

PUBLIC BRIEFING BOOK I TANO'-TA
THE LAND USE PLAN FOR GUAM
I PLANO INISAN TANO' PARA GUAHAN

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Territorial Planning Council

October 1991

PUBLIC BRIEFING BOOK





TABLE OF CONTENTS

Introduction	1
Existing Land Use	6
Physical Constraints	8
Historic/Archaeological Sites	10
Environmentally Significant Lands	12
Environmentally Significant Waters	14
Public Facilities	16
Public Services	18
Traffic Circulation	20
Proposed Projects	22
Village Meeting Schedule	23

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Chairman
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Executive Secretary
 The Honorable Frank Santos
21st Guam Legislature
 The Honorable Gordon Mailloux
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Member at Large



JOSEPH F. ADA
Governor



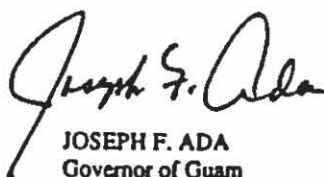
FRANK F. BLAS
Lieutenant Governor

A MESSAGE FROM THE GOVERNOR & LIEUTENANT GOVERNOR

The Land Use Plan will be our guide as to how, when and where we should grow and develop into the 21st century. In order to make these critical decisions, we must have consensus; and to reach consensus on how to best use our precious, but limited land and water resources, we need your input and involvement.

We cannot emphasize enough the importance of public awareness and participation in the decision-making processes regarding land use, development and other relevant issues.

We encourage all residents of Guam to take an active interest in matters that affect our Territory, its resources, and its people.


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I TANO'-TA'

**The Land Use Plan
for Guam**

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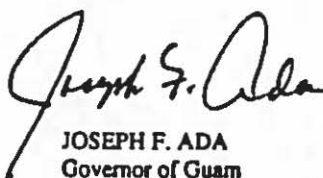
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Why Do We Need A Plan?

The most important factor determining the quality of our environment is the use we make of our land and water resources. The Twentieth Guam Legislature and Governor Joseph Ada recognized this fact in the adoption of Public Law 20-147 to establish the process for comprehensive development planning in the Territory. The law recognizes :

"That the Territory of Guam, since the early 1960's, has experienced population, economic and physical growth rates that are among the highest in the region; that the territory and her people have benefitted greatly from all levels of socio-economic and physical development ...but that the people of Guam ...wish to sustain and encourage the development of the Territory in a manner which fosters greater economic opportunities and stability for Guam without adversely affecting the cultural , environmental , social and natural resources unique to the island; that without careful study of the types and scale of socio-economic development anticipated for Guam and her residents , there will continue to be an absence of foresight, direction and guidance present in the current and future stages of development needed by the Territory to sustain the desired standards and quality of living for its people; that to fully enjoy the benefits that can and would be derived from Guam's limited human and natural resources, development in the Territory must be guided by a Comprehensive Development Plan that reflects the desires and aspirations of all who are guided by it..."

Purpose

The purpose of the Comprehensive Development Plan is to provide long-range guidance for the physical, economic, and social development of the Territory. The Plan for Guam is intended to manage growth in a manner which reflects the need for expansion in all social and economic sectors but also recognizes that unplanned growth would have a significant negative impact on the well-being of the people of Guam.

The mandate for the development planning process embodied in Public Law 20-147 is intended to guide the actions of the government in order to achieve the following goals and objectives:

- Upgrade the quality of life for Guam's people.
- Create conditions and opportunities whereby people fully participate and benefit at every level of social and economic activity.
- Maintain balance and equity between development and the environment in order to preserve the unique culture, traditions, and beauty of the island.
- Optimize the use of resources to meet present and future infrastructure and superstructure requirements of the people of the Territory.
- Develop and maintain infrastructure capacity at a level that could sustain future population, socio-economic, and physical growth.

The Land Use Plan For The Year 2015

The Land Use Plan is an integral part of the broader "comprehensive development planning" process. While the Comprehensive Development Plan will define future development in terms of all determinants of growth and change (economic, social and physical) the Land Use Plan will focus on the physical interpretation of these elements within the island. It is primarily concerned with the arrangement and types of land uses, their impact upon the environment and relation to community development.

However, the government can only do so much to prepare a plan that will attempt to fulfill the aspirations of the people of Guam. The Territorial Planning Council (TPC) wishes to draw input, participation and expertise from the community in the effort to establish the blueprint for growth on Guam into the 21st century.

