



FEDERATED STATES OF MICRONESIA HISTORIC PRESERVATION PLAN

January 2027 – January 2031





Acknowledgement of Support, Disclaimer, and Nondiscrimination Statement

This historical preservation plan has been financed entirely with Federal funds from the National Park Service, U.S. Department of the Interior. However, the contents and opinions do not necessarily reflect the views or policies of the U.S. Department of the Interior, nor does the mention of trade names or commercial products constitute endorsement or recommendation by the U.S. Department of the Interior.

The FSM Historic Preservation Office receives Federal financial assistance for identification and protection of historic properties. Under Title VI of the Civil Rights Act of 1964, Section 504 of the Rehabilitation Act of 1973, and the Age Discrimination Act of 1975, as amended, the U.S. Department of the Interior prohibits discrimination on the basis of race, color, national origin, age, sex, sexual orientation or disability in its federally assisted programs. If you believe you have been discriminated against in any program, activity, or facility as described above, or if you desire further information, please write to the Office of Equal Opportunity, National Park Service, 1849 C. Street, N.W., Washington, D.C. 20240.

This inventory system assessment was informed by the input and guidance of staff of the five historic preservation offices, one for each of the States (Chuuk, Kosrae, Pohnpei, and Yap) and the Federated States of Micronesia national office, Office of National Archives, Culture and Historic Preservation NACH) and the communities that they serve.



Flag of the Federated States of Micronesia

Table of Contents

Executive Summary *4*

1. Introduction *6*

a. A Brief Overview of Historic Preservation in the USA 6

b. A brief overview of the Federated States of Micronesia 8

c. FSM Historic Preservation Program 10

d. Historic Preservation Defined in the FSM 11

e. The Importance of a Historic Preservation Plan 11

f. How to Use the Historic Preservation Plan 12

2. The benefits of historic preservation for FSM communities *12*

3. Informing the Countrywide Preservation Plan *14*

4. Overview of Historic Preservation in the Federated States of Micronesia *19*

a. List of Sites on the National Register of Historic Places 19

b. Historic Preservation Stakeholders 20

c. State Historic Preservation Office 20

5. Summary of Trends and Issues Related to Historic Preservation *22*

a. Intellectual Property Rights, Prior Informed Consent, Benefit-Sharing Associated with Research. 22

b. Compromised integrity of historic sites, contemporary subsistence practices and associated cultural traditions 23

c. Community outreach, education, and involvement in historic preservation 25

d. Development of a statewide inventory system 25

e. Access to resources for Outer Islanders 26

f. Development of diverse methodologies for data collection and distribution 26

g. Out migration 26

h. Inflation, Cost of Living 27

6. Goals, objectives and action plan *28*

a. Overview of the Action Plan 2027-2031 28

b. Goal 1: Enhance existing community outreach for building awareness and support for historic preservation. 28

c. Goal 2: Develop and maintain an inventory process that includes the development of database and GIS components. 31

d. Goal 3: Continue to build capacity for historic preservation in FSM 32

e. Goal 4 Continue the process of digitization of available materials for archiving and distribution throughout the FSM 33

f. Goal 5: Develop multisensory data collection methods and implement these in a culturally appropriate way. 34

7. Appendices 35

Appendix A: Bibliography 35

Appendix B: Acronyms 41

Appendix C: Glossary 42

Appendix D: Photo Credits 44

Executive Summary

The purpose of the Historic Preservation Plan (HPP) is to help direct efforts at the country and state level to promote and protect cultural resources. This includes both historical and traditional resources, including those that are regularly utilized by most of the population in the FSM. The Plan was developed in unison with Historic Preservation Officers and staff members of the Historic Preservation Offices in each of FSM's four states (Chuuk, Kosrae, Pohnpei, Yap) as well as the national office of historic preservation, FSM NACH. The State HPOs regularly consult their local communities in their planning processes to help shape the unique forms that historic preservation takes within the FSM. Public involvement in historic preservation planning in the Federated States of Micronesia (FSM) is ongoing and integrated into the regular work of the State Historic Preservation Offices (HPOs), rather than being limited to formal consultations convened for individual projects. Development projects frequently seek community input through consultations associated with specific proposed activities; however, these periodic engagements may provide only a limited understanding of community priorities and concerns when they are not supported by sustained relationships. Meaningful public involvement depends not only on whether consultation occurs, but also on the continuity of engagement, the relationships through which trust develops, and the accumulated understanding of community perspectives over time

Key issues emerged in the discussion with stakeholders including: 1. Intellectual property rights, prior informed consent, and benefit-sharing associated with research, 2. Compromised integrity of historic sites, contemporary subsistence practices and associated cultural traditions, 3. A need to continue community outreach, education, and involvement in historic preservation, 4. The Development of a statewide inventory system, 5. Access to resources for Outer Islanders, 6. Development of diverse methodologies for data collection and distribution, 7. Out migration. 8. Inflation.

Building on this input the following are the major goals for the HPP from 2027-2031:

Goal 1: Enhance existing community outreach for building awareness and support for historic preservation to highlight the rich traditions and living cultural practices in the FSM.

Goal 2: Develop and maintain an inventory process that includes the development of database and GIS components.

Goal 3: Continue to build capacity for historic preservation in FSM (Continue internal training of the State HPOs through information sharing between the State HPOs. This will increase capacity throughout the State HPOs. Refine data collection techniques building on the various capacities of the State HPOs.).

Goal 4: Continue the process of digitization of available materials for archiving and distribution throughout the FSM (including government officials and the public).

Goal 5: Develop multisensory data collection methods and implement these in a culturally appropriate way. (This process will be informed by community members in their continued consultation with State HPOs).

Each goal is accompanied by objectives, action steps, and measurable outcomes.

1. Introduction

FSM is in a unique position as a sovereign country that nonetheless falls under the category of a "State" for the National Historic Preservation Act for historic preservation planning and implementation. This is due to the historical relationship during Trust Territory times and the contemporary Compact of Free Association between the USA and FSM. While historic preservation planning has been an ongoing process in the FSM under both the Trust Territory and Compact of Free Association time periods, this historic preservation plan represents FSM's first countrywide historic preservation plan. Previous historic preservation plans and inventories were conducted for Chuuk (2018), Kosrae (2021), and Yap (2015).

This introductory section provides background information on historic preservation planning. It begins with a brief overview of federal historic preservation efforts in the United States of America. It then moves to a discussion of some of the key aspects of the Federated States of Micronesia (FSM). The FSM Historic Preservation Program is then discussed. The report then moves into a consideration of how historic preservation is defined in the FSM. Finally, the report discusses the importance of a historic preservation plan and how to use the historic preservation plan.

a. A Brief Overview of Historic Preservation in the USA

Contemporary historic preservation practices in the USA emerged in the context of balancing the ongoing development of the United States of America post-World War II with a desire to preserve the historic and architectural elements. These elements made communities unique in contrast to the newly developed infrastructure. Calls for preservation focused on a repurposing of historic structures and areas to integrate them into the everyday lives of residents rather than destroy them to make way for the inevitable progression of society. As a result of public outcry of the destruction of historically significant elements of the built environment numerous government and nongovernmental entities worked on advocating for historic preservation (Mackintosh 1986).

The calls to preserve historically significant architecture and areas in the United States of

America eventually led the United States Congress to pass the National Historic Preservation Act (NHPA; Public Law 89-665; 16 U.S.C. 470 et seq.) (last amended in 2006)) in 1966 to preserve historical and archaeological sites in the United States of America. Through the NHPA several components of federal historic preservation were established. These include the Advisory Council on Historic Preservation, The State Historic Preservation Offices (SHPOs), The National Register of Historic Places, and the Section 106 review process. Later amendments strengthened the scope and work of the NHPA. Congress extended the Section 106 NHPA review and comment process to include buildings, archaeological sites, and other historic resources eligible

for listing on the National Register, not just those already on the Register. In 1980, Section 110 added further requirements for federal agencies such as the need to establish their own internally staffed historic preservation programs. In 1992, NHPA amendments increased protection for Native American and Native Hawaiian preservation efforts. Overall, the NHPA has increased awareness of the intrinsic value of historic properties and put into place review processes that provides for more public input, thought and consideration before historic properties on or eligible for the National Register are impacted by federal undertakings.

NHPA is guided by the policy statement within the Act (16 U.S.C. 470-1 — Declaration of policy of the Federal Government) The National Historic Preservation Act (NHPA; Public Law 89-665; 16 U.S.C. 470 et seq.) (last amended in 2006.). The policy statement is:

> It shall be the policy of the Federal Government, in cooperation with other nations and in partnership with the States, local governments, Indian tribes, and private organizations and individuals to -
>
> (1) use measures, including financial and technical assistance, to foster conditions under which our modern society and our prehistoric and historic resources can exist in productive harmony and fulfill the social, economic, and other requirements of present and future generations;
>
> (2) provide leadership in the preservation of the prehistoric and historic resources of the United States and of the international community of nations and in the administration of the national preservation program in partnership with States, Indian tribes, Native Hawaiians, and local governments;
>
> (3) administer federally owned, administered, or controlled prehistoric and historic resources in a spirit of stewardship for the inspiration and benefit of present and future generations;
>
> (4) contribute to the preservation of non-federally owned prehistoric and historic resources and give maximum encouragement to organizations and individuals undertaking preservation by private means;
>
> (5) encourage the public and private preservation and utilization of all usable elements of the Nation's historic built environment; and
>
> (6) assist State and local governments, Indian tribes and Native Hawaiian organizations and the National Trust for Historic Preservation in the United States to expand and accelerate their historic preservation programs and activities.

