

# **American Samoa Historic Preservation Plan**

**2002**

**American Samoa Historic Preservation Office  
Executive Offices of the Governor**

## **Preface:**

### **Historic Resources and their Preservation in American Samoa: Some Questions and Answers**

In order to set the stage for this plan this preface reviews and provides some answers to basic questions that many people have about historic preservation. People typically want to know what it is that needs preserving, why it should be preserved, what its significance is, how significance is determined, and how it is counted. The following will address each of these issue in turn and provide the reader a basis for understanding what follows in the plan.

#### **What are "Historic Properties"?**

The term "historic property" encompasses the full range of historic resources, including buildings, structures, sites, objects, landscapes, and historic districts. Historic properties are physical remains constructed by people in the past that can provide information about the history of a place. Some historic properties could be classified under several of the categories listed above; in documenting these properties decisions must be made regarding the best classification. Buildings can include houses, schools, government buildings, and factories; basically any building still standing that is historic. Structures are functional constructions that are used for any number of activities besides living and working. They can be wells, quarries, bridges, or docks. Sites are locations where a significant event, occupation or activity took place or that possesses historic, cultural or archaeological value. Sites include prehistoric and historic remains of past human activities (archaeological sites) and traditional cultural or legendary sites. Historic or cultural landscapes present an environment larger than a single building, structure or site, that embodies significant historic or cultural characteristics. Traditional Samoan villages are examples of cultural landscapes. Similarly, historic districts contain a combination of other historic resources that together have an identity and significance greater than the separate properties. Specific historic properties in American Samoa will be discussed below in association with the history that they represent.

#### **Why preserve historic properties?**

Historic properties are physical remains of history. They are the settings in which historic events took place, where people of the past lived and worked. They provide a real connection with the past that can aid significantly in education and provide a sense of place. Historic districts and landscapes elicit a feeling of the place, what it might have been like in the past. They embody knowledge about the past, providing a sense of self and a sense of history. Western cultures (European and American) value history and during the colonial era used the apparent lack of history as a means by which to identify themselves as "civilized" and to devalue many of the cultures that they came into contact

with around the world. Those cultures did, however, have histories; in Samoa that pre-European history is physically represented by properties such as *tia seu lupe*, fortifications, prehistoric quarries, and village sites. The preservation of these properties gives value to both the property and the history that it represents. Cultural landscapes also embody significant cultural meaning that is crucial to a sense of identity. On a more practical level, historic properties represent significant investments in time and resources. The maintenance and renovation of historic buildings for modern use can save time and limited resources.

What makes these properties "historic"?

Historic properties are old. By convention, most properties must be at least 50 years old to be considered historic. However, younger properties can be classified as "historic" if they represent an important event or period or are a particularly good representation of a period. Properties must also have integrity in order to be considered "historic." This means that they must maintain the characteristics that make them significant. The essential character-defining features must still be present. Archaeological sites must be complete enough to provide the information for which they are valuable. Traditional cultural properties must be recognizable to the associated culture, documentable through traditions, and still used or reserved in some way. Historic properties must also be significant in some way to the history of a region. They must either be directly associated with people, events, or developments that shaped history or were important to the past; have distinctive physical or spatial characteristics; or have the potential to yield information about the past. Different types of properties will be significant in different ways. Significance is linked to integrity by the importance of maintaining those characteristics present in the property that make it significant.

How are properties determined to be historic?

Information about a property must be gathered as a first step to determining a property's integrity. The property must then be "put in its place" historically by comparing it to similar properties, to historically related properties, to other properties in the area, or relating it to distinctive aspects of history. This evaluation must be performed by people with a knowledge of the relevant property types, fields of study (archaeology, architecture), and history of the region. A final evaluation technique is to evaluate the property using guidelines for evaluation such as the Criteria for Evaluation of the National Register of Historic Places. For a property to be considered historic under these guidelines, it must:

- A. be associated with events that have made a significant contribution to the broad patterns of our history; or
- B. be associated with the lives of persons significant in our past; or
- C. embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. yield, or be likely to yield, information important to prehistory or history.

Decisions about whether a property is historic must be reached by consensus and be justifiable to people other than the ones making the decision. For example, when historic properties are nominated to the National Register of Historic Places, arguments are made on the forms for why the property meets one or more of the criteria listed above. The Keeper of the National Register must find these arguments convincing for the property to be listed on the National Register of Historic Places.

Why do the number of historic properties keep changing, and why do we need to identify more?

Changes in the number of historic properties that meet the qualifications discussed above are due to continuing development, population expansion, and expanding and improving survey efforts. Historic properties are damaged (and lose their integrity) or destroyed with continued economic development and population expansion into areas that were previously not disturbed. However, planned expansion often provides a means by which new historic properties are identified. For example, during the planning process for projects historic properties must be taken into consideration. If no previous identification efforts have taken place in an area, these must be done before the project can proceed and ways recommended to preserve or minimize the damage the project may pose to historical properties.

The place of an historic property can best be understood in comparison with other historic properties. For example, if archaeologists had stopped looking for prehistoric basalt quarries after Tataga Matau was found above Leone, the perception that all basalt had come from there to make stone tools would persist. However, many other quarries have been identified on Tutuila, and these discoveries have enhanced our understanding of the importance of Tutuila as a regional source of pre-European tools.

