

PROGRAM PLAN AND JUSTIFICATION (1974)

DEPARTMENT OF AGRICULTURE

DIVISION OR BRANCH Fish & Wildlife

PROGRAM TITLE:

DEVELOPMENT OF THE BOLANOS CONSERVATION RESERVE AREA

(See schematic attached)

OBJECTIVE: To develop this 4,000 acre reserve as rapidly as possible into a combination wildlife and general outdoor recreation area for the general public, complete with an artificial lake for water recreation, camping sites and areas, trails with overnight lean-to sleeping shelters with concrete fireplaces, archery ranges, reforestation, firebreaks, wildlife marshes, fishing ponds, nature interpretive trails and exhibits, grass ski slopes, picnic areas and fencing from livestock. The area is to be kept "forever wild" in the sense that motorized vehicles will be excluded. Travel within the area will be by foot, horse or carabao. Access to the area initially will be by aerial cable car or gondola type 4 passenger carriers. Hunting areas will be designated and the bulk of the needed interior construction will be confined to a central area.

DESCRIPTION:

The tract is semi-wilderness with no habitation, composed of rolling highly erodable hills and mountains, containing a broad mixture of savanna and jungle vegetation in the heart of Guam's mountainous area. The area contains parts of Mt. Jumullong-Manglo and Mt. Finosantos and the major upland portions of Mts. Bolanos, Schroeder and Sasalaquan. (See the atchd map for location.)

Approximately 15 streams arise in the area, some suitable for development for lakes, reservoirs and water recreation.

The area contains the last remaining stronghold of Guam's big game species of Guam Deer and the wild pig which together with the Black Francolin and the Philippine Turtle Dove make up the bulk of the huntable species present. Wild Carabao also present a stirring sight.

BASIS FOR INVOLVEMENT:

By law, the Department of Agriculture and its Division of Fish & Wildlife are charged with the responsibility of the wise use and management of Guam's wildlife and land resources, providing their best use for the benefit of the most people. The Bolanos Cons. Area program was initially started with the 1970-1975 Agricultural Five Year Plan and was implemented with a boundary survey in 1972.

RELATIONSHIP WITH OTHER PROGRAMS:

The development of this multiple-use outdoor recreation area is well within the established guidelines of service of the Dept. of Agriculture and the Government. Guam does not have any multiple-use areas. There are very few hunting areas in government hands. Most them are in inaccessible military areas.

BASIS OF EVALUATION:

Burgeoning population growth with its concomitant demands for recreation behooves the Government of Guam and its charged agent, the Department of Agriculture, to provide areas of suitable recreation as more leisure time becomes available to its people.

We must plan ahead to provide for the needs of the people. More and more open spaces and wildlife habitats are disappearing under buildings and other forms of concrete. More and more restrictions are being imposed on private as well as military lands. Our seashores provide limited recreation and it is time to look inland for broader recreational outlets.

FINANCING:

The program was presented to the PARADISE PLAN REVISION TASK FORCE with the recommendation that it be given a #1 PRIORITY for 1974 with the deferment of lesser projects to provide initial money for the planning and survey expenses for both the needed access road and the lift line.

It was suggested that a short dead end Scenic Route, traversing the same area to the base of Mt. Schroeder at the exact point of the lift base be given #1 priority and be shifted to 1974 or 1975. This would obviate budgeting by our Department. This route has already been planned for in association with the As-Palai suburban development in Umatac, together with a recreation area. By shifting priorities and re-scheduling, we would shortened the time gap on the Bolanos area development.

Federal funding either through the Bureau of Outdoor Recreation, Open Space Program, the Land and Water Conservation Fund Act of 1965 with possible help from Guam's Tourist Fund will have to be found. The Pittman-Robertson Wildlife Restoration Act may be help too. Most of these funds are on a 50:50 basis.

It is proposed that all moneys garnered by fares on the aerial lift be deposited in the Division of Fish & Wildlife Conservation Fund and not be put in the General Fund of the Government of Guam, with the understanding that this fund be used as a revolving fund for financing further yearly development needed on Rolanos and other similar areas as yet undeveloped.

Further, it is recommended that the Fund be used as a matching fund to secure additional Federal grants as needed. This method of funding would obviate the yearly necessity of budgeting money from the General Fund and thereby saving a drain on this fund.

With a suggested fee* of \$2-3 dollars/round trip and pro-rated fares for families, it is estimated that a gross of $\frac{1}{4}$ to $\frac{1}{2}$ million dollars would be available for further development should the lift be completed by the end of 1974.