In summary, while the NHPA has undergone several amendments and additions over the sixty years its passage it remains the cornerstone of historic preservation law and policy in the USA. NHPA provided the framework to establish the entities that are key to ensure a systematic and

coordinated approach to historic preservation in the United States. The scope of the work has expanded over the years to be more inclusive and representative of the diversity of peoples and perspectives within the USA and those that fall under US law for historic preservation purposes, such as the FSM.

b. A brief overview of the Federated States of Micronesia

According to the CIA World Factbook, the Federated States of Micronesia (FSM) is an "island cluster in the North Pacific Ocean, positioned roughly three-quarters of the distance from Hawaii to Indonesia." FSM operates as an independent nation under a Compact of Free Association with the United States of America and is presently regarded as a "state" for historic preservation purposes. FSM's attributes create various challenges and opportunities for historic preservation within the nation. This section provides a brief overview of these attributes.

FSM encompasses a total land area of 702 square kilometers, which is smaller than New York City for comparison purposes, and roughly four times Washington, D.C.'s size. FSM comprises 607 islands in total, with 71 being populated, and the span between Yap at FSM's western boundary and Kosrae at FSM's eastern boundary equals the approximate span between Boise, Idaho, and Columbus, Ohio.

According to the CIA World Factbook, FSM had an estimated population of 101,675 people as of July 2021. The FSM Statistics Office provides a mid-year 2021 population estimate of 104,832 people in FSM. Additional estimates exist that are even higher, including UNICEF's figure of 117,486. These population estimate discrepancies can be partially explained by elevated migration rates, mainly from FSM to the USA.

Based on the FSM Statistics Office (2020), the 2020 population by State was: Chuuk (49,509), Kosrae (6,732), Pohnpei (36,832), and Yap (11,577). The single major urban center in FSM is the nation's capital in Palikir, Pohnpei, containing 7,000 people. Most of the population is regarded as remote (situated on the Outer Islands) or rural (situated in smaller settlements on the main islands) with just 23.2% of the population presently designated as urban. The trend is towards greater urbanization with many able to simultaneously live in urban environments and engage in subsistence activities.

The US Census categorizes most FSM residents as Pacific Islanders, with several ethnic groups present: Chuukese/Mortlockese 49.3%, Pohnpeian 29.8%, Kosraean 6.3%, Yapese 5.7%, Yap outer islanders 5.1%, Polynesian 1.6%, Asian 1.4%, other 0.8% (2010 est.). This cultural diversity connects to the linguistic diversity present in FSM with these languages spoken: English (official and common language), Chuukese, Kosraean, Pohnpeian, Yapese, Ulithian, Woleaian, Nukuoro, and Kapingamarangi.

Employment predominantly exists in "subsistence farming and fishing, and government, which provides jobs for two-thirds of the adult working population and obtains funding primarily—58% in 2013—from Compact of Free Association assistance supplied by the US. The islands possess few commercially valuable mineral deposits." The FSM's Exclusive Economic Zone encompasses an area of 2,978,000 square kilometers containing economically significant fisheries and potentially valuable offshore mineral deposits. This economic potential fails to reach the broader population given the FSM's poverty statistics. The proportion of the population living below the total poverty line stands at 41.2% with an annual income of less than $1,583.90 per adult while 9.9% of the population exists below the food poverty line with an annual income of less than $670.60. The extent of income inequality, as indicated by the Gini Coefficient is comparable between the United States (41.1) and FSM (40.1). Further considerations highlighted in a World Bank 2017 report utilizing household data from 2013-2014 include:

- Poverty incidence is elevated and more acute in Pohnpei and Chuuk compared to Yap and Kosrae.
- Poverty rates are elevated in households with greater numbers of children.
- There exists a strong and inverse correlation between educational level and poverty with nearly half the population with education limited to the primary level being categorized as living below the total poverty line.

The FSM's spending on education represents 9.7% of the GDP, positioned fourth globally. Notwithstanding these expenditures, the 2010 FSM Census indicates that for individuals 25 years and older, educational attainment is distributed as follows: 72.6% completion of elementary education, 40.9% completion of high school, 11.8% completion of college or higher-level education, and 8.1% with grade level of 1 or less education.

Information is progressively accessible electronically in the FSM. Based on World Bank data, the proportion of the population utilizing the internet has grown annually since its initial presence in FSM in 1996 with 35.3% of the FSM's population in 2017 accessing the internet at least once during the preceding three months. According to one report, consolidating data on internet usage in FSM, the distribution of web traffic by device at the national level is:

- 50.9% mobile phones,
- 47.1% laptops and desktops,
- 2% on tablet computers,
- 0.03% on all other devices.

This report indicates that 38.1% of the population utilizes social media with an estimated 47.4% of the population over 13 years old that can potentially be reached through advertising on Facebook. The total mobile connections, as a percentage of the total population stands at 22.4%.

The overall quality and speed of internet connectivity has increased recently with the laying of underwater cables.

The climate, characterized by elevated temperatures, precipitation, and humidity, combined with salt spray and storm surges across numerous densely populated regions of FSM, significantly affects structures, materials, and consequently escalates the costs associated with regulating temperature and humidity within buildings. This has direct impacts on efforts to preserve collections, infrastructure, and computing equipment. These climatic factors also damage roads which make vehicles utilized by the SHPO costly to maintain and dramatically shorten the time that they remain safe to utilize. Additionally, extreme weather phenomena present substantial threats to HPO facilities, archives, archaeological sites, and historic buildings, throughout FSM's states. Since all the State Historic Preservation Offices are on the main islands of each of the States, access to a functioning boat including regular replacement of marine engines and boat components represent an additional operating cost for coastal historic preservation operations. Vast oceanic distances coupled with limited budgets makes regular access to the Outer Islands impossible for SHPO staff. Internet communication technologies can help to bridge, in part, the lack of regular visits to the Outer Islands of the FSM.

c. FSM Historic Preservation Program

Article V: Traditional Rights of the FSM Constitution provides the legal basis for FSM to act to protect cultural heritage and traditions by statute. Article V, Section 1 is careful to protect the various roles that traditional leaders play at the state and local level. Specifically, it notes, “Nothing in this Constitution takes away a role or function of a traditional leader as recognized by custom and tradition, or prevents a traditional leader from being recognized, honored, and given formal or functional roles at any level of government as may be prescribed by this Constitution or by statute. The importance of recognizing traditional leadership is reinforced by Section 3, which notes that, “The Congress may establish, when needed, a Chamber of Chiefs consisting of traditional leaders from each state having such leaders, and of elected representatives from states having no traditional leaders. The constitution of a state having traditional leaders may provide for an active, functional role for them.” Finally, Article V, section 2, enables traditions FSM’s people to be protected by statute and considered a compelling social purpose.”, specifically it notes, “The traditions of the people of the Federated States of Micronesia may be protected by statute. If challenged as violative of Article IV, protection of Micronesian tradition shall be considered a compelling social purpose warranting such governmental action.”

d. Historic Preservation Defined in the FSM

Historic preservation in the FSM is covered under FSM Title 26 – Historical Sites and Antiquities, Chapter 1 General Provisions. This notes that, "It is the policy of the Federated States of Micronesia to protect and preserve the diverse cultural heritage of the peoples of Micronesia and, in furtherance of that policy, to assist in the identification and maintenance of those areas, sites, and objects of historical significance within the Federated States of Micronesia." Further, under § 102. Definitions it defines the key terms associated with historic preservation in the FSM. Specifically, § 102 notes that, "Whenever used in this title, unless the subject matter, context, or sense otherwise requires:

(1) "Cultural attribute" means all aspects of local culture, tradition, arts, crafts, all social institutions, forms of expression, and modes of social interaction.

(2) "Historic property" means sites, structures, buildings, objects, and areas of significance in local history, archeology, or culture.

(3) "Historical artifact" means an object produced by human beings 30 or more years previously.

NHPA [54 U.S.C. § 300308] defines "historic property" as: "any prehistoric or historic district, site, building, structure, or object included in or eligible for inclusion on the National Register maintained by the Secretary of the Interior. This term includes artifacts, records, and remains which are located within such properties. The term includes properties of traditional, religious and cultural importance to an Indian tribe or Native Hawaiian".

For purposes of this Plan, FSM's framework for historic preservation will be used unless otherwise noted.

e. The Importance of a Historic Preservation Plan

The primary purpose of this Historic Preservation Plan for FSM is to provide strategic guidance and direction for ongoing efforts aimed at preserving and protecting the invaluable historic and cultural sites located throughout the Federated States of Micronesia. This Plan establishes specific goals and objectives that the community has collectively determined to be of critical importance for the successful preservation of historic resources. This Plan clearly defines detailed strategies and concrete actions that will serve as a comprehensive road map for future preservation activities, working towards achieving the established preservation goals.