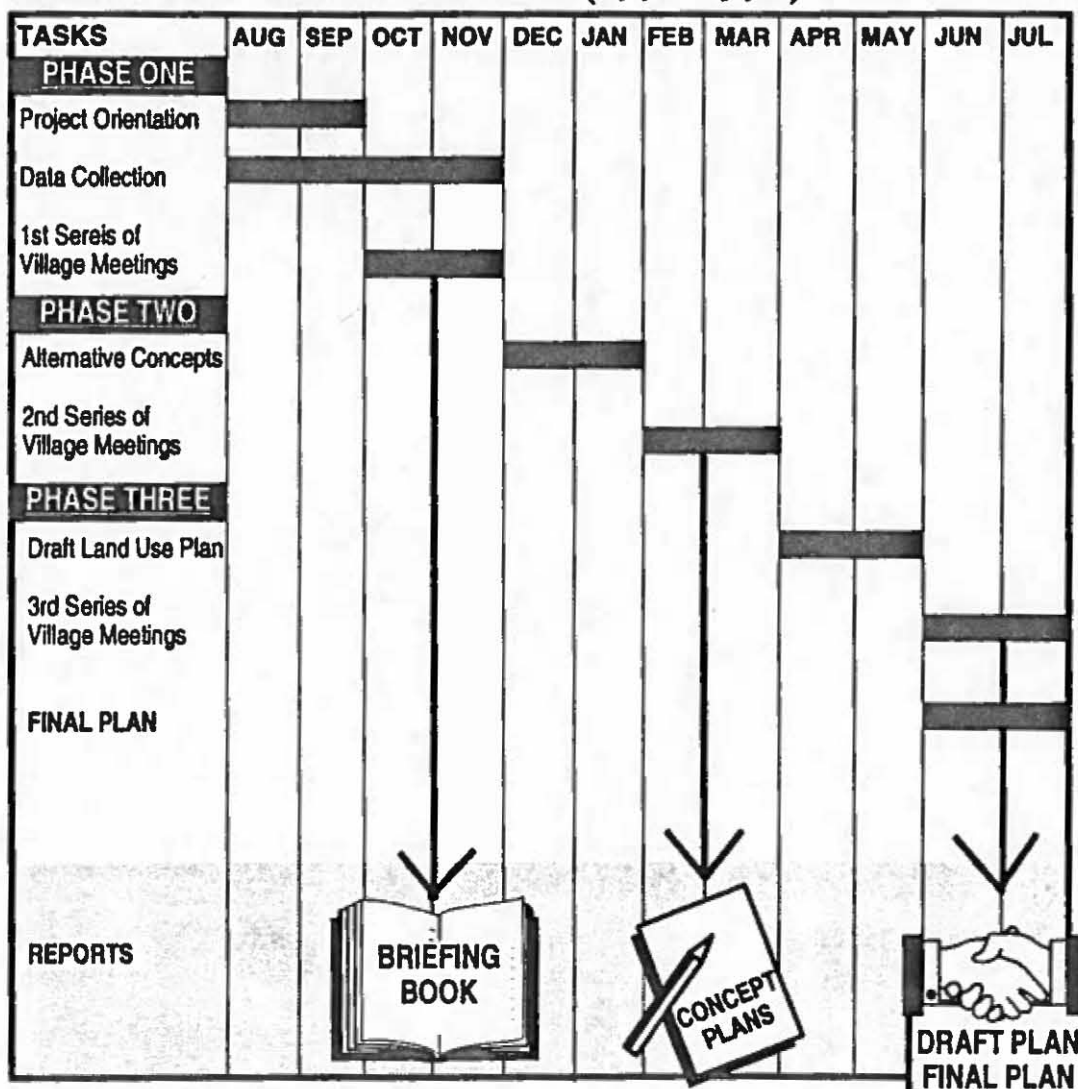
The Territorial Planning Council and their consultants will be analyzing data in the areas of land use, transportation, public facilities (schools, health care, public safety, recreation, etc.), public services (water, sewer, solid waste, etc.), historical and archaeological sites, physical constraints (steep slopes, flood hazards and seismic hazards) and environmental conditions. At key points throughout the process, the Territorial Planning Council will present their findings to the public for their information, review and input. The Land Use Plan will provide the basis upon which existing land development regulations (including zoning, subdivision, etc.) will be revised and new regulations prepared.

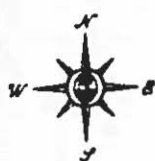
The existing conditions on the island described in the following discussions and graphics will form the starting point upon which the Land Use Plan 2015 will be based.

What We Need From You

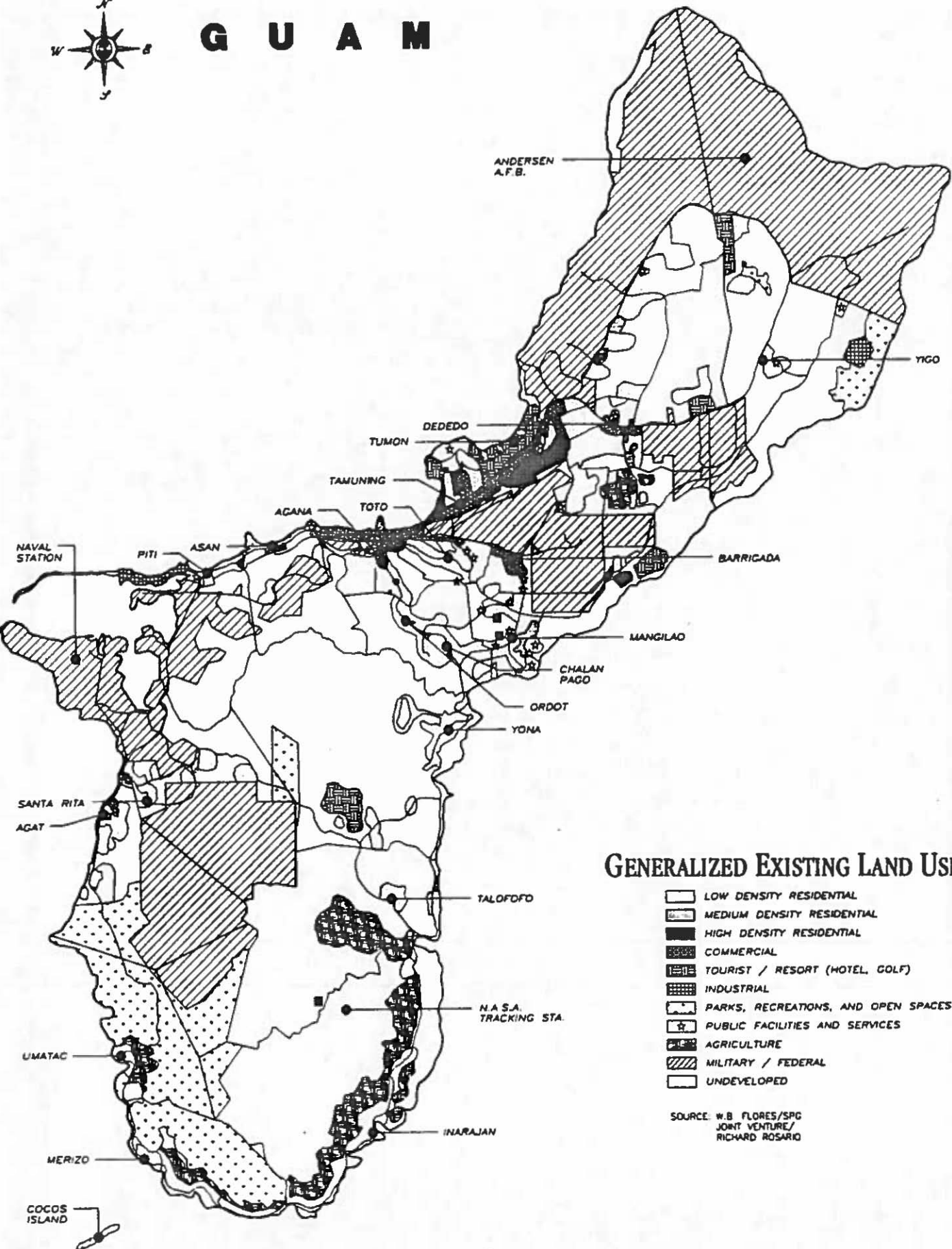
We want to know what problems you think are the most critical and must be addressed now. We also want to know your thoughts as to how you believe the quality of life on Guam can be improved. It is the intent of the Territorial Planning Council to reach out into the community and find out what the people want and need prior to developing a plan. Our ability to prepare a plan for our future depends on your input!