AMERICAN SAMOA GOVERNMENT  
EXECUTIVE OFFICES OF THE GOVERNOR  
HISTORIC PRESERVATION OFFICE

HISTORIC PRESERVATION PLAN

I. Introduction

1. **Geographical Background**

American Samoa is an "unorganized, unincorporated Territory" of the United States, and is the only U.S. possession in the southern hemisphere. It consists of the islands of Tutuila, Manu'a (Ta'u, Ofu and Olosega), Swains Island and Rose Atoll. Its total area is 76.2 square miles.

The Samoan Islands extend from 168° to 173° west longitude, and from 13° to 15° south latitude. American Samoa occupies the 168°-171° longitudinal portion of the archipelago, the eastern part of the Samoan Archipelago. Rainfall varies from 120 to 200 inches annually, with an average temperature of 80°F. The climate is hot and humid; erosion and biodegradation are rapid.

Tutuila and the Manu'a islands are rugged, mountainous volcanic isles, clad in dense tropical rainforest vegetation. The area available for human habitation and the cultivation of crops is limited. The valley bottoms are not very flat and are quite narrow, and the coastal plains are narrow. Recent geomorphological information indicates that many of the valleys were deep embayments when Polynesians first arrived that have subsequently filled in (see Clark & Michlovic 1996). The largest flat area is the Tafuna Plain on the southern side of Tutuila; this is a large volcanic plain. In the twentieth century some areas, such as the perimeter of Pago Pago Bay, have been filled in to provide more flat areas for development.

Swains Island and Rose Atoll are both atolls. Rose Atoll is 80 miles east of Ta'u and consists of two low sandy islands—Rose Island and Sand Island—encompassing a 2000m (6500ft) wide lagoon with a total land and reef area of 1600 acres. Rose Atoll is a U.S. National Wildlife Refuge. Swains Island is a ring-shaped atoll encompassing a large brackish water lagoon about 230 miles north of Tutuila; it is privately owned.

2. **History of American Samoa and Related Historic Properties**

The Samoan people are Polynesians whose ancestors settled the archipelago about 3,000 years ago. The people who brought the Lapita Cultural Complex to the Samoan archipelago were seafarers who had occupied islands at least as far west as the Admiralties off the north shore of New Guinea. Archaeological sites dating from the early period of occupation are primarily habitation sites and are expected to be mostly coastal (e.g., Kirch & Hunt eds. 1993; Clark & Michlovic 1996). Material remains in

these sites can include some or all of the following: pottery (the classic Lapita pottery is decorated with motifs impressed into the clay with dentate stamps), basalt flakes and tools, volcanic glass, shell fishhooks and tools for their manufacture, shell ornaments, and faunal remains. The colonizers of these islands brought domesticated pigs, dogs and chickens with them, and probably also the Polynesian rat (*Rattus exulans*). Domesticated plants were transported for cultivation. This period is represented in American Samoa by deeply stratified archaeological sites such as To'aga on Ofu (Kirch & Hunt eds. 1993) and 'Aoa on Tutuila (Clark & Michlovic 1996). While early sites on some other islands in Polynesia are now beneath water (e.g., the Mulifanua Lapita Pottery site on 'Upolu [Green & Davidson 1967]), the evidence to date indicates that early sites in American Samoa will be found on the shores of prehistoric embayments that have subsequently filled in with sand. No sites from this period are listed on the National Register, although the two mentioned above both meet National Register Criteria D and A. Archaeological sites representing the early occupation of Samoa will be targeted for future National Register nominations.

It has been conventionally accepted that pottery manufacture ceased in Samoa sometime shortly after A.D. 300 (see Clark & Michlovic 1996 for a summary of the conventional view; A.D. 800 is proposed in Kirch & Hunt eds. 1993). However, recent research by Clark in 'Aoa valley has revealed pottery in stratigraphic contexts dating as late as the 16th century (Clark & Michlovic 1996). This might explain why there was an apparent "dark ages" in Samoan prehistory - pottery bearing sites were all assumed to date to the earliest period of Samoan prehistory and hence charcoal was often not collected from upper pottery bearing deposits for dating. Therefore the period between about A.D. 300 and 1000 requires further definition in the study of Samoan prehistory before typical site types can be discussed. One site type that was probably utilized during this period are the stone quarries. To date 4 large and about 6 smaller quarries have been identified on Tutuila Island. One of the large quarries, Tatagamatau, is listed on the National Register and two others are being nominated. Basalt from Tutuila has been found in Taumako, Tokelau, Fiji, Western Samoa, the Manu'a Islands (Best et.al. 1992) and the Cook Islands (Walter 1990; Kirch & Weisler pers. comm. 1994). The quarries continued to be utilized into the early historic period, when iron tools introduced by Europeans began to replace the locally made stone tools. One of the significant stone tool type manufactured from basalt extracted from these quarries were adzes. Large quantities of basalt debris have been found in various village sites (e.g., Maloata [Ayers & Eisler 1987] and Tulauta [Frost 1978; Clark 1980; Brophy 1986]). Polishing the adzes was a final step in their production; large basalt boulders were used for this finishing. Boulders used for this activity generally have smooth dish-shaped areas on them and sometimes grooves in which the adz bits were sharpened. These boulders are found in archaeological sites (such as Maloata and Tulauta), in streams, and elsewhere on the island landscape. Grinding stones have been found in the Manu'a islands. No quarries have been identified in Manu'a, though researchers have looked.