The National Historic Preservation Act (NHPA) [Section 101 (b)(3)(c)] requires a statewide preservation plan for every state that actively participates in federal historic preservation programs and receives allocated funds from the federal Historic Preservation Fund. As noted above, FSM is considered a "State" under the NHPA. FSM is an active grantee and receives an annual grant allocation.

f. How to Use the Historic Preservation Plan

This Historic Preservation Plan will inform members of our communities across the FSM on the direction of historic preservation in our country. The HPP will inform federal and state planning processes. The intent is that through outreach and education efforts by FSM NACH and the State HPOs historic preservation will be more thoroughly incorporated into government planning documents. The HPP will highlight the value of the preservation of cultural and historic resources as a central consideration in planning and development in the FSM. The HPP should inform all stakeholders of the direction of historic preservation from 2027-2031. Section 6 of the Plan (beginning on page 20) provides suggested implementation steps over this five-year period.

2. The benefits of historic preservation for FSM communities

The history of the Federated States of Micronesia is complex and engaging. This is demonstrated by the work of Micronesian scholars, those working in historic preservation, and everyday citizens who navigate international connections and opportunities. There are varying conditions within FSM including disparate access to potable water, electricity, and the internet. Micronesians face several everyday challenges to the maintenance of traditions, including mixed subsistence livelihoods relying on both terrestrial and marine resources. These subsistence practices are intimately tied with contemporary social relations, wage labor, and cultural identity.

As was noted in the 2015 historic preservation plan for Yap State, "The HPP is technically called a "historic" preservation plan within the context of U.S. National Park Service guidelines. In Yap, however, the interests of the YSHPO and stakeholders are focused on traditional culture as well as cultural and archaeological sites, and therefore "heritage" preservation is a more apropos term that is used interchangeably in this plan with "historic" preservation." The same sentiment applies throughout the Federated States of Micronesia including all the main islands and the outer islands of each of the country's states.

Historic preservation efforts on the islands of the FSM help to connect communities to their origins and shared heritage, often described as a "sense of place." Beyond preserving those sites listed on the national registrar, heritage preservation helps enrich quality of life and strengthens the foundations of communities, creating more vibrant and livable spaces. Preserving historic sites goes far beyond restoring archaeological sites and sites listed on the national register. The work of the HPOs is intimately tied to the everyday lives of Micronesians. While there are cultural differences between and within the states of the FSM there is also a shared sense of being Micronesians as well as Pacific Islanders based on the historical interconnections throughout Oceania. This is readily apparent in the both the tangible and intangible nature of navigation and wayfinding through the ocean. Historic preservation work supplements the lived experiences of most Micronesians. In addition to this social and cultural benefits, the work of historic preservation brings additional economic, environmental, and educational benefits, all intertwined with the collective memories of local communities. Across the FSM, historic preservation supports communities in multiple ways:

a. **Cultural** – communities gain depth and identity by keeping tangible reminders of key events and historical movements. Historic preservation supports both formal and informal efforts to preserve key historic sites that are essential to understanding the multiple layers of contemporary Micronesian identities.
b. **Social** – pride in local history encourages citizens to value and protect historic sites, intangible cultural heritage (ICH) as well as subsistence and associated practices. Associated oral history programs run through FSM's State HPOs also provide a crucial site of engagement for elders to share their knowledge with younger and future generations.
c. **Educational** – physical reminders including the development of museums as well as public outreach programs and the development of educational materials for use at primary and secondary levels as well as through the College of Micronesia – FSM, make lessons about the past more engaging and real. This is particularly important for Micronesian youth who are increasingly exposed to outside influences through both formal and informal channels.
d. **Planning** – communities benefit from a clear strategy that balances the protection of historic and contemporary assets with future growth and development. This balancing helps to weigh the costs and benefits of future development directives while maintaining archeological sites and cultural practices including subsistence-based traditions.
e. **Economy** – safeguarding and revitalizing historic sites in FSM creates skilled jobs, and heritage tourism attracts visitors to the Federated States of Micronesia. This is particularly apparent in Chuuk which boasts the Truk Lagoon Underwater Fleet Historic Site, widely recognized as the world's best underwater dive site.



View along a traditional route in Kosrae,

Mahkontowe, National Register: 3/19/2026

3. Informing the Countrywide Preservation Plan

To gather broad-based input for the foundation of this plan, the consultant, in unison with the staff of FSM NACH:

- Conducted site visits to each of the States of the Federated States of Micronesia
- Met with key governmental and nongovernmental stakeholders associated with historic preservation
- Conducted interviews with Historic Preservation Officers in each State

In addition, the FSM NACH provides substantive and administrative support for the continued development of capacity for the HPOs in Chuuk, Kosrae, Pohnpei, and Yap. The on-island visits took place from January 13 to 18, 2025 (Chuuk HPO) and January 18 to 25, 2025 (Pohnpei HPO and FSM NACH), providing a hands-on view of the historic preservation practices and community outreach.

HPO staff were interviewed about their current historic preservation practices. This included the challenges faced in maintaining the system. Stakeholder interviews and informal conversations regarding historic preservation were conducted in each of the States. The recent Historic Preservation Inventories conducted in Yap and Kosrae indicated the HPOs preferred online consultations for updates to their historic preservation practices and community outreach. In addition, FSM Cultural Anthropologists visited Yap State (March 2025) and Kosrae State (June 2025). FSM NACH also hosted a meeting of the State HPOs in June 2025 to discuss continued integration of the historic preservation planning and implementation throughout the FSM. A distinguishing factor of the SHPO for FSM, in relation to other SHPOs is the continuous community presence and consultation that it maintains with most of the population. The FSM HPO is run through the FSM NACH with each state (Chuuk, Kosrae, Pohnpei, and Yap) having a separate HPO. These are autonomous entities which interact with FSM NACH for NHPA purposes including compliance mandates, reporting, and funding to support state level priorities. These HPOs in Chuuk, Kosrae, Pohnpei, and Yap have built in mechanisms for regular community consultation that call for a bottom-up development of historic preservation practices in unison with other agencies in the state governments. Another unique feature is that each of the HPOs is differently situated within their respective State's with some HPOs recognized as separate departments, reporting directly to the Governor of the State, while others are housed inside much larger departments and divisions. This provides challenges for uniform directives but also provides opportunities for meaningful synergies between the HPO, other government entities and the communities on each State. For example, Kosrae State's HPO is housed in Kosrae Island Resource Management Authority (KIRMA) whose staff manages ecological and environmental resources on island utilizing environmental knowledge, GIS and remote sensing technologies. HPO and other KIRMA staff work collectively on historic preservation efforts. The have included the creation and development of the Mahkontowe Conservation Area.

Public involvement in historic preservation planning in the Federated States of Micronesia (FSM) is ongoing and integrated into the regular work of the State Historic Preservation

Offices (HPOs), rather than being limited to formal consultations convened for individual projects. Development projects frequently seek community input through consultations associated with specific proposed activities; however, these periodic engagements may provide only a limited understanding of community priorities and concerns when they are not supported by sustained relationships. Meaningful public involvement depends not only on whether consultation occurs, but also on the continuity of engagement, the relationships through which trust develops, and the accumulated understanding of community perspectives over time. FSM State HPOs maintain regular communication with their communities and are therefore well positioned to understand local priorities, incorporate community feedback, and represent community interests in historic preservation planning. Their approach recognizes that effective engagement does not require a separate formal consultation for every preservation activity. Instead, it draws on established relationships and ongoing communication, supplemented by project-specific consultation when appropriate. Practices vary according to state and subject matter. In Chuuk, for example, projects affecting the lagoon may involve consultation with fishermen, while formal participation by the Council of Chiefs may be requested through its chairman; proposed activities may also be referred to legislative committees, depending on the project. In Yap and Kosrae, regular engagement with communities informs preservation priorities and planning, while in Pohnpei, communities are involved directly when projects warrant their participation. State HPOs also consider broader state and national development objectives, including the FSM Strategic Development Plan, when establishing preservation priorities. This approach recognizes sustained community engagement as an essential component of historic preservation: through their continuing relationships with communities, State HPOs can incorporate locally grounded perspectives into planning over time, rather than relying exclusively on consultations that occur intermittently in response to individual development proposals. It also respects community time by avoiding repetitive formal consultation where existing engagement provides an appropriate basis for understanding community interests, while retaining project-specific consultation when circumstances require it.

A major gap in this planning cycle of the development of this Historic Preservation Plan is the continuing issues of access and input from Outer Islanders, those living outside of the main islands where the State HPOs function and most of the population reside. This is remedied, in part, through the role that the Council of Pilung (COP) and Council of Tamol (COT) play as the fourth branch of government in Yap State. The COP is the representative body of the municipalities on the main island of Yap. The COT is the

representative body of the Outer Islanders. It is also remedied, in part, through the circulation (migration) of Outer Islanders from the Outer Islands to the main islands of the States as well the family and household dynamics that ensure a circulation of people from the Outer Islands to the main islands of FSM and back again.