Guam's Economic Research Center estimates that visitors spent \$50 millions here in 1972, will spend \$90 millions in 1973, will rise to \$180 millions in 1975 and will reach \$280 millions by 1977, with an anticipated 375,000 visitors during that year. We now have 150,000 visitors plus about 80,000 residents.

This means that the aerial lift revenues would rise with the influx of visitors and the future developments on the Bolanos area. Only the people would benefit from this program. The money would stay on the island to work for the island people. This program is basically a bootstrap operation, allowing the government and its people to work for themselves, once the initial funding problems and priorities are overcome. The gap between investment and amortization is very short.

There is no accurate estimate of the cost of the aerial lift. The access road according to a Public Highway's estimate would cost about \$250,000. Japanese lift experts when they come on island can give us a realistic construction figure.

There is no estimate of what the total Rolanos development costs would be. Each major project will have to be planned and budgeted as moneys become available from fares and funding. The total cost depends on the scope and magnitude of the number of projects developed.

This budget only includes minimal funds needed for initial planning and surveys on the road and the lift. After 1973 realistic budget costs will be on hand.

* There could be any number of combinations for fees, even interior use fees on special features if any. There could be a visitor or tourist fee higher than an islander fee. This might be construed as discrimination but in order to encourage residential use, fees for residents and families would have to be scaled down, particularly for families. Perhaps \$1.50 for family groups.

ACCESS ROAD VS AERIAL LIFT:

Access routes from all approaches to the Rolanos area were investigated thoroughly and analyzed from a cost basis of construction, the amount of private lands to be secured for rights-of-way and annual maintenance costs, once the road was built.

It should be understood that the Rolanos area is essentially roadless and only accessible by crude Jeep trails through highly erodable and at times very difficult terrain. The shortest and most economical route through the Dandan-Atate savanna was about 5 miles, the cost of which would be well over \$1 million dollars plus the necessary rights-of-way costs. Surveying, litigation, arriving at a fair landowner price plus construction time would take 4-5 years. We can't afford the delay of this time.

If constructed, the road would have to a toll free road, open to all. It would serve to benefit only a handful of speculative landowners on its route. If constructed on the philosophy "of opening up the interior of the island for agriculture", it could not be justified, for the lands traversed by such a road are very marginal and highly erodable. It would be ill-advised to spend the money.

On the other hand, the advantages of an aerial lift are tremendous. It would cost considerably less, would be self-perpetuating for future funding once the initial funding was overcome, would afford tight control over the interior's physical structures, would afford easier control over illegal poaching activities, would be constructed wholly on Government lands (another saving) and would provide a recreational outlet for the island's burgeoning tourist industry. It would be a major attractant for off-island travellers.

The lift would be a boon not only to the island people in general but to those living in the Umatac environs. Business enterprises barring zoning would be limitless, if the community wished to go in that direction. The government could obtain additional funds for the General Fund by allowing restaurant-motel concessions, adjoining the parking lot and the lift base.

Footnote:

The ramification of this program are many. Undoubtedly, this project is vital to the needs of the people, more so than 95% of the planned projects already in the PARADISE PLAN. It deserves immediate attention and a high priority for completion.

The program deserves to be pushed by any and all means including political.

PHASES:

Phase I - 1974	Survey & plans for access road, Umatac	\$20,000.00
	Survey & plans for Aerial Cable lift	30,000.00
Phase II - 1975	Construction of the Aerial Cable Lift	\$300,000.00±
Phase III - 1976	Construction of Access Road, Umatac	\$250,000.00±
	Interior area construction, clearing	\$100,000.00 min.
	Design & planning	30,000.00
Phase IV - 1977	Construction phases of designated projects	7

All of the above are merely estimates without foundation.

BOLANOS CONSERVATION RESERVE AREA

PROPOSAL

It is proposed that the Bolanos Conservation Reserve Area, some 4,000 contiguous acres, be developed into a multiple recreation park area complete with an aerial cable car or gondola type lift as general access; together with facilities for hunting, fishing, camping, hiking, grass skiing, overnight sleeping lean-to shelters on trails, carabao and horses for transportation in the interior, field archery ranges of beginning and championship character, council fire type lecture amphitheatre, nature interpretation center building suitable for classroom and scientific research on the area with limited sleeping and living quarters, reforestation of suitable pioneer jungle and savanna areas, firebreaks, possible ethnic group villages, posting, construction of a major lake for water recreation, picnicking areas, a general headquarters building with limited food supplies including foods suitable for trail and camping use. The possibilities for development are not limited to the above.

OBJECTIVE

The objective is to provide a major recreation center suitable to the needs of the island and the times as well as to bolster the economies of Guam by providing limited job opportunities, access to a government hunting area for the sportsmen (none available at present). and to encourage tourist participation in the recreational facilities.