Most of the prehistoric surface remains in American Samoa date to the later period of Samoan prehistory. During this period warfare on the islands of Western Samoa over titled positions influenced events on Tutuila. Tutuila was at times under the jurisdiction of the eastern districts of 'Upolu, and Tutuilans may have been required by chiefs on 'Upolu to fight in their wars. Warfare was also prevalent among the Manu'a

islands. Oral traditions in the Manu'a islands refer to leaders of islands to the west (Fiji, Western Samoa, etc.) visiting Manu'a on sometimes hostile missions. Defensive fortification sites, often located high on ridges and mountains, are characteristic of this period. These fortifications were used as refuges to which those individuals not directly involved moved and where the warriors retreated when necessary (Williams 1984). A large defensive wall on the Tafuna Plain, Tutuila Island, has been nominated to the National Register. When not at war in later prehistory Samoans lived in villages; in American Samoa these were mostly in coastal areas. Many of these villages are still occupied today. In some cases the remains are still visible on the surface while in other places the evidence of prehistoric use is all below the ground surface. The late prehistoric sites at Maloata (Ayers & Eisler 1987) and Fagatele Bay (Frost 1978), both on Tutuila, and Faga on Ta'u, are village sites from this time period that are eligible for nomination to the National Register. The ideal layout of a Samoan village was a central open space, called a malae, surrounded by meeting houses, chiefs' houses, other residences. The final prominent site type from late prehistory are *tia seu lupe*, called star mounds in English. These mounds were usually constructed of stone, had one or more rays, and were used for the sport of pigeon catching by chiefs. No star mounds have been nominated to the National Register to date, though they are eligible.

The first recorded European contact occurred in 1722, when Dutch navigator Jacob Roggeveen sighted several of the islands. He was followed by French explorers Louis-Antoine de Bougainville in 1768 and Jean-François de La Pérouse in 1787. A monument in Aasu, Massacre Bay, to the 12 members of La Pérouse's crew who were killed there is on the National Register. The first European Christian missionary, Englishman John Williams of the London Missionary Society, arrived in 1830. He and his followers had a profound impact on the Samoans and their culture. The National Register sites Atauloma Girl's School and Fagalele Boy's School at the western end of Tutuila were built by the LMS for the education of Samoan children in Christian life. Other Pacific Islanders came to Samoa as missionaries during this period (e.g., Society and Cook Islanders working with the London Missionary Society, Tongans working with the Methodists). European traders and military personnel also affected Samoans.

Historic properties in American Samoa that are associated with Euro-Americans, both military (discussed below) and otherwise, are usually distinctive in their use of some sort of concrete materials. Historic properties from the last two centuries that are associated primarily with Samoans tend to be very much like prehistoric Samoan remains. Fortifications, quarries, and star mounds ceased to be used due to the influence of the missionaries; however, villages retained their basic structure.

When the Samoan Islands were partitioned according to the provisions of the Treaty of Berlin in 1899, the United States acquired the eastern islands, while Germany took control of 'Upolu, Savai'i, Manono and Apolima, whose total area is 1,120 square miles. These islands now comprise the Independent State of Western Samoa, which New Zealand forces wrested from the Germans in 1914, maintaining control of them until 1962.

Under U.S. Navy control from 1900 to 1951, American Samoa was initially a coaling station for the fleet in the Age of Steam. During World War II, the "U.S. Naval Station Tutuila", now a Historic District listed on the National Register, was the headquarters of the Samoan Defense Group, which included several adjacent island

groups, and was the largest of the Pacific defense groups. As the war moved north and west, American Samoa became a strategic backwater. Historic properties from World War II are found throughout the islands in the form of military facilities such as medical facilities, the Tafuna Air Base, the Marine Training facility in Leone, and pillboxes that dot the coastlines. In the postwar era, American Samoa's military importance continued to decline, and in 1951, the Territory was transferred to the Department of the Interior, under whose control it remains. In 1954 the Van Camp Seafood Co. of California opened a cannery on the eastern shore of Pago Bay, followed some years later by Starkist Inc. The canneries are a draw for people from Western Samoa for employment and make significant contributions to the economy of American Samoa. The fishing industry has also involved other minority groups, such as Japanese and Korean fishermen. From 1951 until 1977, Territorial Governors were appointed by the Secretary of the Interior; since 1977, they have been elected by universal suffrage.

American Samoa is an unincorporated and unorganized Territory of the United States. It is unincorporated because not all provisions of the US Constitution apply to the Territory. It is the only territory whose residents are "nationals" of the United States rather than citizens of the United States and who are not governed (as all other U.S. territories are) by an organic act of the U.S. Congress defining its legal relationship to the U.S. Instead, American Samoa has remained an "unorganized" territory, with its own Constitution but under direct Federal government supervision delegated by the President to the Department of the Interior. This unique status is not accidental. It is the result of decisions consciously taken by the American Samoan leaders—not to obtain citizenship nor acquire an organic act—in order to keep their traditional land tenure system, whose racial preferences would make it unconstitutional under Federal law.