Guam Land Use Plan Schedule (1991-1992)





G U A M



EXISTING LAND USE

Guam is experiencing an unprecedented economic and population boom. Between 1960 and 1990, the resident population doubled from 67,000 to over 133,000. The island swelled with U.S. military personnel and their dependents along with Japanese tourists drawn by the warm tropical waters and new resort developments. Demand for workers in the construction and service industries quickly outpaced the local labor supply and many off-island workers came to Guam creating even more demand for housing and commercial support services. The rapid build-up placed increasing burdens on the Territory's infrastructure systems, including roads, potable water, and sanitary sewer. As the pace of development activity increased, it began to spread out away from the more developed urban areas into rural areas.

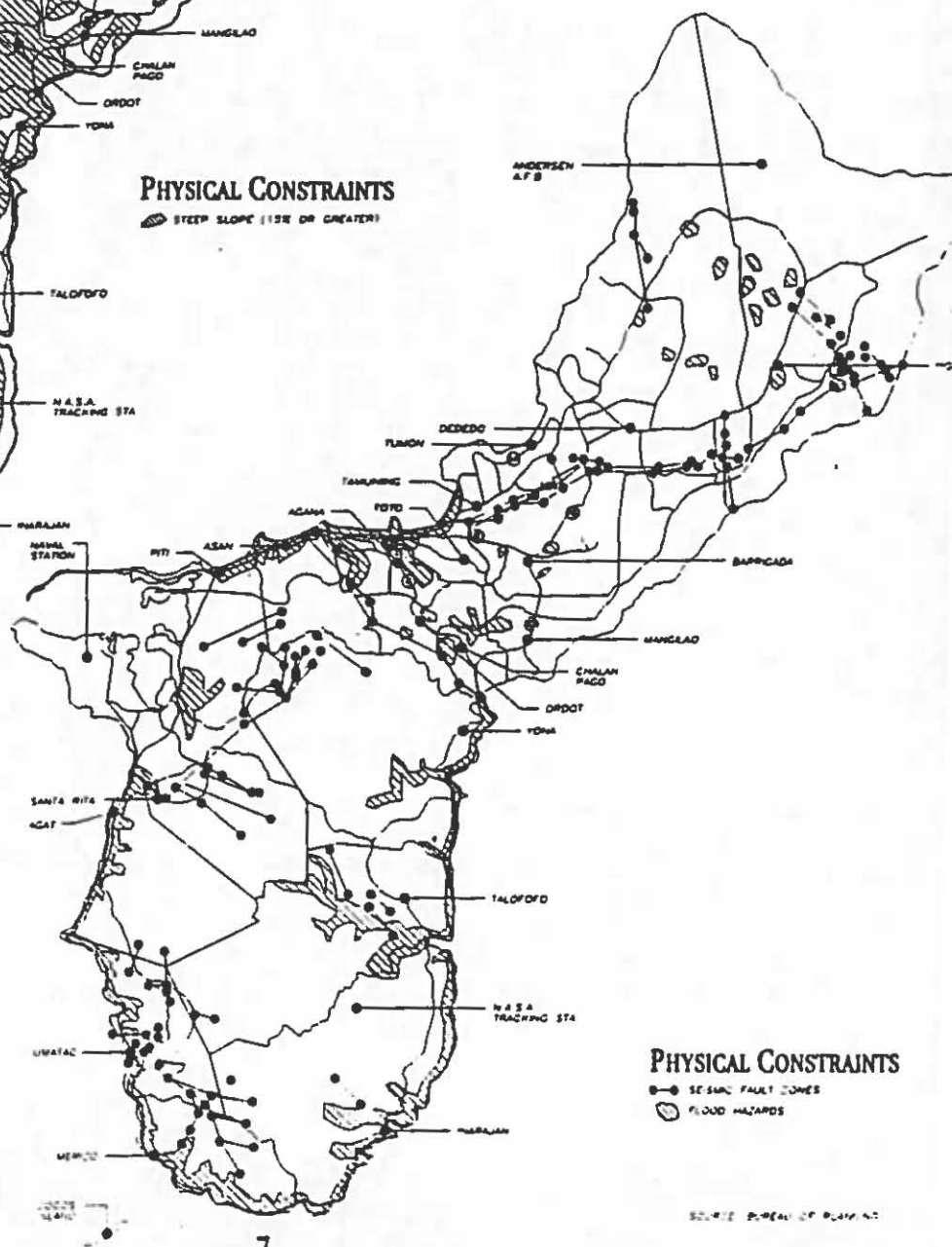
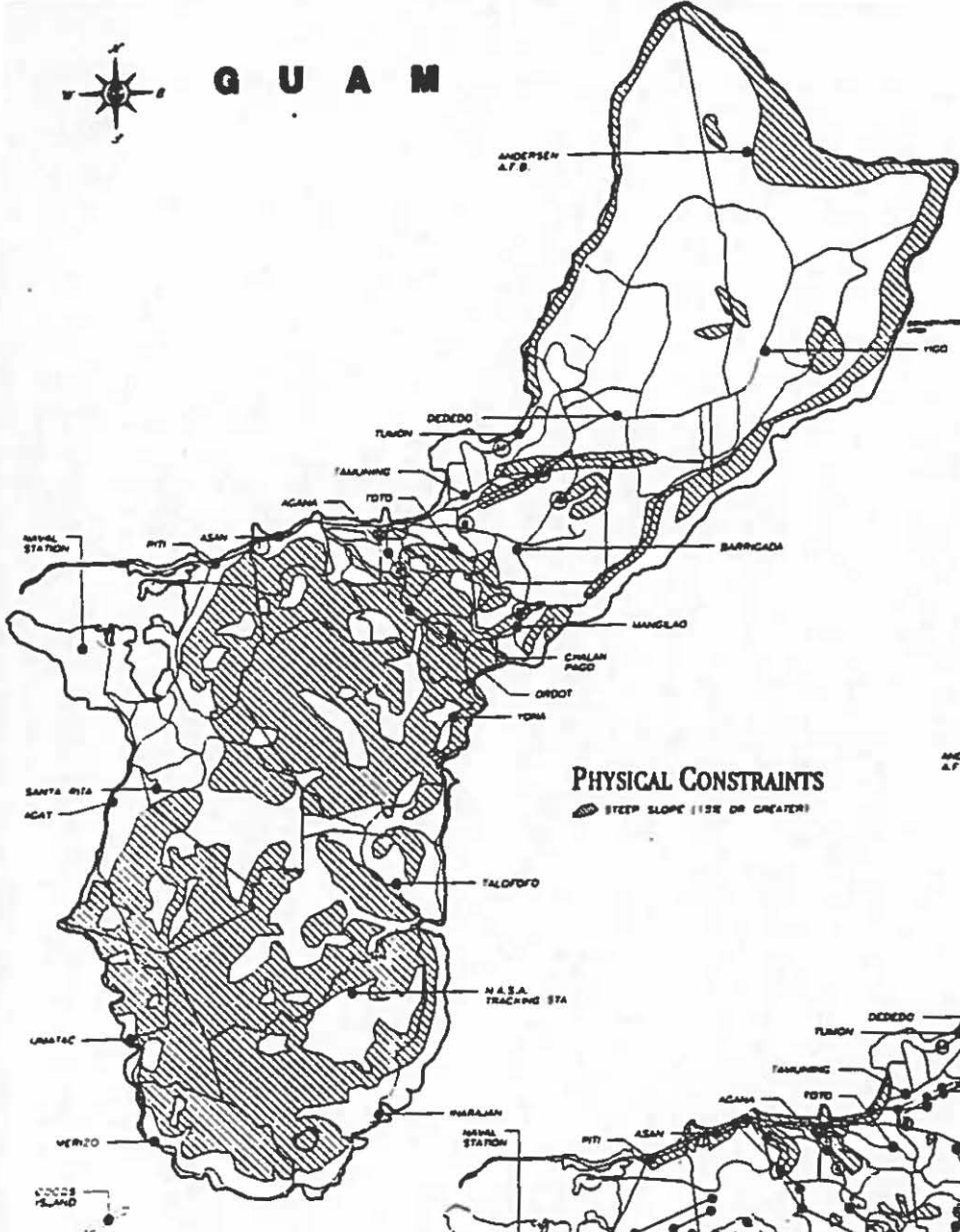
Today there are more than 5,000 existing hotel rooms on-island and another 10,000 rooms have already received government approval but are still under construction. In addition, almost 10,000 condominium units have been approved and another 2,000 units are pending government action.

