMENT**

War in the Pacific National Historical Park  
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# LETTER FROM THE SUPERINTENDENT

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Håfa Adai Friends and Partners,

We are pleased to present the unit management plan and environmental assessment for the Asan Beach, Asan Inland, Agat, and Mt. Alifan Units of the War in the Pacific National Historical Park. This plan will guide the long-term management of these four unique areas, which include some of the most popular visitor destinations within the park.

In developing this plan, we explored a range of ideas for managing the four units. The Asan and Agat invasion beaches and the upland terrain of Asan Inland and Mt. Alifan commemorate the courage and sacrifices of all those involved in the Battle of Guam. These sites protect cultural resources that reveal a rich and layered history before, during, and after the battle. They additionally are host to an exceptional diversity of native terrestrial and marine species.

This document describes two alternative strategies for enhancing visitor use and resource protection within the units, as well as an analysis of the environmental impacts and consequences of implementing each of these strategies. Alternative A is the no-action alternative and assumes that park management, programming, and facilities would continue at current levels. Alternative B has been proposed as the National Park Service's preferred alternative, and this set of actions and programs is intended to become the overall guidance for the future management and development of Asan Beach, Asan Inland, Agat, and Mt. Alifan.

Your involvement in the planning process has been critical to the creation of this plan. Your thoughts and suggestions received through written comments and public meetings have helped to guide the process, and you will find that many of the ideas that you contributed are represented here.

We invite you to continue to help shape the long-term management of the units by sending us your comments on this plan. The "How to Comment on this Document" section that follows this letter provides instructions for how to comment. Your continued involvement will assist the National Park Service in achieving its mission at the Asan Beach, Asan Inland, Agat, and Mt. Alifan Units.

Thank you for your support and interest in the long-term management of these important sites.

Sincerely,

Barbara Alberti, Superintendent

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# INTRODUCTION

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War in the Pacific National Historical Park was established on August 18, 1978. A general management plan (GMP) for the park was prepared in 1983, and since its adoption additional resource threats have arisen, new information about park resources has been discovered, and park visitation has increased. Therefore, this plan is needed to prepare for the influence of increased flooding and storm surge on facilities and resources related to climate change-driven sea level rise and degradation of coral reefs; to identify management strategies to protect the park's unique natural resources from invasive species and overexploitation; and to address resource and facility pressures resulting from high levels of visitor use; among other priorities.

This unit management plan proposes two possible management strategies or “alternatives,” and examines the impacts of implementing these alternatives in the Asan Beach, Asan Inland, Agat, and Mt. Alifan Units. These alternatives address visitor use and the preservation of natural and cultural resources to protect and interpret the significance of the sites. They comply with NPS planning requirements and respond to issues identified during the civic engagement process. If approved in a Finding of No Significant Impact (FONSI), the NPS preferred alternative will become the management plan for the Asan Beach, Asan Inland, Agat, and Mt. Alifan Units of the park.

**Alternative A:** the No-Action Alternative assumes that current management, programming, facilities, staffing, and funding would generally continue at their current levels and that existing plans would be implemented.

**Alternative B:** the NPS Preferred Alternative focuses on enhancing the visitor experience within the four units, while anticipating and providing guidance for how the park will address climate change impacts to resources and facilities.

This document includes a detailed description of the alternatives followed by a description of park resources affected by the alternatives and the projected environmental consequences of the alternatives. Also included in this document are the results of public involvement and consultation with other agencies, organizations, and individuals associated with planning for the site's future. In accordance with 36 Code of Federal Regulations (CFR) Part 800.8(c) (Use of the NEPA process for Section 106 purposes), this plan and environmental assessment (EA) integrate compliance with the National Environmental Policy Act and Section 106 of the National Historic Preservation Act. This allows a more comprehensive consideration of historic properties along with other environmental factors. The public review of the plan and EA will help fulfill the public engagement and consultation requirements of 36 CFR 800.8(c).

This unit management plan (UMP) is presented in four chapters and appendices.

**Chapter 1: Introduction and Background** sets the stage for the UMP by describing the planning area, the planning process, and the purpose and need for the plan. It also describes the issues that are addressed in the UMP, resources and values at stake in the planning process, and the relationship of this UMP to other plans in the park unit.

**Chapter 2: Alternatives** describes two management alternatives. The alternatives represent reasonable management directions consistent with NPS policy and applicable laws and planning requirements.

**Chapter 3: Affected Environment and Environmental Consequences** describes the resources present in the planning area and the impacts of each alternative on affected resources. This chapter also includes the identification of historic properties and assessment of effects under Section 106.

**Chapter 4: Consultation and Coordination** summarizes public involvement and the consultation process that were integral to the creation of this UMP. This chapter also summarizes public comments received by the National Park Service during civic engagement.

**Appendices** provide more detailed information related to the plan.

**Figures** are referenced within the text of the applicable chapters and appendices. The reader must rely on the text and figures taken together to fully understand the actions described in this UMP.

## HOW TO COMMENT ON THIS DOCUMENT

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This plan has been distributed electronically to agencies, interested organizations, and individuals for their review and comment. The public comment period for this document will extend for 30 days.

This document is available online at the NPS Planning, Environment, and Public Comment website at [https://parkplanning.nps.gov/wapa\\_ump](https://parkplanning.nps.gov/wapa_ump). We prefer that readers submit comments using this website, which provides an online public comment form.

Additional written correspondence may be addressed to:

Asan and Agat Units Management Plan  
Superintendent  
War in the Pacific National Historical Park  
135 Murray Blvd., Suite 100  
Hagåtña, Guam 96910

Before including your address, phone number, email address, or other personal identifying information in your comments, you should be aware that your entire comment—including your personal identifying information—may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.



## A NOTE ON CHAMORU LANGUAGE

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Throughout the Pacific during World War II, residents and Indigenous island people were trapped between global warring nations and were deeply impacted by a conflict not of their making. The people of the Pacific Islands endured invasions, occupation, warfare, relocation, recovery, and reconciliation, while retaining their cultural identity, language, and traditions. War in the Pacific National Historical Park commemorates the bravery and sacrifice of all those who participated in or were affected by the campaigns of the war's Pacific Theater. The park conserves and interprets outstanding natural, scenic, and historic values and objects on Guam. To that end, the park honors the unique experiences of the CHamoru people and other island communities during World War II.

Guåhan, which means “having in abundance” in CHamoru, is the original name for Guam, reflecting the diversity of natural resources on the island. The historic sites preserved at War in the Pacific National Historical Park are inseparably tied to these resources and the cultural traditions of the CHamoru people. For thousands of years, the CHamoru have harvested Guåhan's abundant natural resources for food, medicine, and to build shelters and canoes. The park strives to support continued traditional uses of the land and ocean by the Indigenous people of Guam and aims to highlight the importance of these landscapes to ongoing cultural practices. The CHamoru people have special rights to offshore fishing and harvesting of resources (Indigenous Fishing Rights Public Law 29-127, 2008), and traditional CHamoru fishing is practiced in most park waters.

This plan recognizes and honors the rich cultural tapestry of Indigenous use and occupation in designated National Park Service lands and supports the enduring connection between the CHamoru and Guåhan (home to CHamoru people for at least 3,500 years). The plan reflects the ideas and priorities shared by CHamoru stakeholders in meetings and listening sessions held during the project's development, as well as NPS policies to integrate diverse cultural perspectives and values into park planning. To help meet these goals, we have incorporated CHamoru language and place names where possible to encourage readers to consider the concepts presented here through the world view of those who consider the units of War in the Pacific National Historical Park a part of their ancestral home.