American Samoa's Territorial status, however, allows all American Samoa-based business—such as the tuna canneries and clothing manufacturers—to export their goods duty-free to the US. This is an important consideration, seeing as American Samoa does not have to adhere to Federal minimum-wage standards.

### **3. Historic Preservation in American Samoa**

While the American Samoa Historic Preservation Office is the lead agency for historic preservation in the Territory, other entities, both governmental and non-governmental, play active roles in cultural resource management and preservation. In addition to the organizations listed below, the American Samoa Historic Preservation Office has also formed working partnerships with other local government departments and commissions and community organizations—such as the American Samoa National Park, the Parks and Recreation Commission, the American Samoa Power Authority, the American Samoa Soil and Water Conservation District, The American Samoa Natural Resources Commission, the Historical Records Advisory Board, Le Vaomatua (citizens non-profit conservation organization), and the American Samoa Coastal Zone Management Program.

## The American Samoa Historic Preservation Office

The American Samoa Historic Preservation Office is an agency mandated by the National Historic Preservation Act of 1966 as amended and is funded by a federal grant administered by the National Park Service. The National Park Service disburses Historic Preservation Funds to qualified states and territories. The Governor appoints the Historic Preservation Officer who administers the program.

The American Samoa Historic Preservation Office (ASHPO) was established by Governor John M. Haydon, who designated himself as Historic Preservation Officer on January 15, 1970. Under Haydon's tenure (1970-1973) the office established the Jean P. Haydon Museum, recorded legends, genealogies and traditional histories and entered eight historic properties to the National Register of Historic Places. In 1971 the Atauloma Girls School (a property on the National Register of Historic Places) was rehabilitated.

Haydon's successors (1974-1983) were engineers and architects at Public Works, who spent one day per week at the Jean P. Haydon Museum on their historic preservation duties. During that time the office assisted the Federal Agencies with the first review and compliance surveys conducted in the Territory, provided funding for restoration of the High Court building (another National Register Property) and in 1980 funded the first survey and inventory program evaluation.

Beginning in 1983 the office was reorganized and became a division of the Department of Parks and Recreation. At this time a historian was hired to serve as a fulltime Historic Preservation Officer. From 1985-1989 the office funded 9 inventory surveys primarily conducted by academic archaeologists. In addition the office provided technical assistance and logistical support for 4 other inventory surveys funded by different agencies.

In 1989 the first Territorial Archaeologist was hired. From 1989 on the office increased its participation in the review and compliance process and as a result the number of review and compliance surveys conducted increased dramatically. Staff personnel have participated in Historic Preservation Law training workshops to be better able to assist Federal Agencies with their review and compliance responsibilities. In 1991 office also obtained a grant through the Defense Environmental Restoration Program to fund a survey of World War II sites. In 1990 the U.S. Naval Station Tutuila Historic District was added to the National Register of Historic Places. In addition, the first Territorial Computerized Site Inventory Database was established.

In 1996 ASHPO was organizationally removed from the Department of Parks and Recreation and was made a division of the Executive Offices of the Governor, and its offices were moved to professional office space on the main coastal road of Tutuila in the Village of Faga'alu, close to the "downtown" area and other governmental offices.

In the past five years the majority of the Tafuna Plain, identified as the most rapidly developing part of the territory, has been the subject of a number of historic property survey projects. Identification and evaluation of historic properties still needs to be expanded to cover the remainder of the territory, and sites identified in previous decades must be re-evaluated to determine if they meet the National Register criteria, and to evaluate effects of development that has taken place subsequent to their initial identification.

However, the inventory is still not complete for the sites that have been identified. The Micronesia Resources Study Database never became available, so instead the ASHPO has acquired database software and developed its own resources database. The original GIS program purchased for the office proved inadequate to the needs of the ASHPO and was replaced in 2001 by ESRI products. In addition, problems with the USGS maps and the datum in American Samoa have been resolved over the last few years by professionals in geographic information systems so that it is now possible to have an accurate GIS for the territory.

There are currently 691 sites on the database. Table 1 shows the number of prehistoric sites and historic sites by county.

County	Prehistoric Sites	Historic Sites	Totals
Rose	1	2	3
Ta'u	79	3	82
'Olosega	49	0	49
'Ofu	29	1	30
Vaifanua	106	10	116
Sa'ole	44	1	45
Sua	44	0	44
West Vaifanua	12	0	12
Ma'oputasi	28	28	56
Ituau	12	0	12
Tualauta	170	5	175
Leasina	4	2	6
Tualatai	7	1	8
Lealataua	47	6	53
Grand Totals	632	59	691

**Table 1: American Samoa Historic Site Inventory by County**

The office has conducted public outreach through lectures in public venues, talks in schools, and funding and research support for various media presentations that address preservation issues. Staff personnel have published articles and presented papers to professional groups on Samoan prehistory. The office was a participant in establishing the first Territorial Archaeological monument, the *Tia Seu Lupe* monument in Ottoville. In 2001 ASHPO published *A Walking Tour of Historic Fagatogo* and in 2002 will publish the bilingual *The Past Surrounds Us: Historic Preservation in American Samoa*, both by SHPO John Enright.

ASHPO's current staff of four consists of a folklorist (the SHPO), two archaeologists, and a finance/office manager. The future of the office is embodied in this plan.