The area is one of the last remaining wilderness strongholds. Construction would be limited to one central area with no motor driven vehicles allowed on the area. Main travel would be by walking or by horse and carabao - even the latter may not be suitable due to the highly erodable character of the trails in the mountains as well as their costly maintenance.

FUNDING

There are many suitable Federally sponsored funds available on a 50:50 ratio of participation and one fund, the Pittman-Robertson Wildlife Act, which goes as high as 75% Federal funding with 25% by GovGuam.

Initial funding is needed to build the aerial lift. It is proposed that moneys garnered from the lift at about \$2.50 to \$3.00 per round trip be channelled to a Conservation Fund (which the Div. of Fish & Wildlife already has) so that these funds become a revolving fund. In other words, the aerial lift money would not go into the General Fund and its use would be restricted to the development of the Bolanos Cons. Reserve and other similar areas on the island. This fund could then be used as a matching GovGuam Fund against Federally sanctioned funds on a 50:50 basis.

There would be no need for separate yearly budgetting in GovGuam's annual budget. Development, after the initial GovGuam budgetting, would

wholly paid for and budgetted out of the aerial lift money. It expected that about 200,000 visitors in 1973 plus 60,000 island residents would use the lift, just for the ride and the scenic views.

Projecte tourist and visitor expenditures on the island in 1973 will be about \$90 million dollars, going as high as \$180 millions by 1975 when some 300,000 visitors are expected on island.

It is anticipated that a minimum of \$250,000 ($\frac{1}{4}$ of a million) dollars will be available for use the first year after the lift is constructed. This of course would pyramid in later years.

CONSTRUCTION

The immediate need for the development of this area is the lift, together with an access road to the lift area, complete with a parking area.

This road would be within $\frac{1}{4}$ mile of the Umatac Overlook at the bay, at the base of Mt. Schroeder. This road would have to be macadamized and at least two lanes. Cost of the road should be about \$120,000 dollars.

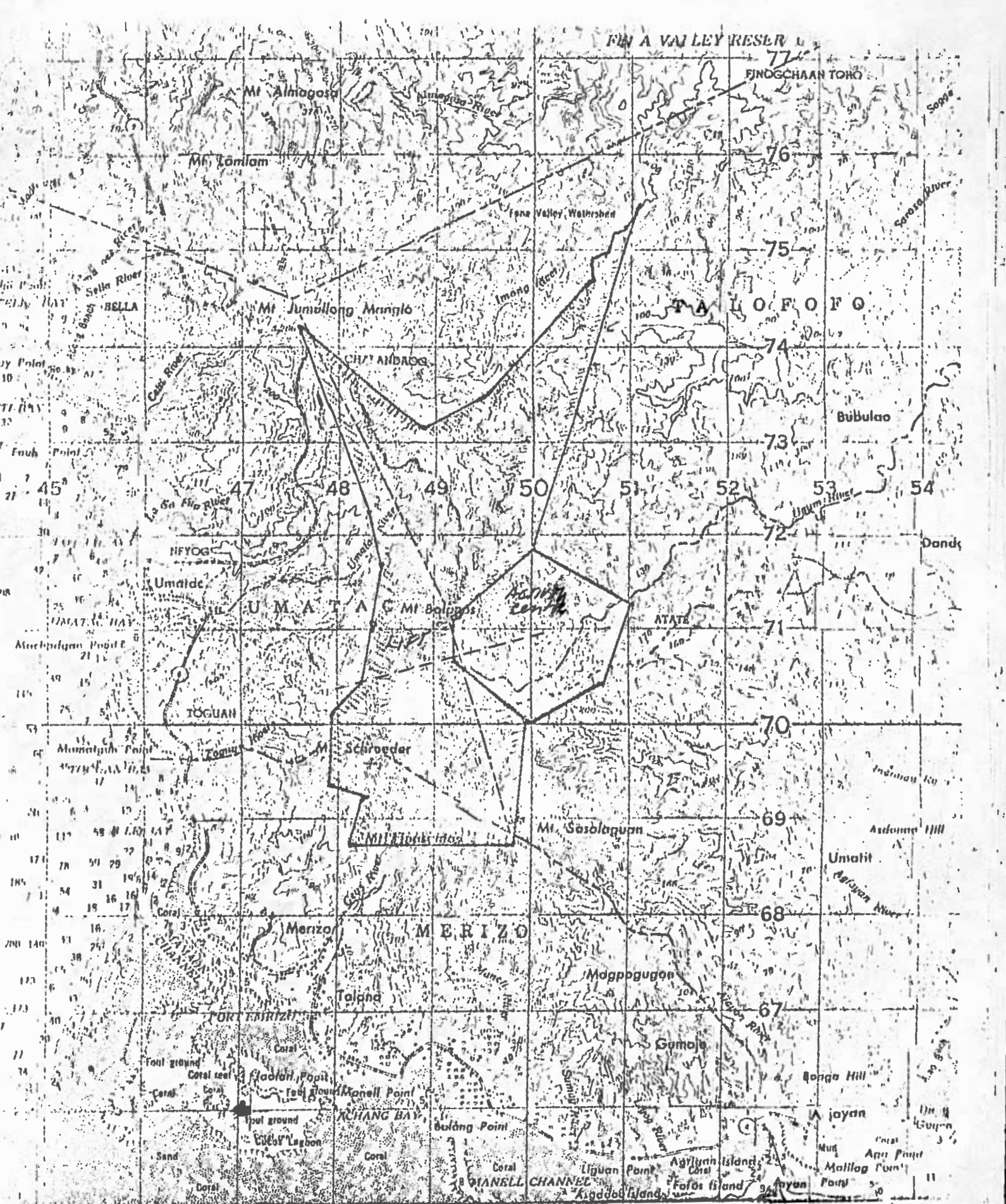
Cost of the lift is unknown but it is recommended that \$280,000 dollars be budgetted for its construction the first year. This may be enough, be too much but it would be a start.