In this document, spellings of CHamoru place names are prioritized where possible, except in reference to official NPS place names within the park units. See the table below. These place names are taken from the 2021 *Rapid Ethnographic Assessment Project (REAP) for the Asan Beach Unit and Agat Unit Management Plan*. As noted in the REAP, “the spelling of place names on Guam has changed over time and continues to be modified” (Tomonari-Tuggle 2021).

## Key Places and Place Names Used in this Document

CHAMORU NAME	ANGLICIZED NAME
Adilok	Adelup
Assan	Asan
Bangngi'	Bangi
Guåhan	Guam
Gåpang	Camel Rock
Hågat	Agat
Kalåkak (Kalåkkak)	Kalakak
Oppop	Opop
Punta Adilok	Adelup Point
Punta Assan	Asan Point
Punta Bangngi'	Bangi Point
Saddok Assan	Asan River
Saddok Matgue	Matgue River
Saddok Ñåmu	Namo River
Sågua Assan	Asan Cut
Sånta Rita	Santa Rita



## ACRONYMS AND ABBREVIATIONS

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APE	Area of Potential Effects
BMP	Best Management Practice
CDP	Census Designated Place
CEJST	Climate and Economic Justice Screening Tool
CEQ	Council on Environmental Quality
CFR	Code of Federal Regulations
CISA	Climate Informed Science Approach
DLM	Department of Land Management, Government of Guam
EA	Environmental Assessment
EDRR	Early Detection and Rapid Response
ESA	Endangered Species Act
FEMA	Federal Emergency Management Agency
FFRMS	Federal Flood Risk Management Standard
FIRM	Flood Insurance Rate Maps
FONSI	Finding of No Significant Impact
GDAWR	Guam Division of Aquatic and Wildlife Resources
GMP	General Management Plan
GVB	Guam Visitors Bureau
HABS	Historic American Buildings Survey
HAER	Historic American Engineering Record
HALS	Historic American Landscapes Survey
I&M	Inventory and Monitoring
LED	Light-Emitting Diode
NARA	National Archives and Records Administration
NEPA	National Environmental Policy Act
NHP	National Historical Park

NHPA	National Historic Preservation Act
NMFS	National Marine Fisheries Service
NOAA	National Oceanic and Atmospheric Administration
NRHP	National Register of Historic Places
NPS	National Park Service
PEPC	NPS Planning, Environment, & Public Comment website
PIRCA	Pacific Islands Regional Climate Assessment
REAP	Rapid Ethnographic Assessment Project
SHPO	State Historic Preservation Office
UMP	Unit Management Plan
UNWTO	United Nations World Tourism Organization
USFWS	US Fish and Wildlife Service
USGS	US Geological Survey

# I DOS PLÅNON AKSION EXECUTIVE SUMMARY







Ruined façade and walls of the Santa Marian Guadalupe church in Sumai on the Orote Peninsula, August 1944. Photo: NARA.

## I DOS PLĀNON AKSION

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Estague' I diniseha na plānu para I minanehan I unitu siha. U dineskribi I dos na manera ni' para u ma maneha I unitu siha giya Tāsen Assan, I tano' siha giya Hāgat yan i unitu siha giya Sabānan Alifan. Estague' I Plānu A: Na u Tāya'-Aksion pat tinulaika ya u ma kontenuha I hāfa ma kalamtitini pā'go yan I Plānu B: I Dinisehan I Setbesion Plāset Nasionāt. Este siha na plānu, sigun ni' emfotmasion put I guinahā-ña gi uriyan I unitu siha sa' put I ma tulaikan I klema, I ma finatoiguen I bisita siha yan I rinikohen I emfotmasion ginen I Setbesion Plāset Nasionāt yan put I hāfa I minalago'-ñiha i bisita siha, I taotāo I pupbleko siha, I ahensian gubetnamento siha yan otro siha na grupu ni' manggai enteres. Todu I dos na plānu u sinupotte I fondamento-ña I Plāset Hestorikon Nasionāt I Geran I Pasifiku.

Este siha na punto yan plānon aksion para I kada unu, u kinubre yan u tinattiyi I plānon i ginagāo-ña I Setbesion Plāset Nasionāt ya ma ibaluha yan na'siguru na konsiste ni' lai siha yan I rigulasion siha. I ma apreba na plānon minanehan unitu, na para u giniha mo'na para la'apmam tiempo para iya Tāsen Assan, I Tano' siha giya Hāgat yan I Unitu siha giya Sabānan Alifan. Este na plānu u inayuda I manmā'gas I plāset ma disidi hāfa taimanu para u ma prutehi I guinahan I uriyan I plāset, I hāfa para u ma cho'gue kumu guaha tinulaikan klema yan para hāfa siha na aktebedāt yan bida ni' propiu yan I minalago'-ñiha I bisita yan hāfa siha mās na fasilidāt yan supotte ha nisisita I Setbesion Plāset Nasionāt para u minaneha I plāset. Era mās, u ha na'guaha plānon minanehan unitu ni' ma analisa yan inestudia put taimanu u faninafekta I guinahan I uriya siha para I kada unitu.

Plānu A I kontenuhasion ni' hāfa ma susesedi yan ma kalamtitini pā'go para I plānon I lugat siha. Este na plānu u tinattiyi areklamenton I lai put I tano' siha ni' ma estapblisa ni' plānon minanehan plāset gi mit nuebi sientos ochentai tres na sākkan (1983) ni' plānon minanehan hinerāt yan I mit nuebi sientos ochentai ocho na sākkan (1988) na estatmenton minaneha. Adimās

di ma deskribi I fotmāt siha na minanehan tano' siha, ha identifika I plānon minanehan hinerāt, taimanu u ma minaneha I guinahan I uriya, I uson I bisita yan I ma nisisidāt-ña I fasilidāt siha ni' propiu para kada unitu ni' pumarehu I ma kalamtete-ña yan I areklon I minanehan I tano'.

U ma kontenuha ma petsigi I minanehan aktebedāt siha gi tāya' aksion na plānu sin benefisio sigun I etmas nuebu na plānu para la'apmam ni' nuebu siha na sinedda' emfotmasion yan para I inilāo siha put I tinulaikan I klema. I kanton tāsi siha na unitu giya Tāsen Assan yan giya Hāgat, u ma kontenuha sa' put mineggai yan sesso ma bisista achokha' guaha inachāki yan dinestrosan I pākryo yan I ma huchom I fasilidāt siha, taiguihi I fanfa'pusan yan I sagan attomobet siha. Gi plāset giya Puntan Rizal na bānda yan giya Sabānan Alifan yan I Tano' Assan na unitu siha, u tai siñat para u ma faloffāni ni' bisita siha. I mamaneha siha, u inilāo I etmas prisisu siha na cho'cho' ni' para u ma na'fañuha I mansen binenu na gā'ga'siha, ya u ma na'sāfu yan u ma sostieni I sepblan attekulon I Gera Dos siha, I ma tuge'-ña I estorian I lugāt siha ya u fanmaneduka yan gai aktebedāt siha ni' mānu I nina'siña na klāsen manera, yan para u sisigi ha' dumidide' I tiempo para I finatoiguen-ñiha I manemplehāo I Setbesion Plāset Nasionāt guatu gi unitu siha.