This HPP is the product of multiple drafts in its formulation. It was informed by the thoughtful and critical review including suggested revisions suggested by FSM NACH staff, the staff of each of the four state historic preservation offices, and other stakeholders.



Mangyol Stone Money Bank, Makiy village, Gagil Municipality, Yap. Tentative UNESCO World Heritage Site.



4. Overview of Historic Preservation in the Federated States of Micronesia

a. List of Sites on the National Register of Historic Places

The following are the 27 sites listed on the U.S. National Register of Historic Places. A notable feature of most of these sites is that they were listed during the Trust Territory of the Pacific Islands time wherein the FSM was administered by the United States of America. The TTPI played a key role in the development of the FSM post-World War II. The FSM came into existence constitutionally on May 10, 1979, and it became a sovereign and independent nation on November 3, 1986, when signing the Compact of Free Association with the United States of America. FSM became a member state of the United Nations on September 17, 1991.

The activities under the TTPI included the establishment of sites listed on the National Register of Historic Places. All the sites for and Chuuk (7 of 7 sites) and Pohnpei (10 of 10 sites) were listed during the TTPI. Most of the sites for Yap (4 of 5 sites) were listed during the TTPI. By contrast only 1 of 4 sites were listed on the National Register of Historic Places during the TTPI for Kosrae State. Importantly, the recent listing of Mahkontowe (100012828) on March 19, 2026, indicates that the FSM HPO is active in locating new listings for the National Register of Historic Places.

Chuuk State Sites Listed on the U.S. National Register of Historic Places

1. Japanese Army Headquarters (9/30/1976, 76002208)
1. Xavier High School – Micronesia 9/30/1976, 76002209)
2. Tonnachau Mountain (9/30/1976, 76002210)
3. Tonotan Guns and Caves (9/30/1976, 76002211
4. Wiichen Men's Meetinghouse (9/30/1976, 76002213)
5. Japanese Lighthouse (8/16/1983, 83004523)
6. Fauba Archaeological Site (3/21/1978, 78003152)
7. Truk Lagoon Underwater Fleet, Truk Atoll (9/30/1979, 76002267)

Kosrae State Sites Listed on the U.S. National Register of Historic Places

1. Leluh Ruins (8/16/1986, 83004524)
2. Likinlulem (4/14/2004, 04000277)
3. Mahkontowe (3/19/2026, 100012828)
4. Safonfok (2/17/2002, 02000004)

Pohnpei State Sites Listed on the U.S. National Register of Historic Places

1. Catholic Bell Tower, Catholic Mission, Kolonia (11/25/80, 800004399)
2. Chief Agricultural House, Pwunsoh, Kolonia (9/30/76, 76002200)
3. German Cemetery, Lakupa, Kolonia (9/30/76, 76002201)

4. Japanese Hydro-electric Power Plant, Daini, Kolonia (3/30/76, 76002204)
5. Japanese Shrine, Town Hall, Kolonia (9/30/76, 76002205)
6. Japanese Artillery Road and Pohndollap Area, Kousapw Sapwohn, Sokehs (9/30/76, 76002202)
7. Japanese Elementary School for Pohnpeian Children, Ni Ahlek, Kolonia (9/30/76, 76002203)
8. Nan Madol East Side of Temwen Island, Temwen Island (12/30/74, 74002226)
9. Sokehs Mass Grave Site, Komwonlaid, Kolonia (9/30/76, 76002206)
10. Spanish Wall, Ni Ahlek, Kolonia (12/19/74, 7400227)

Potentially eligible: Sokehs Ridge

Yap State Sites Listed on the U.S. National Register of Historic Places

1. Rull Men's Meetinghouse (9/30/1976, 76002214)
2. O'Keefe's Island (9/30/1976, 76002216)
3. Spanish Fort (9/30/1976, 76002215)
4. Dinay Village (4/14/2004, 04000276)
5. Bechiel Village Historic District (6/19/1983, 83004522)

b. Historic Preservation Stakeholders

There are dozens of entities throughout the Federated States of Micronesia contributing to historic preservation.

These entities include:

- Federal, State and County Departments and Agencies.
- Not-for-profit organizations and landowners.
- For-profit businesses and landowners.
- Grassroots and community organizations.

c. State Historic Preservation Office

For National Historic Preservation purposes as well as this HPP there is one recognized State HPO, this is at the federal level. FSM NACH, Office of National Archives, Culture and Historic Preservation, serves as the HPO for FSM. The mission of NACH is noted on their website, “The FSM Office of National Archives, Culture and Historic Preservation (NACH) strengthens the nation’s unity through protection and preservation of cultural heritage of the FSM, cultivates public participation and democracy through public access, drives participation in the preservation process, and assists in the identification, maintenance of sites, and objects of historical significance within the nation.” NACH uses a technical advisory committee made up of researchers who have worked extensively throughout the FSM to provide input on grant applications and research reports on an ad hoc basis.

The FSM receives funding at the federal level and distributes this funding as well as administrative and technical support to each of the country's States (Chuuk, Kosrae, Pohnpei, and Yap). At the National level the HPO is the FSM Office of National Archives, Culture, and Historic Preservation (NACH). NACH staff include the Director and National Historic Preservation Officer, FSM National Cultural Anthropologist and Deputy Historic Preservation Officer, Administrative Officer and Grants Manager, Archivist, Institute of Museum and Library Services (IMLS) Coordinator, Financial Specialist, and Executive Secretary. Each of the States have their own semi-autonomous offices which operate at the State level and coordinate with NACH. Since the State governments have different operations and agencies the HPOs are housed in varying institutional locations in each of the States.

The Chuuk State Historic Preservation Office is located within the Chuuk Commerce and Industry Department. The Chief plays a substantial role in directing the program activities of the HPO and the Chuuk HPO Officer reports directly to the Chief. There are three additional staff members: Field Researcher, Grant Manager, and Historic Preservation Specialist.

The KSHPO is an office within the Kosrae Island Resource Management Authority (KIRMA), which is charged under Title 19 of the Kosrae State Code with historic preservation responsibilities. The office is headed by the State Historic Preservation Officer (Administrator), who is supported by a five-person staff: an archaeology field supervisor and survey aide, an information specialist, grants manager, and secretary. The personnel most involved in the HPI are the Archaeology Field Supervisor and Archaeological Survey Aide for archaeological resources, and the information specialist for ethnographies and oral histories.

The Pohnpei State Historic Preservation Office is headed by the State Historic Preservation Officer or Chief, who is supported by a five-person staff: Assistant Field Director, Federal Program Coordinator, Field Researcher, Historic Preservation Specialist, and Secretary.

Although the Yap State Constitution places the type of work that the HPO does under the traditional branch of government, the Council of Pilung (COP) and Council of Tomol (COT), the Yap HPO is currently housed under the Department of Youth and Civic Affairs (DYCA). There is currently discussion about whether to formally move Yap HPO from DYCA to the COP and COT. The office is headed by the State Historic Preservation Officer, who is supported by a five-person staff: Administrative Officer, HPF Grants Manager, History Collection Coordinator, Restoration Coordinator, and a Registration Coordinator.



Nan Madol, East Side of Temwen Island, Temwen Island, Pohnpei, National Register 12/30/74

5. Summary of Trends and Issues Related to Historic Preservation

The following is an overview of key issues, questions, and trends that have emerged through the consultation process with stakeholders, described in section 3.

a. Intellectual Property Rights, Prior Informed Consent, Benefit-Sharing Associated with Research.

- Overall, there is a concern with how researchers and entities have come to the FSM and appropriated cultural, biological, and historical materials with little benefit to the peoples of the FSM. Action has been taken on multiple fronts to address the interrelated issues associated with intellectual property rights (IPR), prior informed consent, and benefit-sharing associated with research and development initiatives that have for the most part originated outside of and benefited stakeholder outside of FSM.
- FSM, as a new member of the World Intellectual Property Organization (WIPO), has affirmed their commitment to protecting their unique traditional knowledge and cultural expressions.
    - From a press statement of the FSM Government issued from Geneva, Switzerland on March 13, 2026, “The FSM delegation emphasized that Micronesian knowledge systems are collectively held, transmitted across generations, and deeply intertwined with customary relationships to land, ocean, and natural resources. “Traditional knowledge and cultural expressions are not relics of the past. They are living systems that guide how our communities interact with the ocean, land, and each other,” said Secretary Leonito Bacalando Jr., of the FSM Department of Justice.”