### The American Samoa Historical Commission

The American Samoa Historical Commission is created by law for the purpose of advising the Governor on matters of cultural and historical preservation, and its members are appointed by the Governor. The six-member Commission acts as the community oversight board for the American Samoa Historic Preservation Office and meets quarterly to review the activities of the Office and report to the Governor on matters requiring his office's attention. The Commission also acts as the Historical Records Advisory Board, overseeing the activities of the American Samoa Archives.

### The Feleti Barstow Public Library

The Feleti Barstow Public Library is the main library in the Territory, located in the Village of Utulei. Since 2000, ASHPO has worked closely with the library to create, under funding from grants from the Institute of Museum and Library Services, an historic Polynesian Photo Archives. The initial goal of the project is to electronically catalog and physically archive the approximately 6,000 historic still and moving images of Polynesia contained in the various collections of the American Samoa Government (ASG). These materials had previously been largely uncataloged, poorly protected and archived, and, therefore, virtually inaccessible to researchers, historians, and the people of American Samoa.

Through a web-based general catalog these images would be made available to other libraries, institutions, and individuals. The project is a partnership among the library and the three ASG agencies that are the primary depositories of historic images, including ASHPO. The project is administratively and financially managed by the Territorial Librarian and is sited at ASHPO, whose director serves as project coordinator.

The library also houses a permanent display supplied by ASHPO that depicts and explains American Samoa's involvement in the Apollo Space Program.

### The Jean P. Haydon Museum

The Jean P. Haydon Museum was established by Governor Haydon in 1970 and was the original home of the Historic Preservation Office. The Museum has displays of various aspects of Samoa's history, culture, and natural history and is the official repository for collections of artifacts for the territory. The Museum is housed in a National Register of Historic Places building, part of the U.S. Naval Station Tutuila Historic District in the village of Fagatogo on the island of Tutuila. The Museum is funded in whole by the American Samoa Council on Arts, Culture and the Humanities and is the venue for many of the cultural resource activities in the Territory. The museum is a partner with ASHPO in the historic Polynesian Photo Archives project.

### The American Samoa Council on Arts, Culture and the Humanities

The American Samoa Council on Arts, Culture and the Humanities (the Arts Council) is primarily funded by grants from the National Endowment for the Arts. Its dual mission is the maintenance of Samoan arts and culture and the presentation of art

forms from the broader world beyond the archipelago. The Arts Council supports through sub grants and funded activities the practice and preservation of both Samoan material culture and performance traditions. The Arts Council and the Historic Preservation Office have worked closely together on such projects as tours of historical buildings and the preservation and presentation of historic photographs. The Arts Council also serves special communities, such as the outlying islands through an Underserved Areas grant, and the schools through its Arts in Education Program. The Historic Preservation Office has assisted the Arts Council in these programs when they deal with traditional and historic matters.

#### The Amerika Samoa Humanities Council

The Amerika Samoa Humanities Council is wholly funded through a grant from the National Endowment for the Humanities. The Historic Preservation Office works with the Humanities Council on oral history and oral tradition projects, and other joint projects are planned. The Humanities Council funded in part an ASHPO-organized display of historic photographs at the Jean P. Haydon Museum.

#### Aiga Tautai o Samoa (Samoan Voyaging Society)

Aiga Tautai o Samoa was incorporated as a non-profit organization for the advancement of traditional Samoan sailing vessels, techniques, and navigation. Its initial projects were the successful construction and sailing of two traditional Samoan ocean-voyaging vessels (*alia*). The Historic Preservation Office has been closely associated with the Society since its inception, seeing as the Society's aim of encouraging the community's consciousness of its traditional past is closely aligned to the Historic Preservation Office's goal of raising public awareness about Samoa's prehistory.

#### The American Samoa Office of Archives and Records Management

In 1982, the American Samoa Legislature, with the support of the Governor's Office, enacted Public Law 17-32 which added Chapter 4.12 to the American Samoa Code Annotated. This law provided for a new agency with a wide range of authority over government records and operations, and for the first time over historical records of ASG. The Office of Archives and Records Management (OARM) was established to oversee ASG records maintenance, operate an archives for the historical records of the government and a records center for agency records of temporary value, and conduct such associated programs as forms management and vital records protection. The OARM is a partner with ASHPO in the historic Polynesian Photo Archives project and funded an oral history transcription project that was coordinated through ASHPO.

#### The American Samoa Department of Commerce

The Department of Commerce (DOC) has interests in historic preservation under a number of its mandates. From an economic perspective the office has interests in the extent that historic preservation can play an economic role such as in tourism. In its

planning role the office routinely includes consideration of historic properties in plans it develops for the Territory. Many aspects of this Historic Preservation Plan have been incorporated into the Territorial Master Plan being developed by DOC. The SHPO sat on the Planning Committee for the Territorial Master Plan.

In addition, the Coastal Management Program, a branch of DOC, has interests as provided by its local legislation, The American Samoa Coastal Management Act of 1990. This act established a local review board known as the Project Notification Review System (PNRS) which reviews all land-use projects for adverse impacts on the environment. Included in their review is a consideration of whether or not projects under review cause the "disruption of historic, cultural, or archaeological properties or sites." It is an objective of the program to protect the archaeological, cultural, and historic resources of the Territory. The American Samoa Historic Preservation Office is a member of the PNRS review board and provides advice concerning historic properties. In addition, a 1992 amendment to the National Historic Preservation Act of 1966 entails that projects permitted by the PNRS be reviewed under Section 106 of the National Historic Preservation Act of 1966.