I Plānu B. I punto para I plānon I plāset na para u ma na'lamāolek I eksperiansan I bisita siha gi I kuattro siha na unitu yan u ma I'ilāo yan planeha mo'na tāt kumu guaha tinulaikan I klema yan hāfa para u macho'gue kumu inafekta I guinahan I uriya yan I fasilidāt siha. I ma ayek na plānu u guaha klāru na plānu ni' u giniha I ma kalamte-ña mo'na yan gai aktebedāt siha para I mambisita yan para I ma kahāt-ña siha na fasilidāt giya Tāsen Assan, I Tano' siha giya Hāgat yan giya Sabānan Alifan. Este na plānu u ma plānon dos na manera. I primet na u ma na'fañuha I unitu siha gi kanton tāsi giya Tāsen Assan yan giya Hāgat. Ma ditetmina este I dos sa' put I diferensiāo na modu sigun i kinakahlom-ña yan I

kinekuyong-ña I tasi yan kumu pàkyo, sigun i inilão modu siha ginen I Prugrâman Estâdos Unidos put Guinaha Siha yan Inatotgan I Uriyan Tâsi.

I minanehan I guinahan I aktebedât siha, sigun I ma ayek na plânu u ma cho'gue sa' put I taimanu ti u faninafekta yan langak I tinulaikan I klema, I manna'dâñon I guinahan I uriya yan I hinatmen mambinenon gâ'ga' siha. I Setbesion I Plâset Nasionât u dinalalaki I manehan I plânu put I kottura ni' para u ma dâkiumementa yan na'siguru na u ma sostieni I hestoriku na estrakturan liheng siha yan I sinedda' ansiânu siha ni' mânu siña ni' mansen empottânte ya u ma sostieni putno I fanmalingu yan ma destrosa. I taimanu ma maneha I manhestorikon lugât siha gi uriya yan i manehan I hinatmen binenon gâ'ga' yan tinanom siha kosaki gof siña manlâ'la' achokha' put I tinulaikan I klema, era mäs kumu sumen duru I manglo' yan kumu pàkyo pat uchan pat osino sumen didide' I pineddong uchan gi kada sâkkan. Gi Plânu B, I plâset u ma na'lameggai ayudu siha ginen i kumunidât ni' para u inadahi yan prutehi I ginasgas I uriyan kânton tâsi yan I tano' siha ya u ma adadahi mo'na I chinalapon I milak hânôm yan fache' guatu gi tasi yan I tano' kosaki u fansigi lumâ'la' I mannatibu na gâ'ga' yan tinanom siha ni' mansen empottânte para uson tradisionât siha na manera.

I Planu B u inemfasisa mäs put i prugrâma para maneduka yan I estoria siha put I plâset yan I uriyâ-ña yan I hâfa ma susedi gi durântên I gera, ântes di yan gi duespues di I Gera Dos, era mäs annai ma memoriâyî I Geran Guahan ya I Geran I Pasifiku. U ma emfasisa I hestoriku siha na punto gi gera kosaki u ma iksperensia I mambisita I hâfa kâsi ma susedi gi durântên I gera. U ma na'laguaha mäs matiriât ni' uson nuebu na teknoliha yan matiriat siha ni' para u ineksplika mäs I estoria. U ma establisa prugrâma ni' u fanggaige manâotao atten kotturan CHamoru siha ni' para u inadingani put I tano', I uriyâ-ña yan I na'an lugât yan I prinaktikan natibu siha. Este siha na manera u nina'libiânu yan gai siñât lameggai siha na taotâogues kosaki u ma latungo' mäs put minalingon I guinaha siha yan put I finaloffân-ña put este siha na unitu ni' manmappot yan chatsaga ma fatoigue.



# EXECUTIVE SUMMARY

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This unit management plan describes two alternatives for management of the Asan Beach, Asan Inland, Agat, and Mt. Alifan Units: Alternative A: No-Action (Continue Current Management) and Alternative B: the NPS Preferred Alternative. These alternatives are based on information about the units' resources, expected climate change impacts, visitor use, and visitor preferences gathered from National Park Service data, members of the public, government agencies, and stakeholder groups. Both alternatives would support the purpose and significance of War in the Pacific National Historical Park. The concepts and subsequent actions for each alternative comply with NPS park planning requirements and were evaluated to ensure consistency with current laws, regulations, and policies.

The approved unit management plan (UMP) will guide the long-term management of the Asan Beach, Asan Inland, Agat, and Mt. Alifan Units. The plan will help park managers make decisions about how to protect resources, how to respond to climate change impacts, what visitor activities and experiences are desired and appropriate, and what facilities and infrastructure are needed to support visitor use and NPS management. The UMP additionally provides an analysis of environmental impacts to the units' resources under each alternative.

Alternative A is a continuation of current management practices for the project area. This alternative would rely on the management zoning established in the park's 1983 general management plan (GMP) and 1988 statement for management. Rather than describing formal management zones, the GMP identifies an approach for resource management, visitor use, and facility development specific to each unit that has functioned similarly to management zoning.

Current management activities would continue under the no-action alternative without the benefit of an updated long-term plan that is informed by new data and climate

change projections. The park's coastal units at Asan Beach and Agat would continue to be very popular visitor destinations while grappling with frequent storm surge damage and closure of facilities, such as walkways and parking areas. The Rizal Point area of the park, as well as the Mt. Alifan and Asan Inland Units, would remain largely inaccessible to visitors. Resource management would focus on high-priority invasive species removal projects and cyclic maintenance to stabilize the units' World War II fortifications. Interpretation and educational activities would continue to be provided in multiple, accessible formats; however, the presence of NPS rangers in the units would remain minimal.

Under Alternative B, the park would focus on enhancing the visitor experience within the four units, while anticipating and providing guidance for how the park will address climate change impacts to resources and facilities. The preferred alternative includes updated unit-specific guidance and desired conditions to determine resource management activities and the level of visitor access and facility development within Asan Beach, Asan Inland, Agat, and Mt. Alifan. This alternative describes a two-phased approach to facility development and removal, particularly within the park's coastal units of Asan Beach and Agat. The two phases are each based on a different sea level rise scenario and storm surge model provided by the USGS Coastal and Marine Hazards and Resources Program.

Resource management activities under the preferred alternative would focus on increasing resilience to impacts from climate change and other environmental stressors, such as invasive species. The NPS would follow an adaptive management approach for cultural resources that emphasizes documentation and stabilization of historic structures and archeological features, where possible, and prioritizes preservation treatments in view of their likelihood of loss. Management of the park's cultural landscapes

and diverse ecosystems would focus on invasive species management and enhancing native species that are adaptable to changing precipitation conditions, notably an increasing probability of intense storms, typhoons, and rainfall events but an overall decline in total annual rainfall. Under alternative B, the park would increase partnerships with the community to protect the health of Guam's coastal and upland ecosystems through reef-to-ridge management practices that reduce erosion and promote native plants and animals with traditional use values.

Alternative B emphasizes broadening the scope of interpretive and educational programs to tell the story of the park's landscapes and communities in the years before and after World War II, in addition to commemorating the Battle of Guam and the war's Pacific Theater. To convey the historical context of the war and enrich the visitor experience, the park would incorporate a wider variety of current technologies into interpretive and educational materials. The park would also establish a program of CHamoru cultural practitioners and interpreters to share Indigenous knowledge and experiences about ecosystems, traditional practices, and place names. Alternative media formats would allow the NPS to provide access to park resources that are lost or challenging to reach in person and would allow the park to communicate the units' significance to a greater and more inclusive range of audiences.

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## INTRODUCTION







US troops advancing inland from the shore of the Hāgat (Agat) beach. July 1944. Photo: NARA.