    - Secretary Leonito Bacalando Jr. noted that, “FSM seeks to ensure that international standards protect the rights of FSM communities over their TK and TCEs while guiding the development of national policies that honor Micronesian customary systems.”
    - “The delegation also called for stronger transparency and disclosure measures related to genetic resources and associated traditional knowledge to prevent misappropriation.”
- The FSM has a newly developed research policy with which the leader of a project must comply prior to commencing projects. The research policy is designed to ensure that researchers submit thoughtful proposals that do not unduly burden government officials, that result in benefits sharing agreements where appropriate, that require researchers to provide copies of research materials and products, include IPR protections.(meaningful attribution of information attained and protection of valuable biological resources from appropriation), and that reiterates previously existing government requirements that prohibit the collection and removal of archaeological materials and human remains from the country. Outside researchers must seek prior informed consent before commencing any research, provide annual updates to FSM NACH and the historic preservation officer of the States wherein they are doing research, and notify government personnel of changes in protocol or staff on a timely basis.
- FSM NACH has been in communication with museums and research entities in both the USA and the EU about the possibility of reappropriating objects which have been taken from the FSM in colonial contexts. This concern is coupled with building the capacity within FSM to appropriately house and maintain these collections in line with contemporary curatorial processes. This includes not only locations suitable for archiving and preservation but also museums which will allow Micronesians the ability to access these materials of historical significance, including those associated with sites listed on the National Register of Historic Places.

b. Compromised integrity of historic sites, contemporary subsistence practices and associated cultural traditions

- Subsistence practices are in integral part of the social, cultural and biological reproduction on the islands and surrounding marine environments of the Federated States of Micronesia. Households regularly rely on locally harvested, hunted, and fished foods for their nutritional value. The various practices of subsistence are intimately connected with traditional practices and are passed down through family networks and formal educational efforts through educational institutions in the FSM.

- Changing environmental conditions including coastal flooding and an increase in storm surges lead to compromised access to historic sites, subsistence resources and limits automobile access on the historically built roads that connect the islands. This is most notable on Kosrae with limited access to and from Walung and compromised access to and from Utwe. These conditions also impact listed sites throughout FSM with the most noted occurrence on Pohnpei at Nan Madol (74002226) and Kosrae at Leluh Ruins (83004524).
- Changing environmental conditions driven by the development of areas that provide environmental services that are compromised through human intervention. This includes environmentally sensitive areas for road building, wood harvesting, mining, and siting of landfills and industry.
- Low lying atolls throughout the FSM are subject to increased inundation by extreme weather events, such as typhoons, which compromise the entire ecosystem and can severely disrupt subsistence foods availability and access to potable water.
- A continued shift to market based subsistence equipment make possible the attaining of harvested, hunted, and fished foods. At the same time these require an increase in outside income to be able to procure, operate, and maintain the equipment. While wooden-hulled canoes represent traditional and historical technologies and associated knowledges, their widespread replacement by fiberglass boats with outboard motors means not only a shift in local knowledges but also an increase in monetary cost to continue these practices. This reliance means a reliance on imported goods, upwards pricing with supply chain issues, restrictions on transport including but not limited to the COVID-19 pandemic, increase in the price of transportation with shifts in the global oil supply, and increased costs of goods with inflation.
- The continued risk of widespread contamination of the marine and coastal environments by World War II wrecks. While these are recognized both nationally and internationally as historically significant and as drivers of tourism, particularly scuba diving based tourism, they also pose a significant risk of widespread contamination. While there are wrecks of both military and fishing vessels throughout the FSM, the greatest concentration of these is in Chuuk State with the National Register listed site, Truk Lagoon Underwater Fleet, Truk Atoll (9/30/1979, 76002267). This site is subject to disruption and degradation by weather events as well as improper and illegal activities of divers, primarily tourists. While several of the wrecks are slowly leaking oil into Chuuk Lagoon there are occasional incidents that lead to the discharge of greater quantities of oil which elude capture and lead to contamination. This issue was known about since the TTPI and is found in the correspondence associated with the listing of the Truk Lagoon

Underwater Fleet, Truk Atoll in 1979. Leaking of oil has been documented during multiple time periods from the same vessels. This have been referred to as “accidents waiting to happen” and “ticking time bombs”. While the complete cleanup of these wrecks will be costly, this cleanup will be far less costly than the continued cleanup that is made necessary by the many slow leaks of the wrecks, punctuated by regular incidents of greater quantities escaping into biological rich coral reefs and mangroves, impacting the quality and length of life for many species, including humans which rely on these resources. The current efforts to partially mitigate existing small-scale leaks are focused on capturing small pools of oil that have seeped upwards out of the primary storage tanks but remain temporarily within the wreck, pooling in the inverted hull, machinery spaces, or overhead decks. These efforts need to be dramatically scaled up to completely remove not only the light oils and other hazardous materials which float but also the non-floating hazardous materials that impact the ocean floor and bioaccumulate in the food chain.

c. Community outreach, education, and involvement in historic preservation

- There is broad concern about the loss of and lack of knowledge of those in the younger generation concerning traditional and cultural practices and protocols. These can be remedied not only at the family level and through formal education in schools but also through materials and programming that involve the youth in dialogue with those in older generations around traditional ways of knowing and living.
- Historic Preservation entities can help to promote the value of historic preservation for both the current and future generations. This will help to more appropriately value these resources when faced with economic pressures and decisions regarding development to address additional social concerns.

d. Development of a statewide inventory system

- There is currently no nationwide system in place for inventorying historic preservation sites or efforts in the FSM.
- There are no universal context statements in use through the Federated States of Micronesia.
- Resources, including site reports, are currently unevenly distributed throughout FSM. The FSM States and their respective HPOs (CSHPO, KSHPO, PSHPO, and YSHPO) have varying levels of written and electronic records and inventories.

- Working to catalogue these resources and make them readily available for governmental and nongovernmental stakeholder will enhance historic preservation planning. This will also have the additional benefit of allowing NACH and the State HPOs (CSHPO, KSHPO, PSHPO, and YSHPO) to address outside researchers.

e. Access to resources for Outer Islanders

- The transportation to the outer islands is primarily made by FSMs national boats. These do not run on a regular basis making access to goods and services difficult for Outer Islanders. As noted in the section on subsistence above, extreme weather events can result in lack of necessities by decimating access to local foods and potable water.
- The Outer Islands of FSM have lower connectivity to the Internet than the rest of FSM. This makes sharing of information, including programming and services related to historic preservation difficult to disseminate.
- All the HPO personnel and offices are on the main islands of FSM leaving the residents of the Outer Islands underserved. Neither NACH nor the State HPOs can visit the inhabited Outer Islands on an annual basis.

f. Development of diverse methodologies for data collection and distribution

- KSHPO, after completing digitization of their legacy video and audio tapes, has been active in using digital video to record everyday events on Kosrae with the intent that this will one day be history.
- Converting these legacy materials into a digital formal allows for them to be more widely distributed through social media. FSM government including NACH and the State Governments have active social media accounts and are currently using these to share information on historic preservation.
- FSM has built capacity in using a Sound Knowledge framework for the study of sonic aspects of the environment.

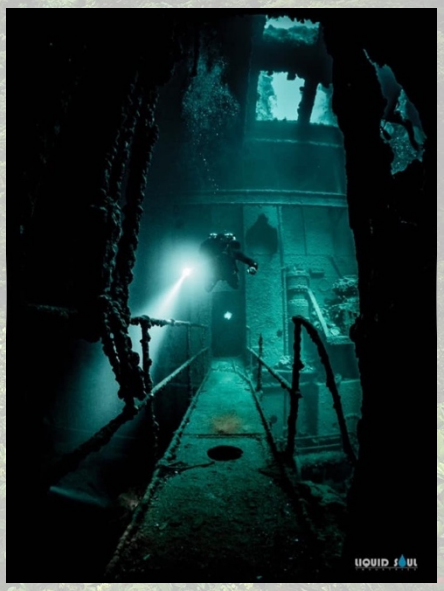
g. Out migration

- Migration of citizens off islands continues to be a major concern. This results in a “brain drain” that targets the youth and lead to shortfalls in trained staff to complete projects in historic preservation and related fields.

- Remittances to FSM provide a valuable source of income for family members that remain on island.

h. Inflation, Cost of Living

- Since the COVID-19 pandemic the cost of goods imported to the FSM has been increasing. This has had to do with both supply chain issues,
- The cost of goods impacts the ability of FSM NACH and the HPOs to carry out historic preservation initiatives.
- Chuuk State HPO reports that they do not have the budget to maintain climate-controlled offices. In the other HPO offices air conditioners are powered off in offices that are unoccupied and at the end of the workday. These operating costs cut into the available budget for historic preservation initiatives.



Diver navigating a wreck in Chuuk – Truk Lagoon Underwater Fleet, National Register: 9/30/1979

6. Goals, objectives and action plan

a. Overview of the Action Plan 2027-2031

FSM's Historic Preservation Plan is designed to guide the efforts of FSM NACH and other stakeholders in preserving and protecting the historic and cultural sites FSM. Goals, objectives and action steps are highlighted below. Each action step has a suggested timeline for implementation and identifies lead and supporting entities responsible. Outcome measures for each goal are given with approximate timelines to work towards completion. Target dates listed by year are December 31 of that year unless otherwise noted. As with all plans, this HPP is aspirational with what are currently viewed to be the capacity and resources for implementation. FSM NACH, in unison with the FSM State HPOs, should review these goals on an annual basis to update timelines on an as needed basis and troubleshoot areas that may require more effort. FSM NACH is the reporting entity for NHPA requirements and acts as bridge between the USDOI NPS and the State HPOs that orchestrate the day-to-day activities associated with historic preservation. In order for the plan to be effectively implemented communication and resource sharing between FSM NACH and the State HPOs (CSHPO, KSHPO, PSHPO, and YSHPO) must continue to operate smoothy with regular updates and annual meetings were the HPP can be adjusted in order to deal with novel and emerging issues (as highlighted in section 5 of this HPP). Effective implementation of the HPP is reliant on current or enhanced funding levels to track inflationary pressures to refine work that is being done and initiate new directions in line with the historic planning priorities of the FSM.

b. Goal 1: Enhance existing community outreach for building awareness and support for historic preservation.