Guam consists of approximately 212 square miles, most of which, as shown on the map, still remains undeveloped. Most of the island's residents live in the northern portion of the island, in villages such as Dededo, an area of the largest, most recent residential growth. About 30% of Guam's residents live in the central portion of the island, in and around Agana. Most of the tourist oriented development is also located in the center of the island, concentrated along Tumon Bay, Agana Bay and Tamuning. The smallest area of population is in the southern portion of Guam, where due to rough terrain, the villages remain small and relatively undeveloped. The southern villages retain a slower-paced, traditional island lifestyle and architecture, while the central and northern portions of the island are developing a more westernized, urban flavor.

The Federal government controls approximately one-third of the island as military reservations. The major military installations include Anderson Air Force Base, Naval Air Station, Agana and the Naval Station located mid-island.



GUAM



PHYSICAL CONSTRAINTS

Physical development considerations in Guam are comprised of three major factors - steep slopes, flood hazard areas, and seismic fault zones.

Steeply sloped hillsides are areas susceptible to geologic instability and high rates of erosion. Construction on hillsides often removes natural vegetative cover which promotes erosion and degrades visual appearance and downstream water quality. Poorly planned development in these areas can lead to increased stormwater runoff and downstream flooding hazards and landslides as the thin easily erodeable soils on hillsides become unstable and "slump" due to the weight of building foundations. In addition, providing and maintaining public roads, potable water and sanitary sewer facilities to these areas is significantly more expensive due to topography.

Almost one-half of the total island has slopes in excess of 15 percent. This type of terrain is most prevalent in the coastal and southern inland areas of the island.