# CHAPTER 1: INTRODUCTION

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## DESCRIPTION OF THE PLANNING AREA

War in the Pacific National Historical Park (NHP) is on the island of Guam, an unincorporated US territory in the western Pacific Ocean. Guam is the largest and southernmost island in the Mariana archipelago: see figure 1.1. The park was created on August 18, 1978, to “commemorate the bravery and sacrifices of those participating in the campaigns of the Pacific Theater of World War II and to conserve and interpret the outstanding natural, scenic, and historic values and objects on the island of Guam.” The dual mission to honor all those who were involved in the Pacific War, both military and civilian, and to preserve the island’s rich resources shapes the park’s approach to management and interpretation. The park includes seven units within, adjacent to, and surrounding the villages of Assan, Piti, Santa Rita, and Hågat, all significant locations during the battles that took place on Guam in 1944. The park preserves the invasion beaches, battlefields, pillboxes, caves, and historic structures associated with the battles and protects exceptionally diverse forest, freshwater, and marine resources.

The unit management plan (UMP) will provide guidance for the Asan Beach, Asan Inland, Agat, and Mt. Alifan Units; four of the seven units within the park. See figure 1.2. The coastal units of Asan Beach and Agat, as well as Asan Bay Overlook, receive the highest levels of visitation in the park. By contrast, there is currently no formal visitor access within the inland units of Asan Inland and Mt. Alifan.

Park visitation has varied over the past ten years but has ranged in that time between 266,000 and nearly 490,000 visitors annually. In 2022, more than 380,000 people visited War in the Pacific NHP, spending time at the park’s visitor center as well as at the units. Based on traffic counter data collected in 2022, 276,204 people visited Asan Beach Unit, 47,458 people

visited the Asan Bay Overlook, and 49,380 people visited the Agat Unit, including Apaca and Ga’an Points (NPS 2022a).

The Asan Beach Unit (109 land acres [44 hectares], 445 water acres [180 hectares]) stretches from Punta Adilok (Adelup Point) to Punta Assan (Asan Point), and includes Assan Ridge, the landing beaches, and fringing coral reefs. This area was where the 3rd Marine Division came ashore, under heavy fire, to eventually retake Guam on July 21, 1944. It includes several monuments, a network of concealed caves, gun emplacements, and Japanese pillboxes. Past the reefs lie the remains of an American landing craft, called an amtrac, used to transport troops ashore. The terrestrial portion of the unit also features developed visitor facilities and parking areas, coconut palms along the shoreline, and a large expanse of lawn. A trail leads along Assan Ridge through an intact remnant of limestone forest, allowing visitors to experience a rich diversity of native, culturally significant plants with views of the invasion beach below. The marine area protects an outstanding diversity of aquatic life within the reefs.

**The Asan Inland Unit** (593 acres [240 hectares]) is the expanse of land uphill from the Asan Beach Unit and includes cliffs and hillsides with thick sword grass, vines, steep ravines, and rocky outcroppings where Japanese troops built defensive structures overlooking the invasion beach below. Within the unit boundary is Bundschu Ridge, where Marines fought for two days as part of Guam’s recapture by American troops; 615 men were killed, wounded, or went missing here (O’Brien 1994). Also located within the Asan Inland Unit is the Asan Bay Overlook, with the Memorial Wall inscribed with names of the American war dead, as well as the names of the people of Guam who died or suffered war atrocities. Except for the Asan Bay Overlook,

there are currently no opportunities for visitor access within the unit.

**The Agat Unit** (38 land acres [15 hectares], 557 water acres [225 hectares]) includes Apaca and Rizal Points, Ga'an Point, Bangngi' Point, and Bangngi', Alutom, and Pelagi Islands. In this area on July 21, 1944, the 1st Provisional Marine Brigade followed by the 77th Army Infantry landed under heavy Japanese gunfire and took the southern beachhead. The unit features caves, bunkers, several pillboxes, and a World War II latrine foundation. Ga'an Point was the geographic center of Japanese defense of the Hågat (Agat) beachhead and contains a former Japanese bunker, as well as a US naval coastal defense gun and an anti-aircraft machine gun typical of those used in surrounding areas. Another fully intact amtrac is located offshore at Ga'an Point. Apaca Point, at the northernmost end of the unit, has Japanese defensive fortifications from World War II built into its natural ridge. Because of the extensive fortifications, and the difficulty of the ridge's terrain, Apaca Point was avoided during the southern landing of American forces in July of 1944. Today, the area contains various species of lush mixed grasses as well as woodland and coastal strand vegetation above the high tide line.

**The Mt. Alifan Unit** (158 acres [64 hectares]), containing the park's highest point, sits about 871 feet (265.5 meters) above the Hågat beaches. The mountain is part of the volcanic and igneous rocky terrain, interspersed with limestone outcroppings, that is characteristic of southern Guam (NPS 2021). Mt. Alifan served as the former Japanese command post and contains a network of bomb craters, foxholes, and trenches. The slopes of these hills saw intense battles between US Marines and the defending Japanese forces. The area is now savanna, featuring a diversity of herbaceous vegetation, such as mana (*Dicranopteris linearis*) and karriso (*Phragmites karka*). Due to rugged terrain and a lack of public access points, the unit is not currently accessible to visitors.

## HISTORICAL BACKGROUND

Guam's earliest people traveled from Southeast Asia approximately 3,500 years ago, according to current carbon dating methods, and developed a culture that would exist long before European contact. Known as Guåhan to the Indigenous CHamorus living on the island, Guam was isolated from much of the rest of the world until Ferdinand Magellan's arrival in 1521. The CHamoru people brought with them many practices of the places from which they moved, such as maritime navigation skills and pottery. The convergence of the lives and perspectives of people both Indigenous and foreign—through conquest and war, as well as times of hope and resilience—form the unique story of Guam today.

The pre contact period on Guam has traditionally been divided into two phases: the pre-latte and the latte periods. Latte are megalithic stone features composed of haligi (pillars) topped with tasa (caps) that were used as a foundation support for wooden houses. The pre-latte period extends from the initial settlement of Guam around 1500 BC to the appearance of the first latte villages around 1000 AD. Common artifacts found at pre-latte period settlement sites include shell middens, lithic tools, shell ornaments, and fragments of thin-walled, red-slipped pottery called "Marianas Red" (Hung et al. 2011, 913; Spoehr 1957). The latte period begins in about 1000 AD: in addition to latte remains, latte period artifacts include undecorated pottery, lusong (stone mortars), stone and shell tools, and *Spondylus* shell beads (NPS 2021a, 13). Today latte are considered the quintessential symbol of CHamoru history and cultural identity.

Guam's history has also been divided into periods of occupying foreign powers: they include the Spanish era, from 1521 to 1898; the first American, or Naval, period, from 1898 to 1941; the Japanese World War II period, from 1941 to late 1944; the late-war and post-war American period, from 1944 to 1950; and the modern era, from 1950 to now. However, instead of framing Guam's past through periods of colonization, local historians seek to highlight the island's unique CHamoru heritage, emphasizing moments of



Figure 1.1: Guam and the Mariana Islands



**Figure 1.2: Units in the Planning Area**

War in the Pacific National Historical Park | Asan + Agat Units Management Plan

National Park Service  
U.S. Department of the Interior



strength and cultural adaptation throughout these times (Guampedia 2023b). Despite changes brought on by intense globalization, many of Guam's residents still work to preserve traditions that took place prior to European contact.