It is hoped that Japanese aerial lift construction representatives will soon come to island to give us a realistic budgetary figure to work with.

PRIORITY

A self-perpetuating dollar-wise project such as this, together with its multiple beneficial needs which serve over 200,000 people deserves #1 TOP BILLING.

NICK DRAWOS
Wildlife Biologist III.
Div. Fish & Wildlife



TARZAN FALLS

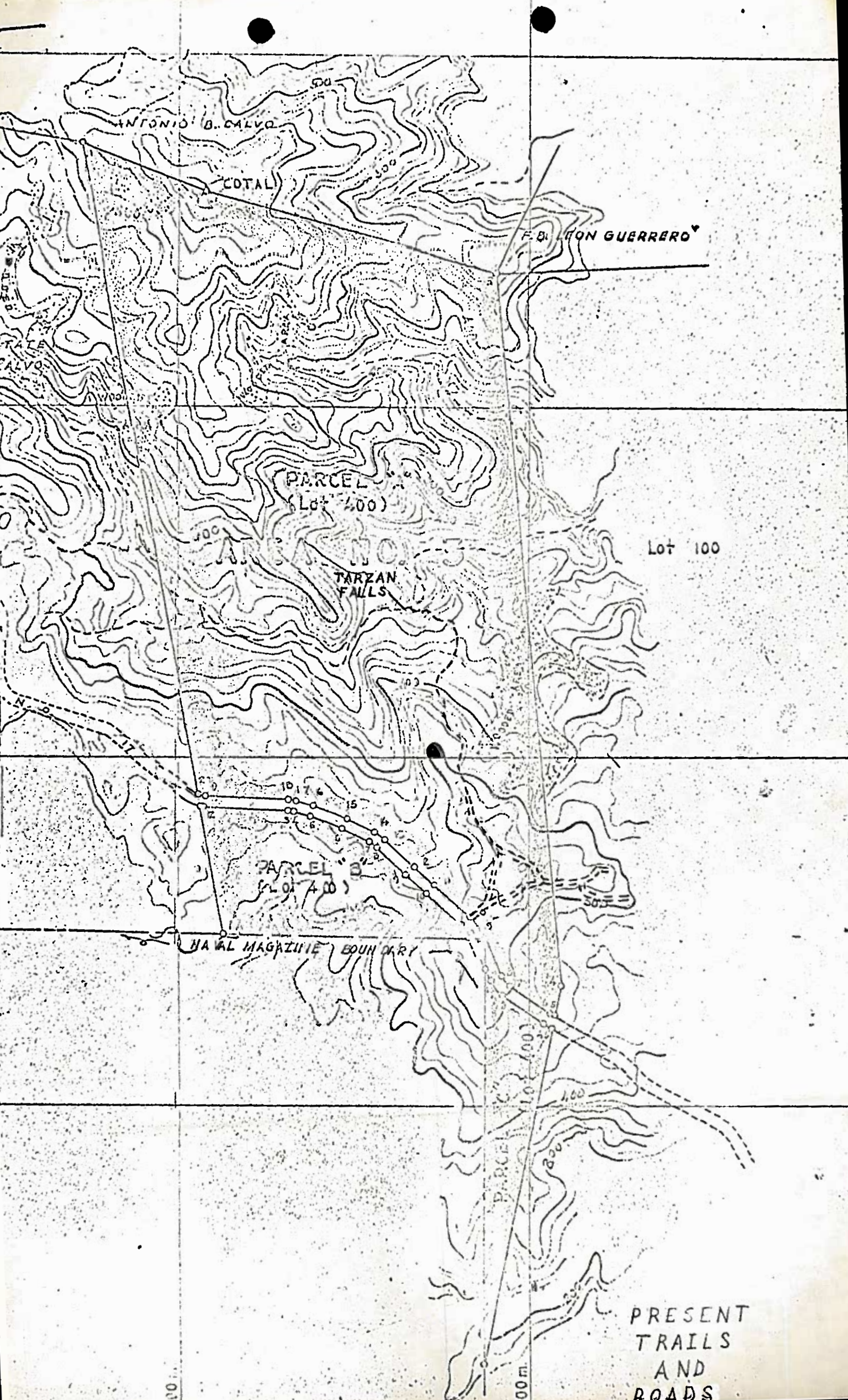
There is an immediate need for the tourists and residents of Guam to have a spectacular and photographic waterfalls in a natural setting accessible to the public. Current plans call for land acquisition of Talofofo Falls and then development. Even though this project is valid, it will undoubtedly not open up to the public as a quality development for a minimum of two years.