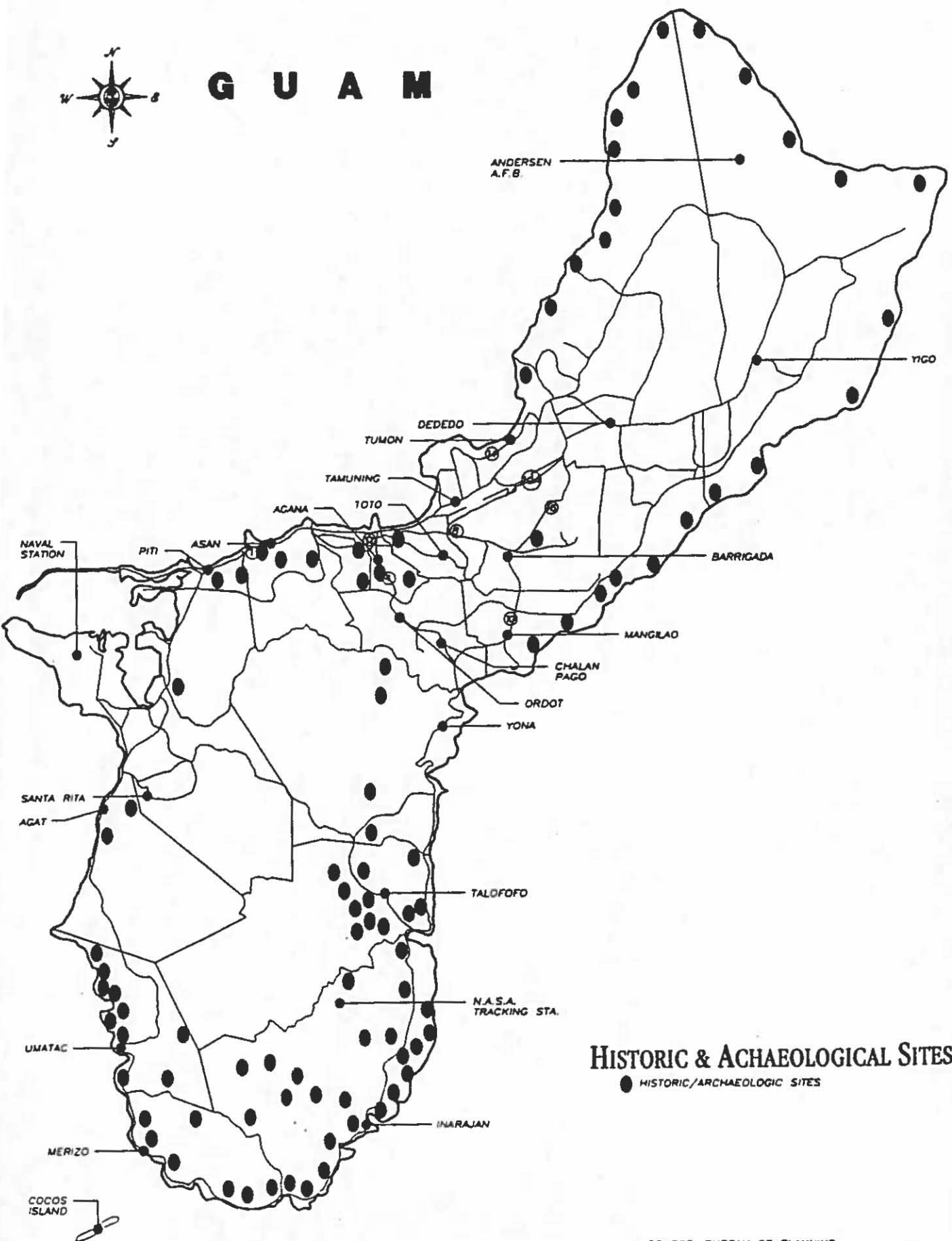
Flood hazard areas are low-lying areas subject to overflow from drainageways during periods of persistent rainfall. Most flooding is associated with intensive rainfall in the inland valleys and coastal areas. Although many coastal areas are also vulnerable to flooding from major storm surges and typhoons. In many cases these areas are desirable for intensive development or have already experienced development due to their relatively flat terrain. However, this type of land use only exacerbates flooding problems and property damage that ultimately require additional flood protection measures at significant public expense.

Careful management of these areas can prevent damage and maintain their value for low intensity activities, scenic resources, open space, and agricultural opportunities.

Guam is at substantial risk from earthquake hazards. Seismic fault zones are areas of the island's geologic strata which are particularly sensitive to movement during earthquakes. The most intense seismic activity occurs in the vicinity of these fault zones. These areas are potentially hazardous to development located in close proximity due to ground shaking. Development located on hillsides and areas of loosely compacted soils or man-made fills, especially along the waterfront, are also susceptible to damage from earthquakes.



GUAM

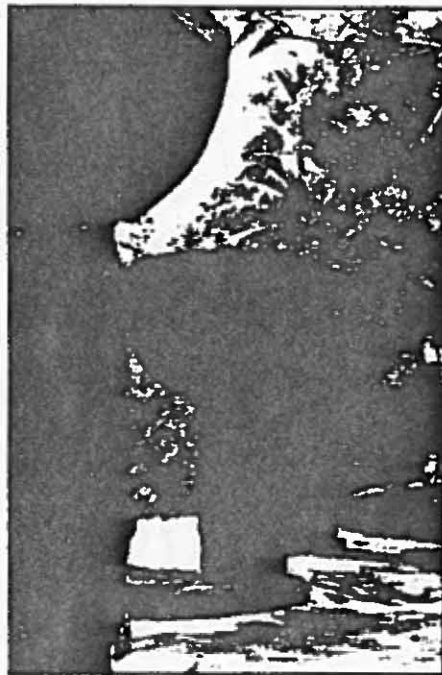


SOURCE: BUREAU OF PLANNING

Historic and archaeological resources are the only physical link for many Guamanians with the past. A better understanding of this rich heritage is becoming increasingly important in the rapidly changing cosmopolitan nature of the island. Preservation of historic resources is important to the understanding of the islands cultural heritage.

Today, many of these historic and archaeological sites (including prehistoric villages, remnants of Spanish architectural districts, and other artifacts) have either been destroyed or severely degraded, depriving residents and tourists alike from the aesthetic, educational, and recreational benefits of viewing history.