After Magellan's arrival in the 16th century, interactions between the CHamoru people and the Spanish were infrequent for many years. Eventually Spanish exchanges with the CHamoru grew hostile and tense, foreshadowing the former's intentions: in 1565, Spain claimed the Mariana Islands as a stopover for the Manila galleon trade (Tomonari-Tuggle 2021). Although the Spanish had been on the island for over 100 years after their claim, Spanish ships, upon them mostly soldiers and priests, did not establish a permanent military and religious presence until 1668 (Tomonari-Tuggle 2021). This was due in part to the arrival of Diego Luis San Vitores, a Jesuit missionary with close ties to the court of Spain. Vitores, dismayed by local cultural practices and acting on the political will of the Spanish government, sought to convert the island (Wiecko 2013).

The Spanish quickly imposed a new residential plan on the island, known as *La Reducción*, forcing CHamorus to abandon the places they lived and build new homes in orderly rows that could be easily surveilled. The Spanish additionally installed a church and rectory for a resident pastor in each new village (Tomonari-Tuggle 2021). They also enforced mandatory religious education. This ignited a series of revolts from angry families across the island, as CHamorus' cultural practices were under threat and an increasing number of children, spending most of their time in school, began to express loyalty to their Catholic instructors. While some towns were "friendly" with the Spanish, many sided with forces of resistance, and waves of revolts continued for months (Guampedia 2023c). Eventually, additional troops were sent by the Spanish to extinguish local dissent and ultimately ended the resistance. Soon afterwards, Spanish authorities continued to develop a road and trail network to connect *Reducción* communities, and to increase their influence. The economy transitioned from

subsistence to one focused on supporting international trade, and the arrival of pigs, goats, carabao (a water buffalo introduced from the Philippines by the Spanish), and other cattle, as well as the harvesting of corn, a new staple crop, began to transform the ecological features of the island, "profoundly disrupting land use patterns" (NPS 2021a; Wiecko 2013).

When the galleon trade ended in the early 19th century, for economic reasons, Spanish control of the island receded. Guam became a territory of the US through the Treaty of Paris, which ended the Spanish-American War in 1898. That same year, via executive order, the entire island was placed under the jurisdiction of the US Navy, and in 1899 the island was designated a naval station. During this time, Guam became a station for American merchants and warships traveling to and from the Philippines. This ushered in an era of American power on the island, with significant changes in dress, municipal reorganization, and importantly, a shift from Spanish to English as the designated official language (Tomonari-Tuggle 2021). When the US naval government was established, three-quarters of the adult population spoke their native CHamoru, and about half spoke and wrote Spanish. In 1917—about 20 years into the new administration—Naval Government Executive General Order No. 243 banned speaking CHamoru, "except for official interpreting." In addition to impacting day-to-day business and government operations, the policy was implemented and enforced on baseball fields, local schools, and playgrounds (Guampedia 2023c).

In the 1920s eight municipalities, including Assan and Hågat, were established by the naval government, in some cases expanding the pre-existing Spanish *Reducción* residential plan (Tomonari-Tuggle 2021). Prior to World War II, these were the most developed areas of the island. At this point, several agricultural areas were located along the shore, mostly small farms that produced a range of goods, from tropical fruits like banana and papaya, to citrus fruits, coffee, and staples like rice, corn, and sweet potato. These farms also

commonly had chickens, pigs, carabao, and other cattle (NPS 2021a).

Although Guam was under US military control, there were not many troops on the island to defend it on the eve of World War II. On December 10, 1941, three days after the attack on Pearl Harbor, Japanese troops landed in Agana Bay and Tumon, and within hours, Guam was under Japanese control. As a strategic military and economic post, Guam was a decisive area for Japan's control of the South Pacific during World War II. The years of Japanese occupation were exceedingly harsh for CHamoru people. Supply shortages grew severe, forcing most to subsistence farm and fish, as all other goods were given to Japanese soldiers (Palomo 1994). After three years, Japan began to lose territory in the Pacific and further fortified Guam to prevent the Americans from retaking the island. At various beaches that could serve as possible landing sites, labor crews of CHamorus, as well as Okinawan and Korean imported laborers, were forced by the Japanese military to build defensive structures, many of which remain intact in the park units today (NPS 2021a).

In April 1944, during the United States pre-invasion of the Japanese defenses, American B-24 bombers from Kwajalein destroyed Hågat, Assan, and Piti (Tomonari-Tuggle 2021). Residents were evacuated into refugee camps, and on July 8, the United States Navy Task Force 53 and 58 began a bombardment of the island. Thirteen days later, an invasion from the Assan and Hågat beachheads began, and one week later, on July 28, "the airstrip on Orote Peninsula was secured [by US forces] and ready for aircraft" (NPS 2021a). Amid the destruction, CHamorus were again forced to rebuild. Because village lands were now in use by the military, new villages were established. By November 1944, the new village of Hågat was built just south of its previous location, while Assan was rebuilt inland, as military installations had been built along the beach (NPS 2021a).

After the end of World War II, the US reverted to the pre-war form of naval government in Guam, during which time Navy officials

became heads of government departments. In July 1950, the Organic Act of Guam was signed into law, creating the Territory of Guam. The law conferred to CHamoru people many of the rights of US citizens, with an elected but non-voting delegate to Congress, yet did not give them the right to vote in presidential elections (Tomonari-Tuggle 2021).

During the post-World War II period, the US military developed several facilities on Guam as part of the United States' military strategy in Asia. Much of this work was completed with the help of the Seabees, or the US Naval Construction Battalions, who worked 24 hours a day on infrastructure improvements, such as new or upgraded roads, water lines, telephones, and other utilities, primarily to service extensive US military installations. The primary facility built by the Seabees on Guam was Camp Asan. Originally made up of Quonset huts, in 1948 the camp was turned into the "Asan Point Civil Service Community," a formal development that saw 18 two-story buildings connected by paved walkways, with a tennis and basketball court at its center (NPS 2021a).

The large-scale military developments on the island led to thousands of contract laborers being brought in from the Philippines and the US mainland. Following a 1947 agreement between the Republic of the Philippines and the US to bring Filipino laborers to Guam, a large camp for 7,000 laborers, called Camp Roxas, was built in Hågat inland of Apaca Point. Filipino workers were also housed near Punta Assan, and in the early 1960s erected two monuments there to commemorate the Filipino leader Apolinario Mabini, who had been imprisoned at Assan in the years following the Spanish-American War. After their contracts ended, due to a court ruling in 1960, the Filipino laborers were given the opportunity to become US citizens and bring immediate family to Guam. Settlements in Dededo and Hågat became home to large immigrant communities where many descendants still live today (Tomonari-Tuggle 2021).



1. [Top] Two CHamoru women pass a Japanese sentry on Plaza de España, Hagåtña, during the World War II occupation of Guam.
  2. [Middle left] A jeep carrying supplies coming up the road from the shore of Hågat (Agat) beach, summer 1944.
  3. [Middle right] US marines moving into position on the front lines in the foothills of Mt. Alifan, a strongly fortified position held by the Japanese, July 1944.
  4. [Bottom] Marines wade past a downed Japanese plane (left) accompanied by their tank (right) to Hågat (Agat) beach while the aerial and naval bombardment goes on overhead, July 1944.
- Photos: NARA.