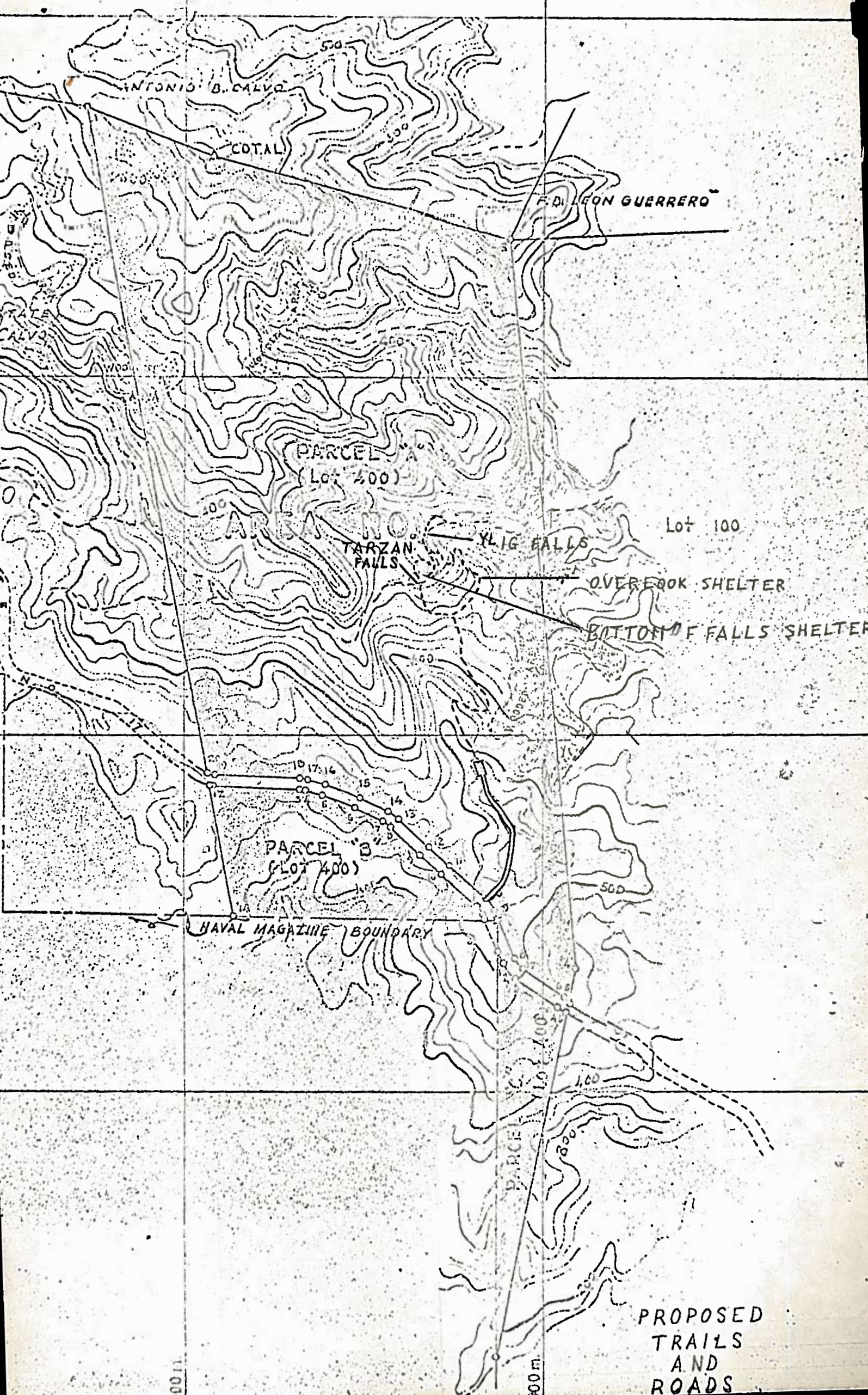
On the other hand, Tarzan Falls is located on a Government of Guam conservation reserve astride Route 17 approximately $3/4$ mile from the highway and only $1/4$ mile from the parking area. Thus there will be no problems with land ownership and the visitors will only have a short distance to walk to the falls.