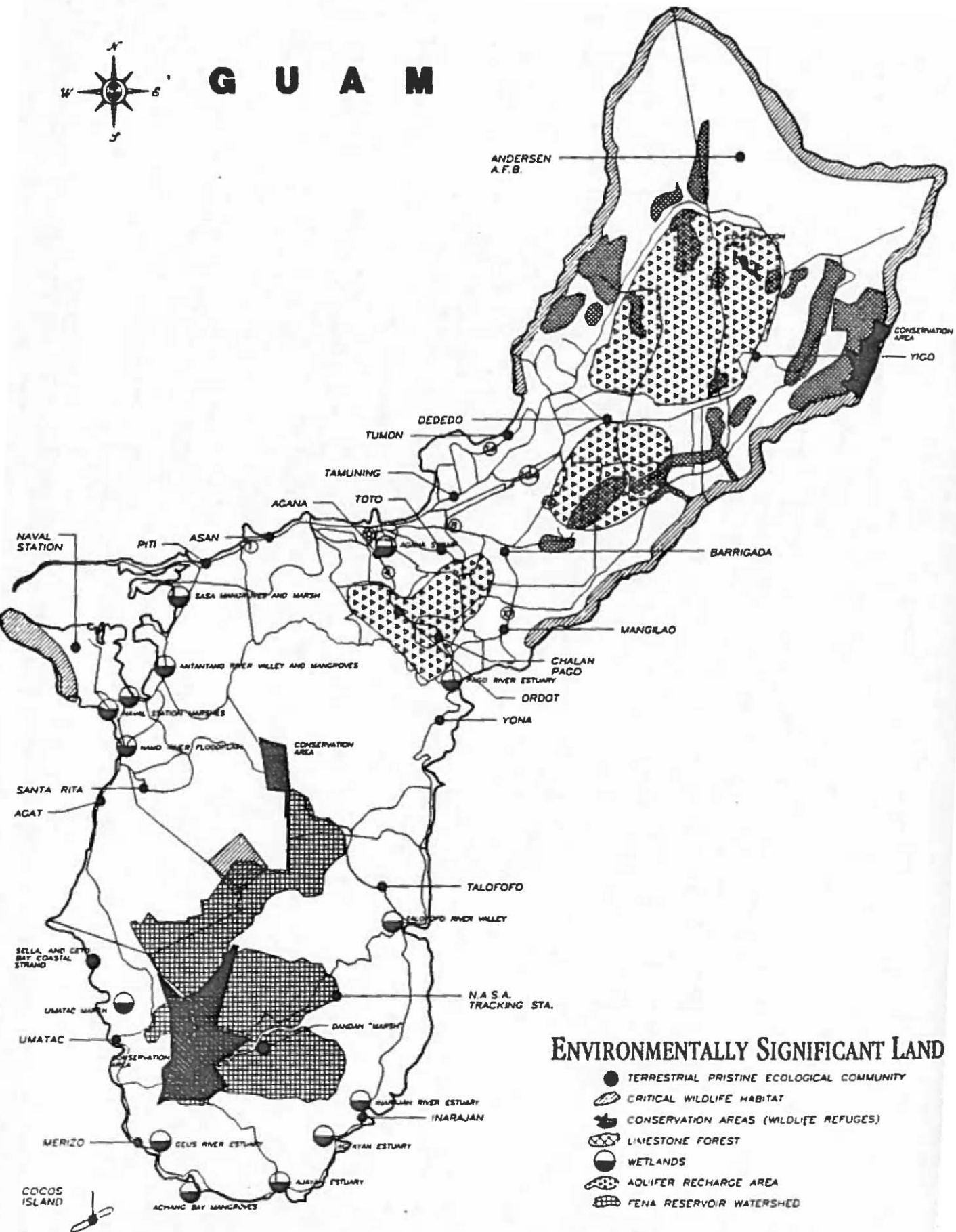
Damage to these unique and irreplaceable resources has been accelerated with the advent of rapid development over the past thirty years. Some of this damage has been caused by natural disasters including typhoons and earthquakes, but the majority of damage has been caused by man's impact—primarily through land clearing, road construction, and farming. Laws have been enacted to protect some of these resources from adverse impact; nevertheless, historic sites continue to be threatened on the island.



Latte Stone Park



GUAM



SOURCE: BUREAU OF PLANNING

ENVIRONMENTALLY SIGNIFICANT LANDS

Guam contains a limited supply of significant natural resources which must be carefully managed for the benefit of present and future generations. These include specific eco-systems (areas of unique relationships between plants, animals and natural features) which are the home to threatened or endangered species of plants and animals. These eco-systems have been designated as critical wildlife habitat and pristine ecological communities by the Guam Department of Agriculture Division of Aquatic and Wildlife Resources.

Pristine ecological communities represent the most natural of the habitats. These include the limestone forest in the northern part of the island, Orote Peninsula, and areas along the southern coastline. They are a limited resource because land development has cleared most of the original forested areas and they cannot be replaced. Wetlands serve as unique wildlife habitat ; as a source of freshwater and as groundwater filters for pollutants, as well as offering protection from floods.

In response to development pressures in the last several decades, larger areas of wildlife habitat have been designated as Conservation Areas. These areas have been set-aside for their unique ecological functions as wildlife refuges. These areas represent the most unspoiled natural lands left on the island.