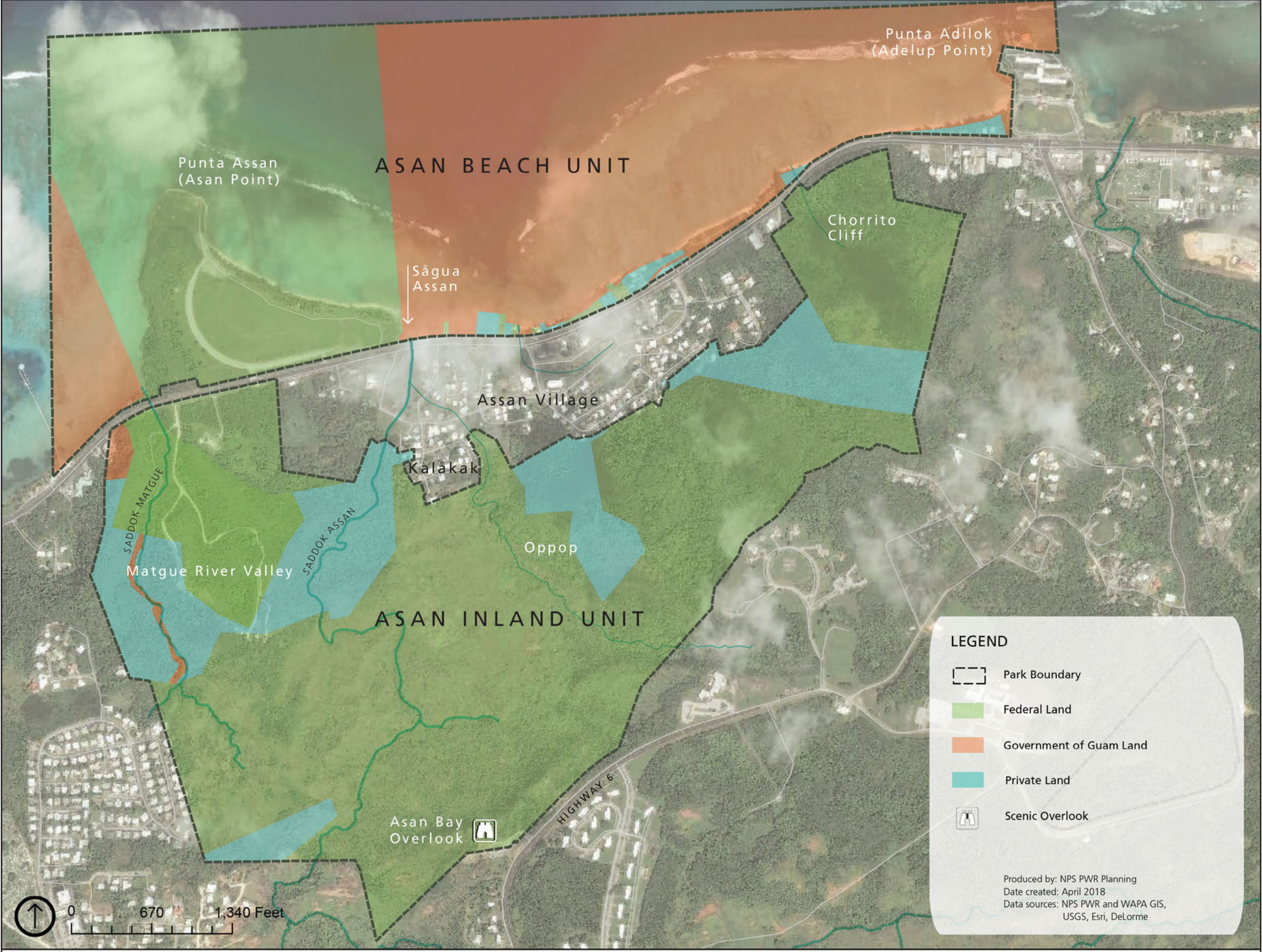




1. [Top left] Scene at Assan after the battle, showing tracks of amphibious vehicles struck by land mines as they came over the reef and torn palm trees after 16 days of naval gunfire. Punta Assan is to the right of the picture, July 1944.
2. [Top right] Guam resident F. C. Mesa (left) flew as an observer in a dive-bombing attack before the Battle of Guam with a United States Navy personnel member (right), summer 1944.
3. [Bottom] Guam Combat Patrol (members of the Guam Police assigned to recapture remaining Japanese holdouts after Guam was declared secured) having a meal at a local ranch. Left to right are Navy photographer Lt. Arthur B. Rickerbe, Pedro Rosario, George Flores, Sus Camacho, Felix Wusstig, and Revera Juan, July 1945. Photos: NARA.

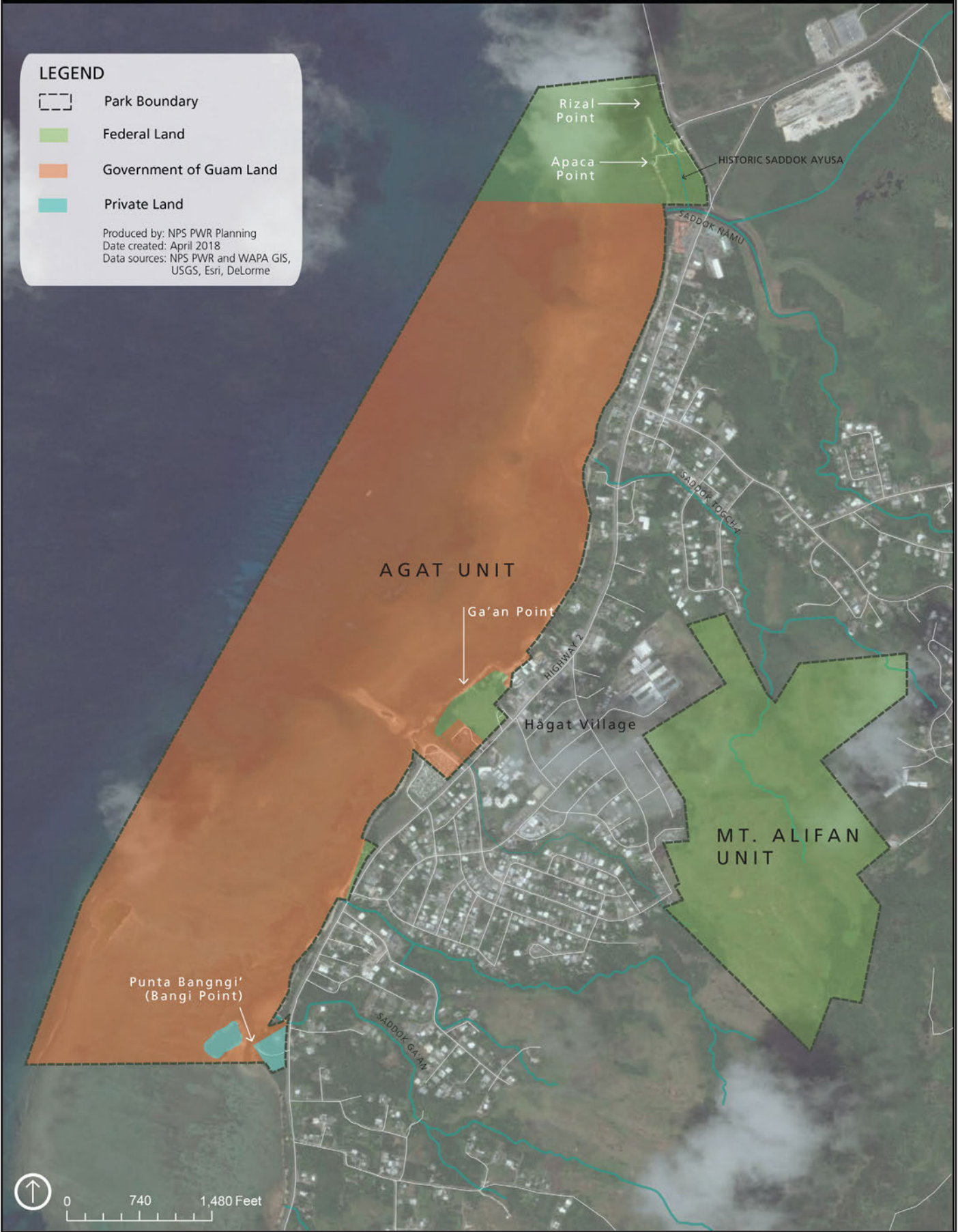


**Figure 1.3: Unit Overview and Landownership, Asan Beach and Asan Inland**  
War in the Pacific National Historical Park | Asan + Agat Units Management Plan