The immediate development would be sufficient to adequately open the area up to the public and would take a relatively short time to complete. Basic development would be high quality and designed to blend with the natural surroundings. This would consist of improving the entrance road with a gate, grading, road drainage and spreading gravel. The parking lot would also be graded, drawing provided, gravel spread and automobile barriers installed. Trails would be either improved or relocated. Limited new trails would be built. Shelters made of a local design would be constructed of wood that has been treated with a preservative at the falls overlook and at the bottom of the falls. Rustic signs would be placed to guide the visitor. And finally, certain areas that are subject to erosion would be planted to native trees, shrubs and grasses in a project of revegetation.

As envisioned such a project would be developed through a joint development and maintenance agreement with the Department of Agriculture. The Department of Agriculture being responsible for the revegetation and the Department of Commerce being responsible for the physical developments and trail layout in addition to maintenance approximately twice weekly consisting of trail maintenance and litter removal.

Later stages in the development would consist of extending the trails to Ylig Falls—a short distance downstream from Tarzan Falls, picnic facilities installation scatter at ideal locations around the area and latte stone preservation and interpretation. But the basic facilities should be constructed as soon as practicable to open up a tourist attraction. See attached maps.







57.59 m
53.69 m
53.70 m
53.71 m

PACIFIC

WATER

LOWER

LOW

BAY

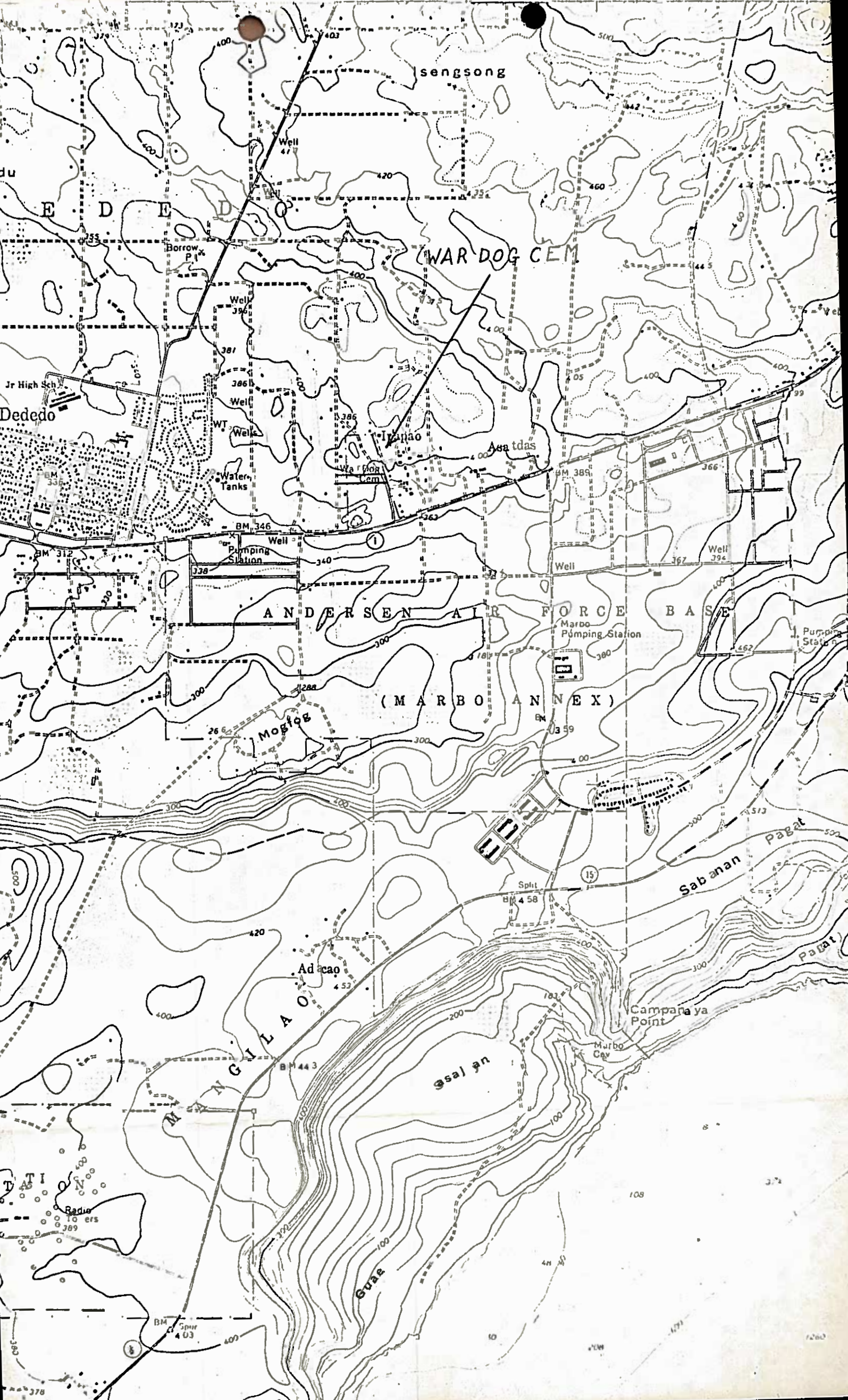
RECREA
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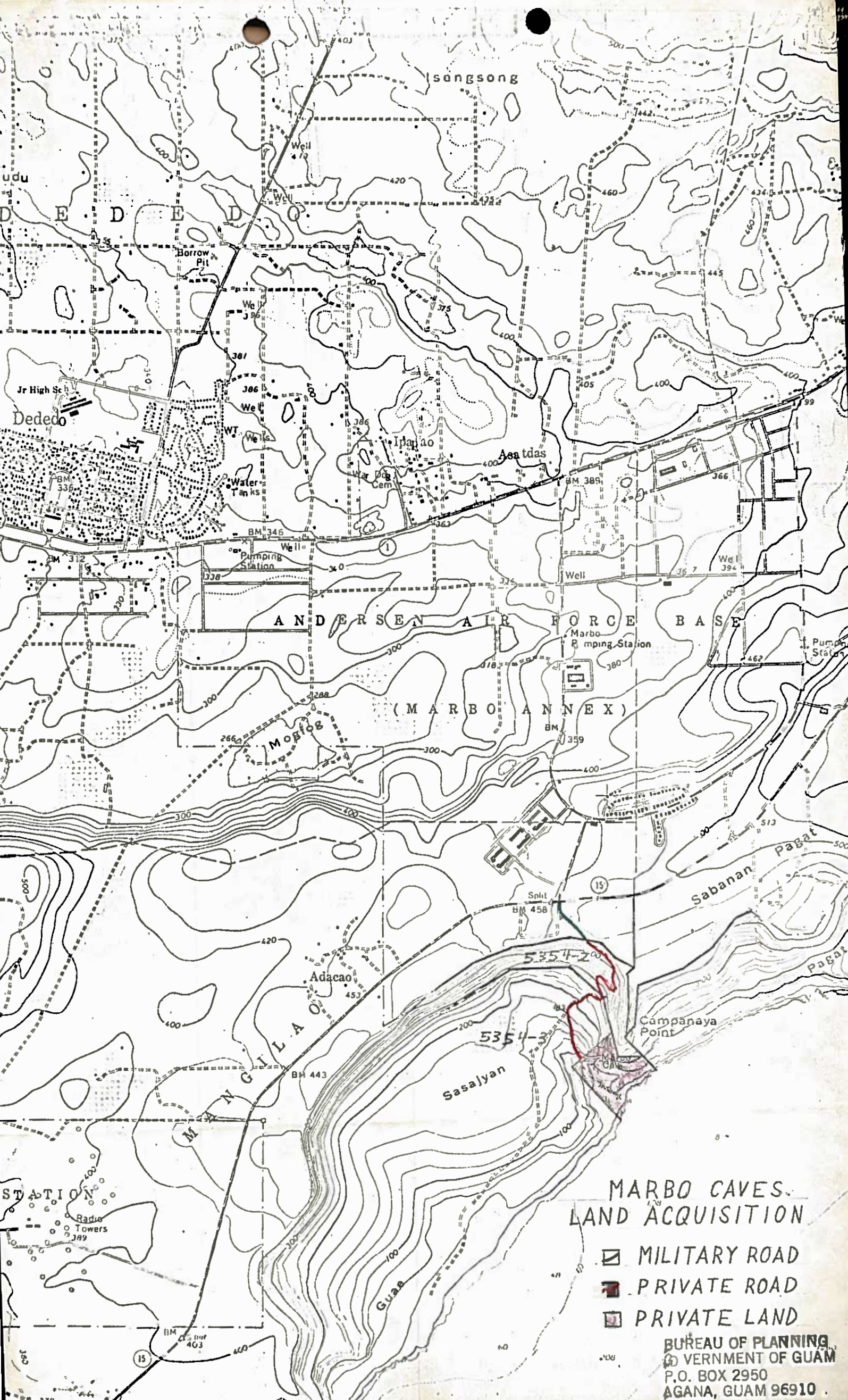
Sirena Beach