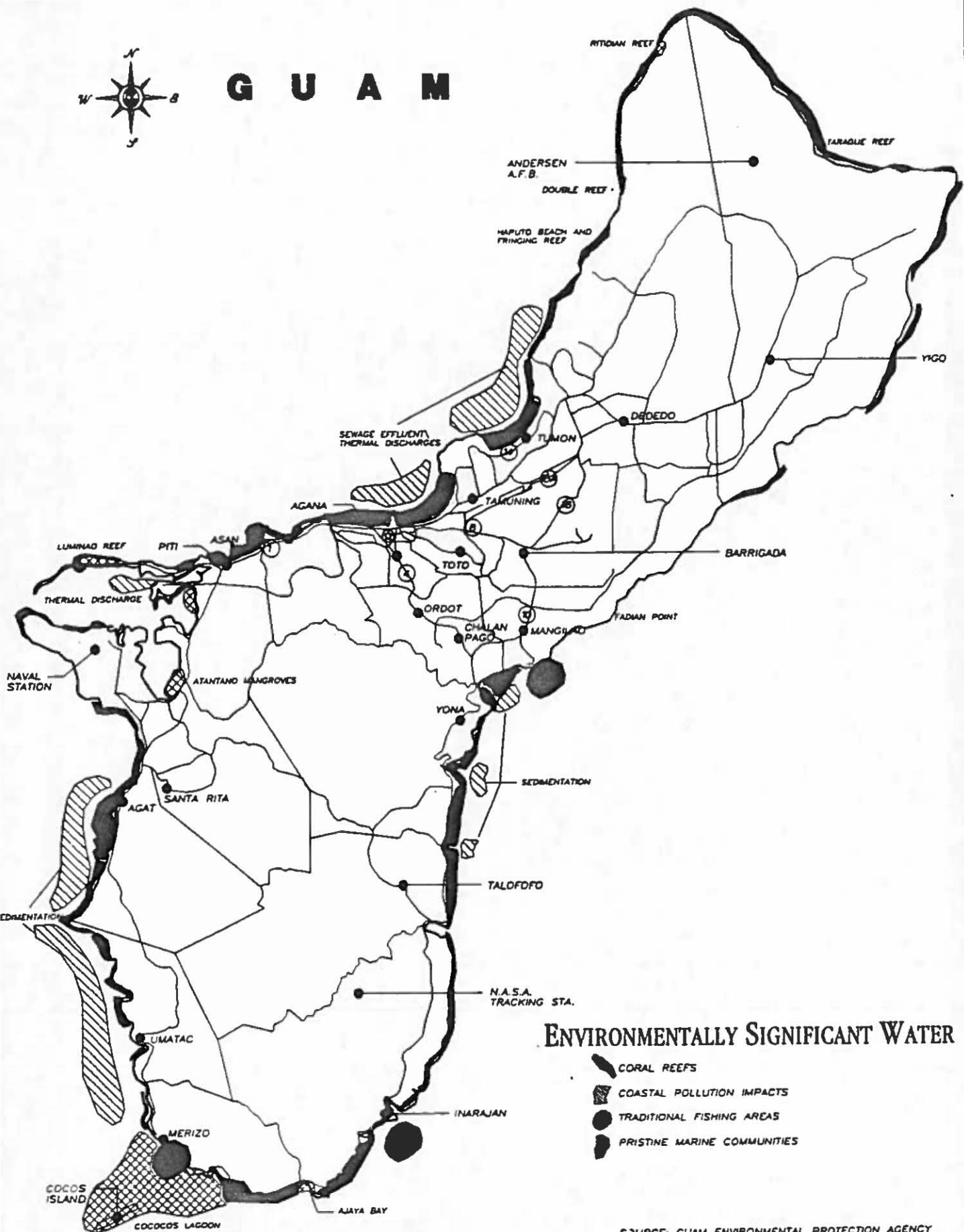
Maintaining a reliable supply of freshwater is one of the most critical natural resource issues facing the Territory. Deep underground the northern and central portions of the island, a supply of freshwater floats atop a saltwater layer . This freshwater is pumped to the surface and serves as the primary source of drinking water for island residents. The freshwater is replenished by rainfall seeping through the porous limestone. This process is called aquifer recharge and is critical to the maintenance of a safe and reliable supply of freshwater. The limestone aquifer is particularly susceptible to contaminants introduced through wells, stormwater runoff, or irrigation infiltration which can seriously impact the groundwater quality. Overpumping and excess groundwater withdrawal can further deplete the quantity and quality of the groundwater.

In the southern part of the island freshwater is obtained from surface reservoirs which receive water from rivers and streams. Groundwater is limited in this part of the island due to the predominantly volcanic rocks found here which limit infiltration of groundwater. Surface water drainage from the land into the streams is controlled by topography in areas called watersheds.

Aquifer recharge areas, watersheds, and wells are very important in providing water and protecting future water resources. These areas must be carefully managed to conserve the future resource.



GUAM

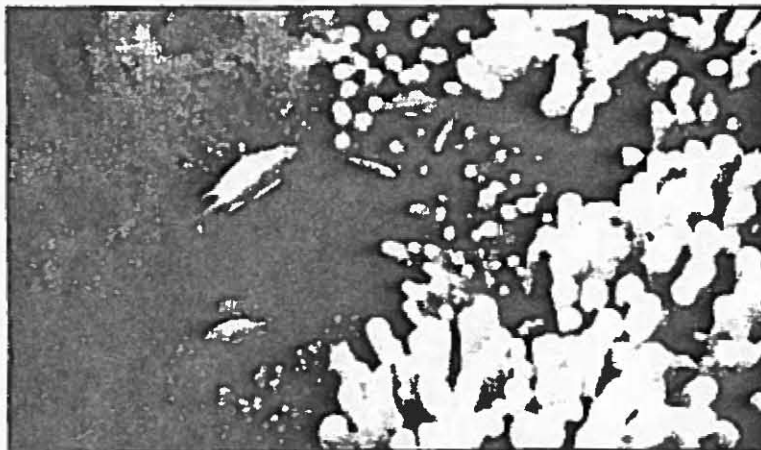


SOURCE: GUAM ENVIRONMENTAL PROTECTION AGENCY
UNIVERSITY OF GUAM MARINE LAB

Guam contains a wide variety of marine habitats. Excellent examples of coral reefs, seagrass beds, mangrove swamps, river mouths, beach fronts, barrier reefs, primary fishing grounds, and unique freshwater habitat exist around the island. These are important areas for recreation and tourist attractions and are economically important as breeding grounds for the fishery resource. Today, however, many of these areas are experiencing degradation from pollution.