#### **4. ASHPO Mission Statement**

It is the responsibility of the American Samoa Historic Preservation Officer to administer the Territorial Historic Preservation Program. American Samoa's strong indigenous culture and traditional system of communal land ownership impose special conditions of cultural sensitivity upon such an endeavor. A primary concern of the ASHPO is to fulfill its responsibilities in a manner that recognizes and honors these inherent cultural conditions.

In addition, the ASHPO sees itself as a service organization, working in partnership with Federal and Territorial agencies, village and district councils, private organizations and individuals to assist in compliance with applicable Federal and Territorial historic preservation laws and to raise the community's consciousness about historic preservation and its role in cultural maintenance.

Specific areas of responsibility in the administration of the Territorial Historic Preservation Program include:

- \* conducting an on-going comprehensive survey of historic properties in the Territory and maintaining an inventory of such properties;
- \* identifying and nominating eligible properties to the National Register of Historic Places;
- \* advising and assisting Federal and Territorial agencies in carrying out their historic preservation responsibilities;
- \* consulting with appropriate Federal agencies on all undertakings that may affect historical properties in order to protect, manage, reduce or mitigate harm to such properties;
- \* ensuring that historic properties are taken into consideration at all levels of planning and development;
- \* providing public information, education and training, and technical assistance in historic preservation.

## **5. Plan Development & Vision Statement**

In order to fulfill these mandates in a manner appropriate to the special conditions with which we are faced here in American Samoa, this comprehensive historic preservation plan has been designed to address individual problem areas within the Program, to set specific objectives toward the goal of alleviating those problems, and to provide guidance and direction for others in American Samoa who may also undertake historic preservation activities.

In the past public participation in both the planning and execution of historic preservation has been conspicuously absent. Starting in fiscal year 1996 a special effort was begun to raise public awareness about historic preservation in the Territory and to solicit public input into the planning and activities of the Historic Preservation Office. In October 1995 a "Plan for Public Information, Education, and Participation in Historic Preservation" was drafted and promulgated (revised April 1996). In 1996, for the first time, a Work plan was published in the local newspaper for public review and comment and the first public meeting was publicized and held. The promulgation of an annual Work plan and the holding of publicized public meetings has taken place every year since 1996. The purpose of these meetings is to review Historic Preservation Office activities of the previous year, to receive public comment about what they think the Historic Preservation Office should be doing in the coming year, and to solicit responses to the published work plan. Public questions, comments, and suggestions have been closely considered and are incorporated into yearly plans and this Historic Preservation Plan.

In addition, the advice and direction of the Historic Preservation Office's community oversight board, the American Samoa Historical Commission, is repeatedly sought. Of equal importance has been the advice and constructive criticisms of planners and individuals from other American Samoa Government agencies and departments. We reviewed and discussed plans of other agencies in order to devise a plan that would mesh smoothly with the development plans of others.

Essential to the success of this plan is the need to greatly enhance public participation in historic preservation. Our recent, nascent efforts have met with gratifying success. People do care about the historic and cultural significance of their island's past and the evidence of that past, they just have not been given the opportunity to express that concern. The Historic Preservation Office and its work must become a presence in American Samoa. To achieve that goal an effective information and education program is a top priority.

A realistic time frame for meeting those objectives inside a five-year planning cycle is provided; however, these target dates will remain flexible as we evaluate our progress and adjust for unforeseen developments.

## II. Goals and Objectives

### 1. Public Participation

**Problem:** There is insufficient public involvement in historic preservation in American Samoa. Many citizens are not aware of historic preservation, the Historic Preservation Office, or laws that provide for public participation in historic preservation activities. To the extent they are aware of historic preservation many view it as an elite activity.

**Goal:** Increase opportunities for the public's participation in the historic preservation process.

**Objective 1-A:** Solicit the views of all segments of the public regarding historic preservation. (Ongoing)

**Objective 1-B:** Continuously identify and recruit individuals and organizations who are interested in, and have a stake in, historic preservation. (Ongoing)

**Objective 1-C:** Provide opportunities for all segments of the public to share their views on and to participate in historic preservation activities, including program activities of the ASHPO and the American Samoa Historical Commission. (Ongoing)

**Objective 1-D:** Create bilingual posters and brochures about historic preservation. (Ongoing)

**Objective 1-E:** Train American Samoans to document traditional cultural properties (such as legendary sites), and to become involved in historical and archaeological research. (Ongoing)

**Objective 1-F:** Hold workshops, seminars, conferences and other types of information-sharing and training programs to educate the public and the professional community on the philosophies, techniques and practices of historic preservation. (Ongoing)

**Objective 1-G:** Establish a bilingual historical marker program to inform American Samoans and visitors about historic, archaeological and legendary sites in the Territory. (Starting FY2003)

### 2. Education & Outreach

**Problem:** There is insufficient awareness of, and information regarding historic preservation both in American Samoa's schools and among the general public.