**Figure 1.4: Unit Overview and Landownership, Agat and Mt. Alifan**  
War in the Pacific National Historical Park | Asan + Agat Units Management Plan





During the Vietnam War, Guam also supported the military action in Southeast Asia. In Asan, the Navy renovated the Asan Point Civil Service Community into the “Advanced Base Naval Hospital,” or Asan Annex, which opened in 1968. The hospital was abandoned in January 1971 as the Vietnam War wound down, and in April 1975 was resurrected as one of 12 facilities on Guam for Operation New Life, a program to process thousands of Vietnamese refugees who had been evacuated from South Vietnam at the end of the war. Over 100,000 refugees would be held in detention, waiting to be moved to the mainland US.

Guam’s people understand and define the many periods of the island’s history in different ways, and what may seem like a story of struggle, tragedy, and loss is nonetheless accented by resilience, dignity, and hope. The park’s cultural landscape—from limestone forests to mangroves, shorelines, rugged hillsides, scenic views, and wartime ruins—and the people it has served converge to tell an important story of the impacts of conquest and the spirit of inafa’ maolek (restoring harmony and order).

## **PLAN PURPOSE, NEED, AND OBJECTIVES**

### **Purpose of the Plan**

The unit management plan will establish direction for visitor experience, resource management, and facility development for the Asan Beach, Asan Inland, Agat, and Mt. Alifan Units.

### **Need for the Plan**

The park’s existing general management plan (GMP) was completed in 1983 and lacks updated guidance for the four units. Under 54 USC 100502, “General Management Plans,” each park must have a plan or series of plans that satisfy four statutory requirements:

1. measures for the preservation of the area’s resources,

2. indicators of types and general intensities of development,
3. identification of and implementation commitments for visitor carrying capacities for all areas of the park, and
4. indications of potential modifications to the external boundaries of the park, and the reasons for the modifications.

If a park’s planning portfolio contains documents that address these four elements, it will be deemed to meet the requirements for a GMP per 54 USC 100502. This plan helps to meet these requirements, along with the 2017 foundation document, the 1983 GMP, and the 1988 statement for management. See the Relationship to Other Planning Efforts section below for more detail.

Since the adoption of the 1983 GMP, additional resource threats have arisen, new information about park resources has been discovered, and park visitation has increased. Therefore, this plan is needed to:

- Ensure visitors are better able to understand and connect to the park’s story and key resources,
- Address resource and facility pressures resulting from high levels of visitor use in the Asan Beach, Asan Inland, and Agat Units,
- Address conflicting visitor uses and meet the needs of evolving visitor demographics,
- Identify management strategies to protect the park’s natural resources from invasive species, climate change impacts, and overexploitation, while showcasing the unique ecosystems and species found within the park,
- Ensure the appropriate treatment of cultural resources, including cultural landscapes and deteriorating historic and character-defining features,
- Ensure the availability of key areas and resources for traditional and subsistence uses, gatherings, and storytelling,

and highlight the importance of these landscapes to ongoing cultural practices,

- Determine strategies for the identification, documentation, proper treatment, and preservation of cultural resources in unsurveyed portions of the park, and
- Plan for the influence of increased flooding and storm surge on facilities and resources caused by, among other variables, climate change-driven sea level rise and degradation of coral reefs that protect shorelines from erosion.

## **Plan Objectives**

Objectives are more specific statements of purpose that provide additional bases for comparing the effectiveness of alternatives in achieving the desired outcomes of an action. The objectives of this Asan and Agat Units Management Plan are:

- Integrate cultural landscape treatment guidance for the historic battlefields into site planning to ensure that visitor facilities enhance the units' strong sense of place.
- Identify adaptive management approaches for cultural and natural resources to address human and environmental impacts, including those caused by climate change, invasive species, and overexploitation.
- Provide site-specific guidance for desired experiences, to improve the safety of facilities, and to reduce visitor use conflicts in areas with high visitation.
- Determine the appropriate level and extent of park facilities and reduce the facility footprint in areas that are especially vulnerable to storm damage and flooding.
- Identify more resilient locations for existing monuments.
- Establish a plan of action to pursue the identification and documentation of cultural resources.

## **PLANNING CHALLENGES AND OPPORTUNITIES**

The planning team, with input from members of the public and other agencies and organizations, identified various challenges and opportunities associated with the Asan Beach, Asan Inland, Agat, and Mt. Alifan Units. This information assisted in determining the range of issues addressed by this unit management plan. Planning challenges and opportunities for the UMP can be grouped into three broad categories: sustainable facilities, climate change impacts to resources, and visitor experience and awareness.

### **Sustainable Facilities**

The park manages roadways, parking lots, picnic areas, and buildings that are vulnerable to storm damage and rising sea levels due to climate change. These facilities are aging and may not be the right size or in the appropriate location for current and anticipated visitor and staff use.

### **Climate Change Impacts to Resources**

The park's historic features, commemorative monuments, cultural landscapes, and diverse terrestrial and marine resources are threatened by a variety of impacts associated with global climate change and other human influences. These include sea level rise, invasive and nuisance species, flooding, storm damage, wildland fire, coral bleaching, ocean acidification, and other impacts arising outside park boundaries.





1. [Top] Memorial Day celebration at Asan Beach Unit. 2. [Middle left] Visitor exploring the reef. 3. [Middle right] US marines tour Asan Beach Unit, January 2023. 4. [Bottom] Visitors at Assan Ridge, Asan Beach Unit. Photos: NPS.



## CLIMATE CHANGE SCENARIO PLANNING

As noted in this chapter, the park's resources and facilities are being affected by various climate change-related impacts, including sea level rise, storm surge, saltwater intrusion, ocean warming, changing precipitation levels, and increasing storm intensity, among others. The park's vulnerability to extreme weather events was forcefully demonstrated in May 2023 by Typhoon Mawar and the ensuing severe damage from flooding and high wind speeds.

To guide the park's response to climate change impacts, the National Park Service has integrated scenario planning into the unit management plan, following the climate adaptation principles in the *Planning for a Changing Climate* guidebook (NPS 2021b). As part of this effort, the planning team has identified a 4.9-foot (150-centimeter) sea level rise with storm surge as the projected worst-case scenario that could befall the park within the UMP's planning horizon of approximately 20 to 30 years. The estimated range of sea level rise is informed by the 2020 *Climate Change in Guam* report by the Pacific Islands Regional Climate Assessment (PIRCA 2020). Although the Climate Change in Guam report projects a global range of sea level rise between 0.5 and 1.2 feet (15.2 and 36.5 centimeters) by 2050, and a range of 1.0 to 4.3 feet (30.5 to 131.1 centimeters) by 2100, the report states that sea level rise on Guam is expected to be higher than the global average (PIRCA 2020, 23). Given the uncertainty of global climate models and emerging science suggesting that sea level rise could occur more quickly than predicted, the NPS has identified the more accelerated scenario of 4.9 feet (150 centimeters) as the worst case for planning purposes.