Matapang Beach

TUNO

Matapang Beach and Sirena Beach

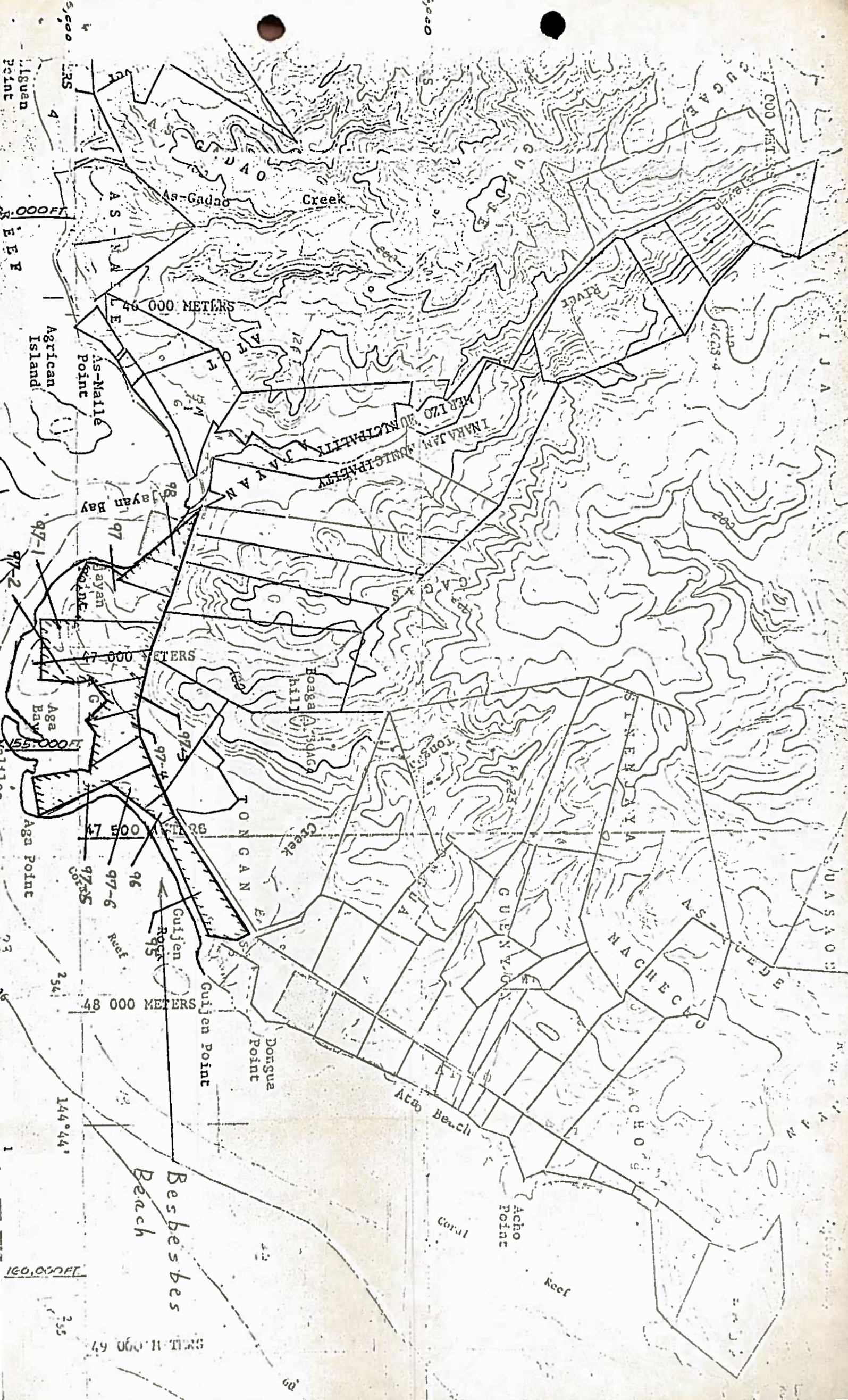




MARBO CAVES LAND ACQUISITION

- MILITARY ROAD
- PRIVATE ROAD
- PRIVATE LAND

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