**Goal:** Increase historic preservation knowledge and awareness in the schools and among the general public.

**Objective 2-A:** Publicize historic preservation activities carried out in American Samoa, including those of the American Samoa Historic Preservation Office. (Ongoing)

**Objective 2-B:** Develop historic preservation education materials. (Ongoing)

**Objective 2-C:** Prepare and broadcast a series of videotaped television messages, as a cooperative effort with the American Samoa Office of Public Information (ASOPI) and the Office of Tourism, Department of Commerce. (Ongoing)

**Objective 2-D:** Maintain and improve our World Wide Web page (ashpo.org) about historic preservation organizations and activities in American Samoa, specifically we plan on adding an on-line bibliography of unpublished reports available from ASHPO, with downloadable PDF versions available. (Ongoing)

**Objective 2-E:** Create and maintain databases to strengthen data management and analysis through the use of advanced computer technologies such as the National Archaeological Database (NADB). (Ongoing)

### 3. Sources of Historical Information

**Problem:** There is very little historical information contained in local archival facilities in American Samoa, which makes it difficult to identify, understand, and register American Samoa's prehistoric and historic cultural resources.

**Goal:** Improve knowledge of, and access to, documentary resources in Territorial and overseas repositories.

**Objective 3-A:** Improve access to and publicize the availability of primary and secondary sources of historical information about American Samoa. (Ongoing)

**Objective 3-B:** Ensure that copies of important records and documents relating to American Samoan prehistory, history, and historic preservation are provided to the American Samoa Archives for accessioning and storage. (Ongoing)

**Objective 3-C:** Encourage research projects that identify and use archived documentary resources. (Ongoing)

#### 4. Survey and Inventory

**Problem:** Identification and evaluation of historic, prehistoric and legendary properties is essential for planning and well-informed decision making about resource management, and is a high priority for ASHPO. Still, large areas of American Samoa remain unsurveyed, but, because of its small size (76 square miles) it is one of the few States and Territories which can be surveyed completely within a reasonable period of time.

**Goal:** Improve and maintain the survey of American Samoa's historic and prehistoric resources, especially those threatened by developmental activities, for use in planning, education, and public awareness.

**Objective 4-A:** Update the hard copy inventory files for all historic properties identified to date, including creating files for many sites that did not previously have files. (Complete FY2002)

**Objective 4-B:** Develop historic property database using Microsoft Access and update digital inventory files for all historic properties identified to date. (Complete FY2003)

**Objective 4-C:** Implement historic properties Geographic Information System (GIS) (Complete FY2003)

**Objective 4-D:** Make inventory database and GIS available on the internet to qualified researchers, planners, government officials. (Starting 2005)

**Objective 4-E:** Re-visit all historic properties previously identified and listed in the inventory to assess their current status, in some cases determine if they are truly eligible for nomination to the National Register of Historic Places, obtain geographic positioning system (GPS) derived UTM coordinates for all possible. (Starting FY2003)

**Objective 4-F:** Continue efforts to identify historic properties, giving funding priority to threatened resources and those areas that have received little attention (see survey plan for priorities). (Ongoing)

**Objective 4-G:** Seek public input in identifying critical survey areas based on priorities. Develop timelines to complete the survey of all areas of American Samoa for historic, prehistoric and legendary cultural resources, and make this information available to planners, educators and all interested citizens. (Ongoing)

**Objective 4-H:** Encourage and assist academic researchers in conducting historical, archaeological, and anthropological research that leads to an increase in knowledge of historical properties in the Territory. (Ongoing)

## **5. National Register of Historic Places**

**Problem:** American Samoa's citizens do not understand the National Register listing (some even believe incorrectly that it will turn their property into a National Park) nor are they aware of benefits of National Register listing.

**Goal:** To increase the registration of historic properties at the local and national levels.

**Objective 5-A:** Ensure that information on properties eligible for National Register listing is accurate and up to date. (Ongoing)

**Objective 5-B:** Continue nominating properties to the National Register as identified in thematic surveys. (Ongoing)

**Objective 5-C:** Draft and seek passage of Territorial legislation establishing a comprehensive American Samoa Historic Preservation Act. (Starting FY2002)

**Objective 5-D:** Establish and maintain an American Samoan Register of Historic Places to formally recognize places valued by American Samoans, to stimulate local interest and to encourage the public to prepare nominations for the American Samoan Register. (Starting FY2002)

**Objective 5-E:** Prepare and distribute informational materials about the American Samoan and National Registers, and about properties listed on those registers. (Ongoing)

## **6. Increase Funding for Historic Preservation**

**Problem:** Funding available for historic preservation activities in American Samoa's is insufficient to finance many important projects, especially the restoration of National Register and National Historic Landmark buildings.

**Goal:** Increase funding available for historic preservation activities, including restoration and rehabilitation projects.

**Objective 6-A:** Support local legislation which will provide funding to rehabilitate historic buildings in American Samoa. (Ongoing)

**Objective 6-B:** Seek funding from the private sector to finance historic preservation projects. (Ongoing)

**7. Encourage Professional Development in Historic Preservation and Related fields.**

**Problem:** Because of American Samoa's isolation, and vast distance from the United States, those involved in historic preservation activities or those who want to be involved have had few educational opportunities related to historic preservation.

**Goal:** Increase educational opportunities for individuals who work in fields that contribute to historic preservation.