This goal builds off existing work at the FSM National Level (FSM NACH) and State level (CSHPO, KSHPO, PSHPO, and YSHPO) to addresses the need for additional education and outreach efforts throughout the State. The potential audiences for this work include the public in each of the FSM States, governmental officials working in areas related to historic preservation concerns, and parties that are interested in conducting research in the FSM. The focus should be on presenting uniform information where applicable while also highlighting the diversity of rich traditions and living cultural practices in the FSM related to historic preservation.

1. Increase awareness and understanding of historic preservation within the community.

a. Continue to provide updated historic preservation information to the public via the Internet. This including information on preservation rules, procedures, standards, techniques, products, professionals and resources provided by partner organizations. Target date: 2027 and onward with quarterly review.

b. Develop and Refine Media Outreach to the public of the FSM. Consider providing preservation information through a variety of methods and media including social media such as Facebook, X, Instagram, and YouTube, and other emerging media platforms. Assess viability of developing countrywide radio programming or podcast on historic preservation. Target date: 2027 and onward with quarterly review of content for updates and consistency.

c. Identify and list active local community groups with an interest in historic preservation creating a master list of entities throughout the FSM. Assess viability of provide training workshops for these groups so they may better inform and engage others. This could include applied archaeology, ethnography programming, or community tours of historic preservation sites. Target date: 2027.

d. Assess viability of offering field schools to Micronesian youth and emerging adults. This can build off the past field schools held through the State HPOs. COM-FSM, or universities outside of the FSM. Conduct these in partnership with researchers, professors, or NACH and State HPO staff as available. Target date: During 2027 Annual Meeting of FSM NACH and State HPOs and ongoing.

e. Identify multiple ways that the stakeholders from different parts of the community can communicate with FSM NACH and State HPOs. Target date: During 2027 Annual Meeting of FSM NACH and State HPOs.

f. Continue to regularly attend and participate in cultural events at the State and Federal levels as well as internationally to promote historic preservation. Target date: 2027 and onwards.

g. Plan and host community open house events highlighting tools, collections, current events. Target date: 2028 for each of the State HPOs and ongoing.

h. Develop a one-hour program that will serve as a primer for historic preservation issues at the Federal and State levels. Target date: 2028.

i. Develop existing tour guide trainings through a national tour guide training program in unison with State agencies responsible for tourism and economic development.

    a. Build off existing tour guide training programs in Chuuk, Kosrae Pohnpei, and Yap. A recently developed tour guide training in Kosrae for the Mahkontowe Conservation Area (MCA) may serve as a model as many of the KSHPO and KIRMA staff have undergone this training and can help inform the process of adoption of the training program at the federal level. Target date: 2028.

j. Develop cultural appropriate survey technique to assess public perception of historic preservation as historic preservation entities in the FSM. Target date: 2027. Administer the instrument on an annual basis to track changing public perceptions of historic preservation and make adjustment to the HPP as needed. Target date: 2028 and onwards.

2. Continue regular meetings between HPOs and NACH.

a. Hold annual meetings of FSM NACH and State HPOs to align historic preservation efforts, resource sharing, and training necessary to build capacity. Target date: 2027 and onwards.

b. Hold quarterly Internet-based (Zoom) meetings between NACH and all the State HPOs Target date: 2027 and onwards.

c. Hold individual monthly Internet-based meetings with NACH and the State HPOs Target date: 2027 and onwards.

d. Assess viability of visiting the State Legislature of the host State at the annual meeting. (Target date: 2027). Implement visit to the State Legislature as viable during the annual meeting. Target date: 2028 and onwards.

3. Increase educational infrastructure for historic preservation in FSM.

a. Examine potential funding sources for the building, expansion, and improvement of museum infrastructure. Target date: 2027 and ongoing.

b. Consider partnerships with state libraries, COM-FSM campuses, and in Yap State with Micronesia Seminar to create complete lists of available materials on historic preservation in FSM. Target date: 2027 and onward.

c. Curate electronic resources (associated with digitization) for distribution. Target date: 2007 and ongoing.

d. For States without a dedicated museum space utilize existing available space in HPO to arrange a display of key objects and resources. Target date: 2028.

e. Develop and refine library resources on historic preservation. Assess the viability of partnership with IMLS (housed in FSM NACH) to develop materials and resources associated with historic preservation. Target date: 2028 and onward.

4. Develop outreach plan for the Outer Islands that can be sustained.

a. Assess current gaps in programing and outreach to the Outer Islands. Target date: 2027.

b. Each State should conduct at least one visit to Outer Islands to train and consult a locally recognized Outer Islander entity for input on historic preservation activities. Target date: 2029 and ongoing.

c. Goal 2: Develop and maintain an inventory process that includes the development of database and GIS components.

This goal addresses the need to develop and maintain an inventory process that works towards the production of an accessible database. The goal begins with the collection of standardized survey data and digitization of legacy inventory at the FSM State level to develop a robust and responsive database and GIS of inventoried sites. The goal is to achieve an accessible database available to the HPOs and other relevant government agencies which deals with historic preservation issues by 2029 and accessible to the public by 2030. The rollout of the accessible database should include educational initiatives led by HPO to guide users in why and how they should use the database to inform decision making regarding historic preservation. Achieving this goal is reliant on enhancing the existing hardware and software capacity of the HPOs as well as hiring a dedicated HPO staff member who is a GPS professional with expertise in historic preservation, database creation and utilization. Alternatively, a consultant could be hired to establish the database systematic collection procedures, develop training materials for continued HPO use, and provide training to a dedicated core team of HPO staff who will share the continued responsibility of database management.

1. **Undertake a systematic approach to developing a meaningful database and GIS of historic properties as defined by the National Historic Preservation Act.**

    a. FSM NACH and State HPOs develop protocols and guidelines to manage the security of culturally information. Target date: 2027.

    b. State HPOs gather additional historic property data that meets the designated criteria to include in the database and GIS. Target date: 2027 and ongoing.

    c. FSM NACH and State HPOs collaborate to design database and GIS for identified and eligible historic properties as defined by NHPA. Target date: 2028.

    d. FSM NACH and State HPOs should collaborate to ensure that survey and inventory methods are flexible enough to capture resources characteristics and values important to different communities throughout FSM. Target date: 2028.

    e. FSM NACH and State HPOs Begin work on the database and GIS of sites with digital data. Target date: 2029.

    f. FSM NACH and State HPOs develop a training program for users of the database. Target dates: 2029 for government agencies and 2030 for the public.

    g. Complete addition of the sites that State HPOs currently has in non-digital formats. Target date: 2031.

2. Add sites to the inventory.

a. State HPOs consult with community members and traditional leaders to develop and implement a survey inventory plan that includes site prioritization. Target date: 2027.

b. Provide resources to increase the number of archaeological and architectural sites that are surveyed and added to the inventory. Target date: 2027 and ongoing.

c. FSM NACH to identify collaborators based on established relationships with researchers in the FSM and seek funding sources for field schools and archaeological research. Target date: 2027 and ongoing.

3. Identify context studies that should be undertaken and develop an action plan for these.

a. Each State HPO should utilize their existing staff and networks to bring together a working group to define, list, and rank potential context studies. The working group would prioritize two studies and in unison with the State HPO develop an action plan to complete the studies. Target date: 2028.

d. Goal 3: Continue to build capacity for historic preservation in FSM

This goal builds from the work of FSM NACH and the State HPOs to build their capacity to operate in the multitude of ways necessary to fulfill their legal mandate and professional obligations in historic preservation.

1. **Continue internal training of the State HPOs through information sharing between the State HPOs.**

    a. Track the impact of internal training initiatives to increase capacity to perform essential functions of historic preservation throughout the State HPOs. Target date 2027 and ongoing.

2. **Review and refine data collection techniques building on the various capacities of the State HPOs.**

    a. Consider the viability of leveraging the potential of emerging technologies. See also Goal 5. Target date: 2027 and ongoing.

3. **FSM NACH and each State HPO should conduct a gap analysis to determine any areas of staff knowledge and expertise that should be improved upon to meet the changes in conducting historic preservation work**. Target date 2027.

    a. For any areas that could be improved upon FSM NACH and each State HPO should assess how it will cover shortfalls in expertise.

        i. These shortfalls should be prioritized by each office in rank order. Target date: mid-2028.

ii. Each office should assess opportunities to fill the gap. Some alternatives include formal training opportunities or other means of capacity building for existing staff, hiring an additional staff member that possesses the needed qualifications and expertise, hiring a consultant to design workflows and provide targeted training to staff. Target date: 2028.