In addition to sea level rise projections, the planning team has considered the

influence of storm surge on coastal flooding projections. A combined model predicting the impacts of sea level rise with storm surge was completed for Guam in 2023 by the US Geological Survey (USGS) Coastal and Marine Hazards and Resources Program (USGS 2023a). This model is the first federally approved storm wave and surge flood modeling for Guam, the Commonwealth of the Northern Mariana Islands, American Samoa, and Hawai'i (USGS 2023b). As such, it represents a very important planning tool for the park as well as other land management agencies and residents in Pacific Islands who must contend with increasingly intense coastal impacts from climate change.

The USGS coastal flooding model relies on a mix of oceanographic, coastal engineering, ecological, and geospatial data and methods to map coastal flooding from waves and storm surge at 107.6-square-feet (10-square-meter) resolution for one-year, 20-year, and 100-year storm events. A one-year storm is a storm that has a 100% probability of being equaled or exceeded in a given year. Similarly, a 20-year storm has a 5% chance, and a 100-year storm has a 1% likelihood of occurring. These storm events are each modeled for the current sea level plus six sea level rise scenarios: +0.8, +1.6, +3.3, +4.9, +6.6, +9.8 feet (+25, +50, +100, +150, +200, and +300 centimeters). The USGS model additionally quantifies coastal flood depths and extents (USGS 2023a). See appendix E for more information.

Working closely with the NPS Climate Change Response Program, the park refined the planning scenarios to incorporate the influence of storm surge and identify likely near-term versus longer-term impacts. The planning scenarios and projections were evaluated by an interdisciplinary planning team with experience at the park and other Pacific Island NPS units. This



resulted in a two-phased plan for managed retreat along the shoreline, with each phase tied to a projected sea level in the USGS model. In view of the uncertainty around the projected rate of sea level rise and the impacts of storm surge, these phases are organized by sea level rather than according to a specific window of time. Phase 1 corresponds to a 0.8-foot (25-centimeter) rise in sea level, with storm

surge, and phase 2 corresponds to the 4.9-foot (150-centimeter) worst-case scenario, with storm surge. See figures E.3 to E.8 in appendix E. For each phase, the planning team analyzed the impacts of the projected climate change scenario on cultural and natural resources, park facilities, and visitor experience. This analysis informed the development of the plan's alternatives, described in chapter 2.



**1.** [Top] Flooding in the Apaca Point picnic area after Typhoon Mawar, May 2023. **2.** [Bottom] Debris and coastal flooding in the aftermath of Typhoon Mawar, near the Apaca Point fortifications. Photos: NPS.





1. [Top] Damage from Typhoon Mawar at Asan Beach Unit's lower parking lot, 2. [Middle left] Storm surge damage to the Liberator's Memorial at Asan Beach Unit, 3. [Middle right] Typhoon damage to the lower parking lot at Asan Beach Unit, May 2023, and 4. [Bottom] Flooding from Typhoon Mawar at Asan Beach Unit's upper parking lot. Photos: NPS.

## Visitor Experience and Awareness

Many visitors use the park as recreational open space, and this can sometimes be incompatible with the solemn, commemorative nature of the park's World War II history. The absence of interpretation and interpretive facilities at key locations means that the park is missing critical opportunities to connect visitors to its World War II history, as well as the sites' prehistory and the broader historical context leading up to and following the war. As more and more time passes since the end of World War II, it is becoming increasingly necessary to tell the story of this broad historical context so that today's visitors can understand the significance of the war's impacts on Guam and the Pacific Theater.

## RESOURCE IMPACT TOPICS

### Impact Topics Retained for Further Analysis

Impact topics represent resources that could be affected, either beneficially or adversely, by implementing any of the proposed alternatives. The National Park Service used an interdisciplinary review process, existing studies and data, and public comments to determine which resources would likely be affected by this project. The following topics are carried forward for further analysis in this EA:

- Floodplains
- Threatened and Endangered Species
- Invasive Species Management
- Cultural Landscapes
- Ethnographic Resources
- Historic Structures
- Archeological Resources
- Visitor Use and Experience

## Impact Topics Dismissed from Further Consideration

The following impact topics are among those that were dismissed because they are not present, would not be affected by, or would be affected negligibly by the alternatives evaluated in this document:

- Water Quality
- Wetlands
- Vegetation
- Night Sky
- Public Health and Safety
- Environmental Justice Communities

## RELATIONSHIP TO OTHER PLANNING EFFORTS

The following park plans helped inform the development of the unit management plan and management alternatives. In addition to the plans listed below, numerous studies and data collection efforts have supported the planning process and are listed in the References section (see appendix I).

### Foundation Document (2017)

The [foundation document](#) for War in the Pacific NHP provides a shared understanding of what is most important about the park and guides all planning and management efforts, including this unit management plan. The UMP is consistent with the park's purpose and significance, as described in the foundation document, and ensures the protection of fundamental resources and values within the four units. The foundation document process identified the UMP as a high-priority plan to address climate change impacts to facilities, the need to balance different types of visitor use, and resource protection and management.



## General Management Plan (1983)

The approved [general management plan](#) for War in the Pacific NHP includes proposals for boundary revisions and concepts for management of natural and cultural resources, development of park facilities, and management of visitor use. Although the GMP emphasizes historic preservation and interpretation of the Pacific Theater of World War II, it additionally includes provisions for traditional use of park lands along the shoreline, which were treated as an integral part of cultural resources management. The GMP does not describe formal management zones or desired conditions for resource protection and visitor use. However, it outlines distinct management proposals and approaches for each individual unit within the park. These proposals reflect the unique character and assemblage of resources in each unit, as well as opportunities for facility development and visitor use.

While some of the actions proposed in the GMP have been implemented (such as the Asan Bay Overlook), others have not been completed due to the infeasibility of some of the proposed boundary adjustments, ongoing vulnerability to typhoons and storm damage, changes in staff and park leadership, and lack of funding. The unit management plan supersedes the GMP guidance for the four units in the planning area (Asan Beach, Asan Inland, Agat, and Mt. Alifan), while elements of the GMP relating to the Piti Guns and Mt. Chachao-Mt. Tenjo Units are still relevant. The Fonte Plateau Unit was not part of the park in 1983; however, the addition of the site was proposed in the GMP, and the unit was added in the 1980s. Although the general character of each unit and goals for visitor use reflect current conditions, the actions identified in the GMP did not consider the significant impacts to resources and facilities caused by climate change and invasive species. The unit management plan is therefore needed to complete the park's planning portfolio by proposing updated guidance to address these key challenges.

## Statement for Management (1988)

The statement for management supplemented the GMP and provides additional guidance on resource management, facility development, and operations for the park's seven units. This 1988 plan establishes a zoning system for the park based on the location of historically significant sites, structures, and objects; patterns of visitor use; and future management needs. Three zones were identified for the park: a historic zone, which included land and water areas necessary to preserve the integrity of cultural resources; a natural zone, which provided a landscape buffer surrounding cultural resources; and a development zone, which consisted of areas of concentrated park development and visitor use. While the zones are mapped, desired conditions are not identified for each zone.

Similar to the GMP, some actions from the statement for management have been implemented, whereas others have not. The unit management plan also supersedes the statement for management guidance for the four units in the planning area. The statement for management identifies key issues and challenges facing the park that are still relevant, notably related to cultural and natural resources management, invasive species, and the need for storm-resilient facilities. However, it provides only high-level guidance and primarily identifies necessary future plans, projects, and studies, instead of the site-specific management direction outlined in the unit management plan.