**Objective 7-A:** Provide assistance for travel to off-island conferences, training and workshops related to historic preservation. (Ongoing)

**Objective 7-B:** Identify and provide training areas related to historic preservation needs. (Ongoing)

**Objective 7-C:** Encourage and assist local professionals in the publication and dissemination of articles and reports related to historic preservation in edited professional journals and in general interest publications. (Ongoing)

**8. Economic Development and Heritage Tourism**

**Problem:** Restoration and Use of Historic Properties can have positive economic benefits. Restoration of historic structures is often times less expensive than constructing new buildings. At the same time well maintained historic properties have been shown by past studies to attract and hold tourists. Therefore heritage tourism provides a motivation to restore, rehabilitate and maintain historic properties. Unfortunately the restoration and use of historic properties that takes advantage of their economic potential is underdeveloped in American Samoa and American Samoa's historic properties are poorly maintained.

**Goal:** Develop the economic potential of historic properties by increasing heritage tourism in American Samoa by encouraging and assisting in the preservation, restoration, rehabilitation and maintenance of historic properties.

**Objective 8-A:** Educate the business community, the tourist industry, and government agencies about the potential of restoring and using historic properties as an important part of an economic development plan for the territory. (Ongoing)

**Objective 8-B:** Encourage the development of a tourism marketing campaign that features historic properties, as a collaborative effort among ASHPO, and groups or agencies with interests in developing tourism. (Ongoing)

**Objective 8-C:** Encourage cooperation between government agencies and the business community to, restore, rehabilitate maintain and use historic properties on or considered eligible for the National Register of Historic Places. (Ongoing)

**Objective 8-D:** Develop leaflets describing American Samoa's historic resources, and disseminate them to local and overseas travel agencies and other interested organizations. (Ongoing)

**Objective 8-E:** Encourage the development of a Fagatogo Economic development/ Preservation Plan and guidelines. (Ongoing)

### III. Time Frame

The planning cycle will be five years, from October 1, 2001 through September 30, 2006. The five-year planning cycle is standard practice for American Samoa Government agencies and for federally-funded programs that tie in with this plan. ASHPO has the smallest staff and the second smallest HPF appropriation of all HPF participants. These factors, plus our isolation, mean that it takes longer to accomplish our objectives than it would in the USA.

The following is a proposed time frame for the accomplishment of the objectives listed in the plan. This time frame should be viewed as a guideline and working document. Historic preservation emergencies and historic preservation opportunities not foreseen by this plan should not be ignored in an effort to meet this time frame

#### **Goal Objectives: Ongoing.**

1-A. Solicit views of public.	<i>Ongoing</i>
1-B. Identify and recruit individuals and groups.	<i>Ongoing</i>
1-C. Increase public attendance at ASHPO events.	<i>Ongoing</i>
1-E. Public training in historic preservation.	<i>Ongoing</i>
1-F. Hold public workshops, training.	<i>Ongoing</i>
2-A. Publicize historic preservation activities.	<i>Ongoing</i>
2-B. Develop historic preservation education materials	<i>Ongoing</i>
2-C. Prepare TV spots.	<i>Ongoing</i>
2-D. Improve/update web page	<i>Ongoing</i>

2-E.	Strengthen data management	<i>Ongoing</i>
3-A.	Improve access to historical information.	<i>Ongoing</i>
3-B.	Provide documents to American Samoa Archives	<i>Ongoing</i>
3-C.	Encourage archival research projects.	<i>Ongoing</i>
4-F.	Identify, prioritize historic properties.	<i>Ongoing</i>
4-G.	Seek public input on priorities	<i>Ongoing</i>
4-H.	Encourage academic research.	<i>Ongoing</i>
5-A.	Continue compiling information on National Register-eligible sites	<i>Ongoing</i>
5-B.	Submit Register Nominations	<i>Ongoing</i>
5-E.	Disseminate information about National Register Sites	<i>Ongoing</i>
6-A.	Support local legislation to rehabilitate historic buildings	<i>Ongoing</i>
6-B.	Seek private sector funding.	<i>Ongoing</i>
7-A.	Provide assistance to off-island training.	<i>Ongoing</i>
7-B.	Provide historic preservation training.	<i>Ongoing</i>
7-C.	Encourage publication of articles on historic preservation topics.	<i>Ongoing</i>
8-A.	Educate community about historic preservation and economic development	<i>Ongoing</i>
8-B.	Encourage heritage tourism.	<i>Ongoing</i>
8-C.	Work with business community to preserve historic properties	<i>Ongoing</i>
8-D.	Develop informational leaflets.	<i>Ongoing</i>
8-E.	Develop Fagatogo Economic Preservation Plan.	<i>Ongoing</i>

### **Goal Objectives Starting FY 2002**

- 4-A. Update hard copy inventory files.
- 5-C. Draft Territorial Historic Preservation legislation.
- 5-D. Establish Territorial Register of Historic Places.

### **Goal Objectives Starting FY 2003**

- 1-G. Establish historical marker program.
- 4-B. Develop historic properties database.
- 4-C. Implement historic properties GIS.
- 4-E. Re-evaluate all properties listed on historic properties inventory.

### **Goal Objectives Starting FY 2005**

- 4-D. Make inventory database and GIS available on internet.

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