4. **Build media literacy including social media literacy to be able to promote historic preservation content through social media outlets.**
    a. Track number of views monthly and develop a strategy to increase views, shares, and likes on an annual basis. Target date: 2027 and ongoing.
5. **Develop a policy regarding the appropriate use of AI tools to streamline workflow processes at the State and National levels of historic preservation**. Target date: 2026,
    a. State HPOs and FSM NACH should revisit and revise on an annual basis to adjust to emerging technologies and capacities. Target date: 2027 and ongoing at the annual meeting.

e. Goal 4 Continue the process of digitization of available materials for archiving and distribution throughout the FSM

This goal calls for the FSM NACH and State HPOs to continue their work towards digitization of materials and to allow them to be more portable and widely shared (as is culturally appropriate) between all the offices working in matters related to historic preservation in each of the States as well as the federal level.

1. **Work in unison with IMLS and other institutions to identify gaps in digitization of the TTPI records.** Target date: 2027.
    a. Work to complete digitization of TTPI records at the rate of 10,000 pages annually. Target date: continuous until completed.
2. **Assess the viability of a shift away from paper-based record keeping and reporting towards digital-based alternatives.**
    a. State HPOs and FSM NACH should continue their work towards digitization of their reports. Target date: 2027 and onwards until completion.
3. **State HPOs and FSM NACH will ensure that the digitization of materials will be done with an eye towards compliance, long-term preservation of data, and sharing when appropriate with stakeholders for planning or educational purposes.** Target date: 2027 and onwards.

f. Goal 5: Develop multisensory data collection methods and implement these in a culturally appropriate way.

This goal focuses on the collection of data using new methods and methodologies of collecting information regarding historic preservation and contemporary lifeways of the peoples of FSM. A multisensory approach to archaeological, architectural, and ethnographic data collection includes not only the recording of said phenomena, but also more thoroughly considering the affective experiences generated through the curation and distribution of multisensory data. Rather than relying on an attempt to represent an objective reality, this approach highlights the situational, relational and interpretative replication of ways of knowing and existing.

1. **HPO should ensure that work in this area is grounded in community concerns about the current and potential uses of data collected through these holistic methodologies.**
    a. Develop data collection techniques that consider community concerns. These methodologies rely on the thoughtful and holistic collection of data about culturally important sites including historic structures, archeological site and contemporary lifeways. Target date: 2027.
    b. State HPOs will vet data collection techniques through consultation community members and traditional leaders in their States. Target date: mid-2028.
2. **FSM NACH and HPOs will train staff on multisensory data collection techniques.** Target date: 2028.
3. **HPOs will initiative data multisensory data collections techniques to all new and ongoing projects.** Target date: 2028.
4. **State HPOs and FSM NACH will integrate multisensory data into HPOs public outreach and educational efforts.**
    a. Develop a plan for how the collection of multisensory data collection, creation, and curation of and improvement of museums and programming throughout the FSM. Target date: 2028.
    b. Determine how existing data and newly collected data should be integrated into other public outreach and education components as highlighted in Goal 1 of this HPP. Target date: 2028.

7. Appendices

Appendix A: Bibliography

Appler, Douglas, and Andrew Rumbach. "Building community resilience through historic preservation." *Journal of the American Planning Association* 82, no. 2 (2016): 92-103.

Araoz, Gustavo F. "Preserving heritage places under a new paradigm." *Journal of cultural heritage management and sustainable development* 1, no. 1 (2011): 55-60.

Avrami, Erica. "Making historic preservation sustainable." *Journal of the American Planning Association* 82, no. 2 (2016): 104-112.

Bak, Sangmee, Chung-ki Min, and Taek-Seon Roh. "Impacts of UNESCO-Listed Tangible and Intangible Heritages on Tourism." Available at SSRN 3295502 (2018).

Barreiro Carril, Beatriz. "Indigenous Peoples' participation in decision-making in the context of World Heritage Sites: how International Human Rights Law can help?." The Historic Environment: Policy & Practice (2016): 1-13.

Browne, Kim. "'"Ghost Battleships" of the Pacific: metal pirates, WWII heritage, and environmental protection." *Journal of Maritime Archaeology* 14, no. 1 (2019): 1-28.

Cholymay, Margarita B., L. J. Rayphand, and James Skouge. "Way Finding: Túúttúnnapen Chuuk, Indigenizing Chuukese Education." In Indigenous STEM Education: Perspectives from the Pacific Islands, the Americas and Asia, Volume 2, pp. 77-83. Cham: Springer International Publishing, 2023.

CIA The World Factbook. Country Comparisons: Gini Index coefficient – distribution of family income. https://www.cia.gov/the-world-factbook/field/gini-index-coefficient-distribution-of-familyincome/country-comparison/, accessed March 22, 2022.

CIA The World Factbook. Federated States of Micronesia, Details. https://www.cia.gov/the-worldfactbook/countries/micronesia-federated-states-of/images/6ec33a8d-d61c-550a-8db8-71fab4c873df, accessed March 21, 2022.

CIA The World Factbook. Federated States of Micronesia, Geography, https://www.cia.gov/the-worldfactbook/countries/micronesia-federated-states-of/#geography, accessed March 20, 2022.

CIA The World Factbook. Federated States of Micronesia, People and Society, https://www.cia.gov/theworld-factbook/countries/micronesia-federated-states-of/#people-and-society, accessed March 20, 2022.

Combe, Rosemary J. 2003 Fear, Hope, and Longing for the Future of Authorship and a Revitalized Public Domain in Global Regimes of Intellectual Property. Annual Center for Intellectual Property Law & Information Technology (CiplitTM) Symposium: The Many Faces

of Authorship: Legal and Interdisciplinary Perspectives. Depaul Law Review: Summer. pp. 1171-91.

Diettrich, Brian. "“Summoning breadfruit” and “opening seas”: Toward a performative ecology in Oceania." *Ethnomusicology* 62, no. 1 (2018): 1-27.

Diettrich, Brian. "Instruments in motion: Flutes, harmonicas and the interplay of sound and silence in colonial Micronesia." *The Journal of the Polynesian Society* (2017): 283-311.

Dutfield, Graham. 2000 Intellectual Property Rights, Trade and Biodiversity. Earthscan Publications Ltd.: London.

Dutfield, Graham. 1999 Rights, Resources and Responses (505-515) In Cultural and Spiritual Values of Biodiversity. Darrell Posey (ed.) United Nations Environment Programme. London: Intermediate Technology Publications.

Edney, Joanne, Kay Dimmock, and William E. Boyd. "Understanding diver behavior on underwater cultural heritage: enriching the observation record using video methods." *Sustainability* 13, no. 10 (2021): 5601.

Englberger, Lois, Geoffrey C. Marks, and Maureen H. Fitzgerald. "Insights on food and nutrition in the Federated States of Micronesia: a review of the literature." *Public Health Nutrition* 6, no. 1 (2003): 5-17.

Falgout, Suzanne. "Americans in paradise: anthropologists, custom, and democracy in postwar Micronesia." *Ethnology* 34, no. 2 (1995): 99-111.

FSM Office of National Archives, Culture and Historic Preservation website. https://nach.gov.fm accessed March 27, 2026.

FSM 2010 Federated States of Micronesia Statewide Assessment and Resource Strategy 2010-2015. Federated States of Micronesia

Fletcher, Charles H., and Bruce M. Richmond. "Climate Change In The Federated States Of Micronesia: Food and Water Security, Climate Risk Management, And Adaptive Strategies: Report of Findings 2010." (2010).

Hein, James R., Brandie R. McIntyre, and David Z. Piper. 2005. Marine Mineral Resources of Pacific Islands—A Review of the Exclusive Economic Zones of Islands of U.S. Affiliation, Excluding the State of Hawaii. U.S. Geological Survey, Circular 1286, https://pubs.usgs.gov/circ/2005/1286/, accessed March 27, 2026.

Hezel, Francis X. *The New Shape of Old Island Cultures: A Half Century of Social Change in Micronesia*. University of Hawai’i Press, 2001.

Janke, Terri, and Livia Iacovino. "Keeping cultures alive: archives and Indigenous cultural and intellectual property rights." Archival Science 12, no. 2 (2012): 151-171.

Jeffery, Bill, Mike Perrin, and Kotaro Yamafune. "From small beginnings to a leading world industry: the connection of Micronesian underwater cultural heritage with its tuna fishing industry." *Journal of Maritime Archaeology* 18, no. 1 (2023): 23-46.

Kemp, Simon. 2021. Digital 2021: The Federated States of Micronesia. https://datareportal.com/reports/digital-2021-federated-states-of-micronesia accessed March 27, 2026.

Kim, Hee-Eun. "Changing climate, changing culture: adding the climate change dimension to the protection of intangible cultural heritage." International Journal of Cultural Property 18, no. 3 (2011): 259-290.

King, Thomas F. "Preservation and rescue: challenges and controversies in the protection of archaeological resources." *Journal of Field Archaeology* 7, no. 2 (1980): 245-257.

Krause, Elizabeth L. “The Looking Glass of Historic Preservation in Micronesia: A Reflection of Modernization and Changing Values.” *Human Organization* 51, no. 2 (1992): 197–201.

Krause, Stefan Michael. “The Production of Cultural Heritage Discourses: Political Economy and the Intersections of Public and Private Heritage in Yap State, Federated States of Micronesia.” Ph.D. dissertation University of South Florida (2016).

Mackintosh, Barry. *The National Historic Preservation Act and the National Park Service: A History*. History Division, National Park Service, Department of the Interior, 1986.

MacLeod, Ian D., Allison Selman, and Chris Selman. "Assessing the impact of typhoons on historic iron shipwrecks in Chuuk Lagoon through changes in the corrosion microenvironment." *Conservation and ManageMent of arChaeologiCal sites* 19, no. 4 (2017): 269-287.

Meredith, Ashley. 2018 An Ethnographic Evaluation, Inventory Assessment, and Research Design for Kosrae State. Kosrae State Historic Preservation Office. National Parks Service: San Francisco, CA.

Meredith, Ashley. 2017 An Ethnographic Evaluation, Inventory Assessment, and Research Design for Yap State. Yap State Historic Preservation Office. National Parks Service: San Francisco.

NPS (National Park Service). 2007 Historic Preservation Fund Grants Manual. Accessed online through National Park Service, Historic Preservation Fund Grants website, https://www.nps.gov/

subjects/historicpreservationfund/historic-preservation-fund-grant-manual.htm accessed May 15, 2025.

Parker, Patricia L., and Thomas F. King. 1990 Guidelines for Evaluating and Documenting Traditional Cultural Properties. National Register Bulletin 39. U.S. Department of the Interior, National Park Service. https://www.nrc.gov/docs/ML1301/ML13016A279.pdf accessed May 12, 2025.

Picart, Caroline Joan S., and Marlowe Fox. "Beyond Unbridled Optimism and Fear: Indigenous Peoples, Intellectual Property, Human Rights and the Globalisation of Traditional Knowledge and Expressions of Folklore: Part I." International Community Law Review 15, no. 3 (2013): 319-339.

Posey, Darrell Addison 1999 Introduction: Culture and Nature – The Inextricable Link (3-16) In Cultural and Spiritual Values of Biodiversity. Darrell Posey (ed.) United Nations Environment Programme. London: Intermediate Technology Publications.

Posey, D.A. and G. Dutfield. 1996. Beyond Intellectual Property. International Development Research Centre, Ottawa.

Poyer, Lin, Suzanne Falgout, and Laurence Marshall Carucci. *The typhoon of war: Micronesian experiences of the Pacific war*. University of Hawaii Press, 2000.

Puas, Gonzaga. *The Federated States of Micronesia's Engagement with the Outside World: Control, Self-Preservation and Continuity*, 1st ed., ANU Press, 2021.

Russell, Scott. Augustine Kohler, Peter L. Aten and Ashley Meredith. 2018. Chuuk State Historic Preservation Plan. 2018 – 2023 *(Updated & revised 5-year plan for historic preservation of the State.*

Salvatore, Cecilia Lizama, ed. Cultural Heritage Care and Management: Theory and Practice. Rowman & Littlefield, 2018.

Shoskey, Daniel, James Steely, Matthew Bandy, Thomas Gates, Matthew Seddon, Erin Salisbury, Scott Phillips, Norma Crumbley, Anna Mod, Franky Jackson, Darcee Killpack, Stephanie Butler, Kathleen Corbett, and Thomas Witt. 2009 National Historic Property Inventory Initiative. Building Capacity to Preserve and Protect our Cultural Heritage. Prepared by SWCA Environmental Consultants.

Smith, Anita. "World Heritage and outstanding universal value in the Pacific Islands." International Journal of Heritage Studies 21, no. 2 (2015): 177-190.

Tomonari-Tuggle, M.J. 2020 Phase I Inventory System Assessment for Kosrae State Historic Preservation Office. International Archaeological Research Institute, Inc

Tomonari-Tuggle, M.J. 2015 Past, Present, and Future: Heritage Preservation Planning for Yap State– A Preliminary Content Outline. International Archaeological Research Institute, Inc.

Tuan, Tran Huu, and Stale Navrud. 2008 "Capturing the benefits of preserving cultural heritage." Journal of Cultural Heritage 9 (3): 326-337.

UNICEF. UNICEF Data Micronesia (Federated States of). https://data.unicef.org/country/fsm/, accessed March 22, 2022.

U.S. Department of the Interior, National Park Service. *National Register Bulletin: Identifying, Evaluating, and Documenting Traditional Cultural Places*. Washington, D.C.: National Park Service, 2024. https://parkplanning.nps.gov/TCPBulletin, accessed March 1, 2026.

World Bank. 2017. Poverty Profile of the Federated States of Micronesia. https://www.fsmstatistics.fm/wp-content/uploads/2019/01/2013_FSM_Poverty_Profile.pdf, accessed March 23, 2022.

World Bank. 2017. Data, Individual using the Internet (% of population) – Micronesia, Fed. Sts. https://data.worldbank.org/indicator/IT.NET.USER.ZS?locations=FM, accessed March 22, 2022.

Zhiqin, Chen. "For Whom to Conserve Intangible Cultural Heritage." *Asian Ethnology* 74, no. 2 (2015).



Micronesia Seminar, Yap Catholic High School, Colonia, Yap.

Appendix B: Acronyms

COM-FSM – College of Micronesia – Federated States of Micronesia

Council of Pilung - COP

Council of Tamol - COT

CSHPO – Chuuk State Historic Preservation Office

EU – European Union

HPI – Historic Preservation Inventory

HPP – Historic Preservation Plan

ICH – Intangible Cultural Heritage

IMLS - Institute of Museum and Library Services

IPR – Intellectual Property Rights

KSHPO – Kosrae State Historic Preservation Office

NACH - Office of National Archives, Culture and Historic Preservation

NHPA – National Historic Preservation Act

NPS – National Park Service

PSHPO – Pohnpei State Historic Preservation Office

TCEs - Traditional cultural expressions

TTPI – Trust Territory of the Pacific Islands

TK - Traditional knowledge

UN – United Nations

US – United States

USA – United States of America

USDOI – United States Department of Interior

WIPO - World Intellectual Property Organization

YSHPO - Yap State Historic Preservation Office PO

Appendix C: Glossary

Cultural attribute: All aspects of local culture, tradition, arts, crafts, all social institutions, forms of expression, and modes of social interaction.

Geographic Information System: A framework created to collect, retain, process, examine, oversee, and display various forms of spatially referenced information.

Historic property: Sites, structures, buildings, objects, and areas of significance in local history, archeology, or culture.

Historical artifact: An object produced by human beings 30 or more years previously as defined by FSM law.

Intangible Cultural Heritage (ICH): The Convention for the Safeguarding of the Intangible Cultural Heritage defines ICH as the practices, representations, expressions, knowledge, skills – as well as the instruments, objects, artefacts and cultural spaces associated therewith – that communities, groups and, in some cases, individuals recognize as part of their cultural heritage. This intangible cultural heritage, transmitted from generation to generation, is constantly recreated by communities and groups in response to their environment, their interaction with nature and their history, and provides them with a sense of identity and continuity, thus promoting respect for cultural diversity and human creativity.

Intellectual Property Rights: According to the World Trade Organization (WTO), intellectual property rights are the rights given to persons over the creations of their minds. They usually give the creator an exclusive right over the use of his/her creation for a certain period of time. Intellectual Property Rights take a variety of forms and include copyrights, patents, trade secrets, and trademarks. This standard definition has been adopted to specific cultural settings including recognition of group rights.

National Park Service: The National Park Service (NPS) is the United States federal agency, under United States Department of the Interior, that oversees all national parks, numerous national monuments, and additional conservation and historical sites. The NPS manages various national preservation initiatives through National Historic Preservation Act and other Federal legislation.

National Register of Historic Places: The National Register of Historic Places serves as America's formal inventory of sites deemed significant for their historical, architectural, archaeological, engineering, and cultural value.

Property Eligibility Criteria for the National Register: The US Secretary of the Interior established the criteria for evaluating whether a property is eligible for listing on the National Register. For a property to be eligible for the Register it must be significant, be of a certain age (generally 50 years or older), and have integrity (retaining its historic look).

Offshore mineral deposits: ocean floor resources crucial for renewable power and innovation, holding cobalt, nickel, copper, and rare earth materials

Traditional Cultural Property: A classification used by the National Register of Historic Places that recognizes that a site may have traditional cultural significance because of its association with cultural practices or beliefs of a living community that (a) are rooted in that community's history, and (b) are important in maintaining the continuing cultural identity of the community.

Trust Territory of the Pacific Islands: A United Nations trusteeship administered by the United States from 1947 to 1994, covering Micronesian islands including the contemporary Federated States of Micronesia.

Appendix D: Photo Credits

All Photographs by Ashely Meredith, FSM NACH, unless otherwise noted.

Title Page Upper Left Corner - Yap Living History Museum in Colonia, Yap, Stefan Krause.

Page 19 - Diver navigating a wreck in Chuuk Lagoon, Liquid Soul.

Page 30 - Micronesia Seminar, Yap Catholic High School, Colonia, Yap, Stefan Krause.