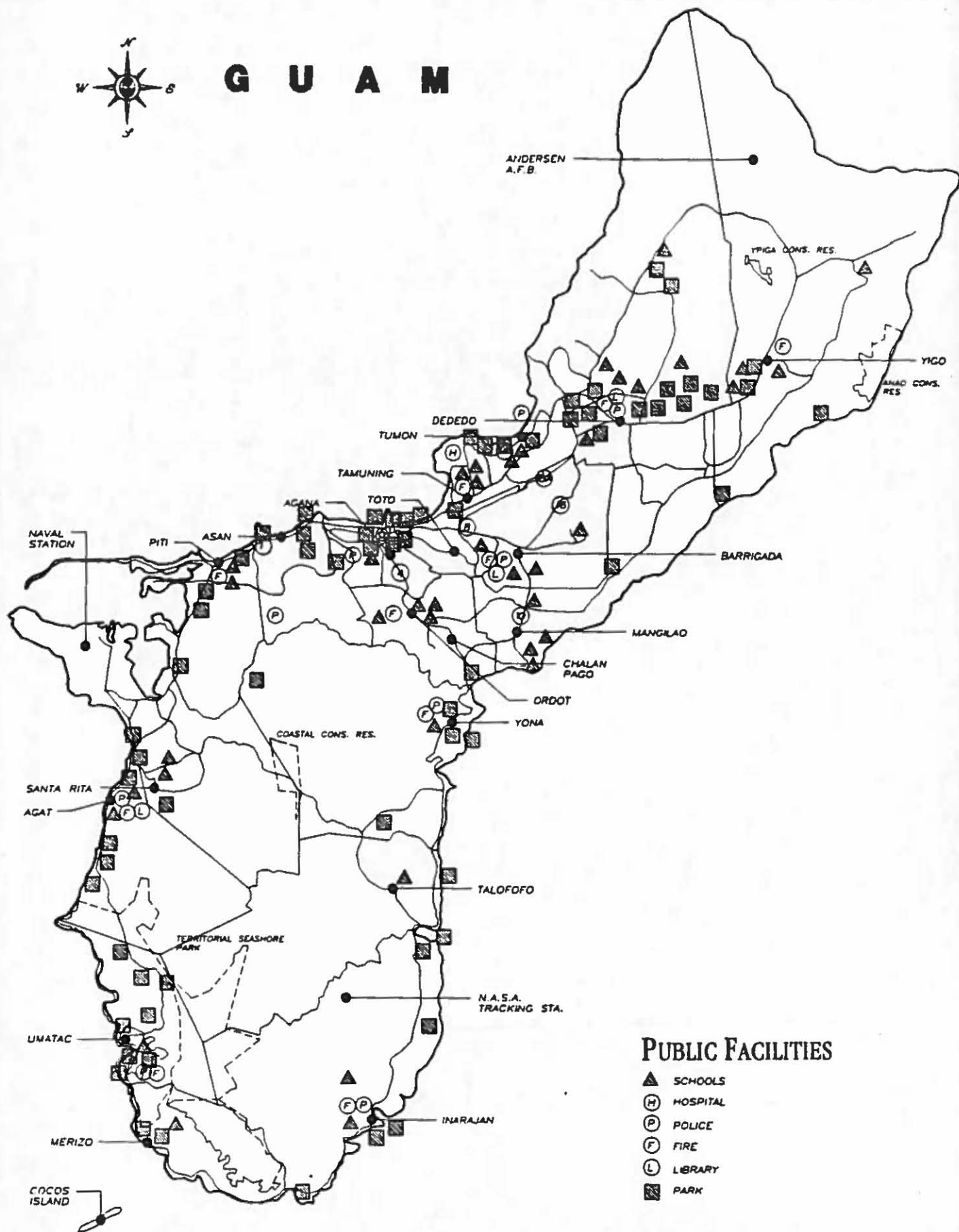
The effects of polluting discharges into the island's coastal waters have been well documented through the efforts of many government agencies, in particular the Guam Environmental Protection Agency and the University of Guam Marine Lab. Water quality analyses indicate moderate to heavy pollution impacts from a range of sources on the island, including discharge of sewage effluents, sedimentation and erosion runoff from on-shore construction projects, urban and agricultural stormwater runoff, thermal discharges from power plants, oil and industrial wastes, and pesticide and chemical infiltration. Many marine environments in the Territory have been significantly altered. Destruction of coral reefs and primary fishing grounds threaten not only environmental consequences but economic impacts as well. Continual beach closings due to high bacteria levels from the release of untreated sewage threaten tourism and the public health, while destruction of coral reefs from sedimentation have imposed decreasing productivity in the most productive fishing areas. All of these consequences may ultimately impact the economy.

Marine pristine ecological communities are designated as relatively undisturbed near-shore environments that provide a diversity of habitats for rare marine species. These areas include mangrove swamps, seagrass beds, reef channels, and submarine cliffs important for their educational, scientific, aesthetic, and economic value.





GUAM



PUBLIC FACILITIES

- ▲ SCHOOLS
- (H) HOSPITAL
- (P) POLICE
- (F) FIRE
- (L) LIBRARY
- ▣ PARK

SOURCE: DEPARTMENT OF COMMERCE

The Department of Education maintains a total of 23 elementary schools, 6 middle schools, 5 high schools, and one special education school. Significant in-migration to the island has taxed the school system to a point where classroom overcrowding has almost become a norm. Two new high schools have been approved for construction, one for the northern districts and one for the southern municipalities. In the interim, numerous temporary classrooms are being constructed to meet the required student per classroom ratio. An institution of higher learning exists at the University of Guam located in Mangilao. The University offers programs in four different colleges: the College of Agriculture and Life Sciences, the College of Business and Public Administration, the College of Education, and the College of Arts and Sciences.

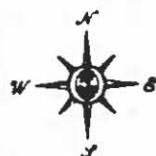
The Guam Memorial Hospital provides the sole civilian hospital facility on the island. A new wing has recently been completed to increase capacity. This is the first of several planned expansion activities to help improve the hospital's overall delivery system.

Also providing mental and physical health facilities are the Departments of Public Health and Social Services and the Department of Mental Health and Substance Abuse. DPHSS maintains a main facility in Mangilao with field offices throughout the island. DMHSA is currently utilizing the old hospital facility in Tamuning, however, a new building is being built for the agency's sole use.

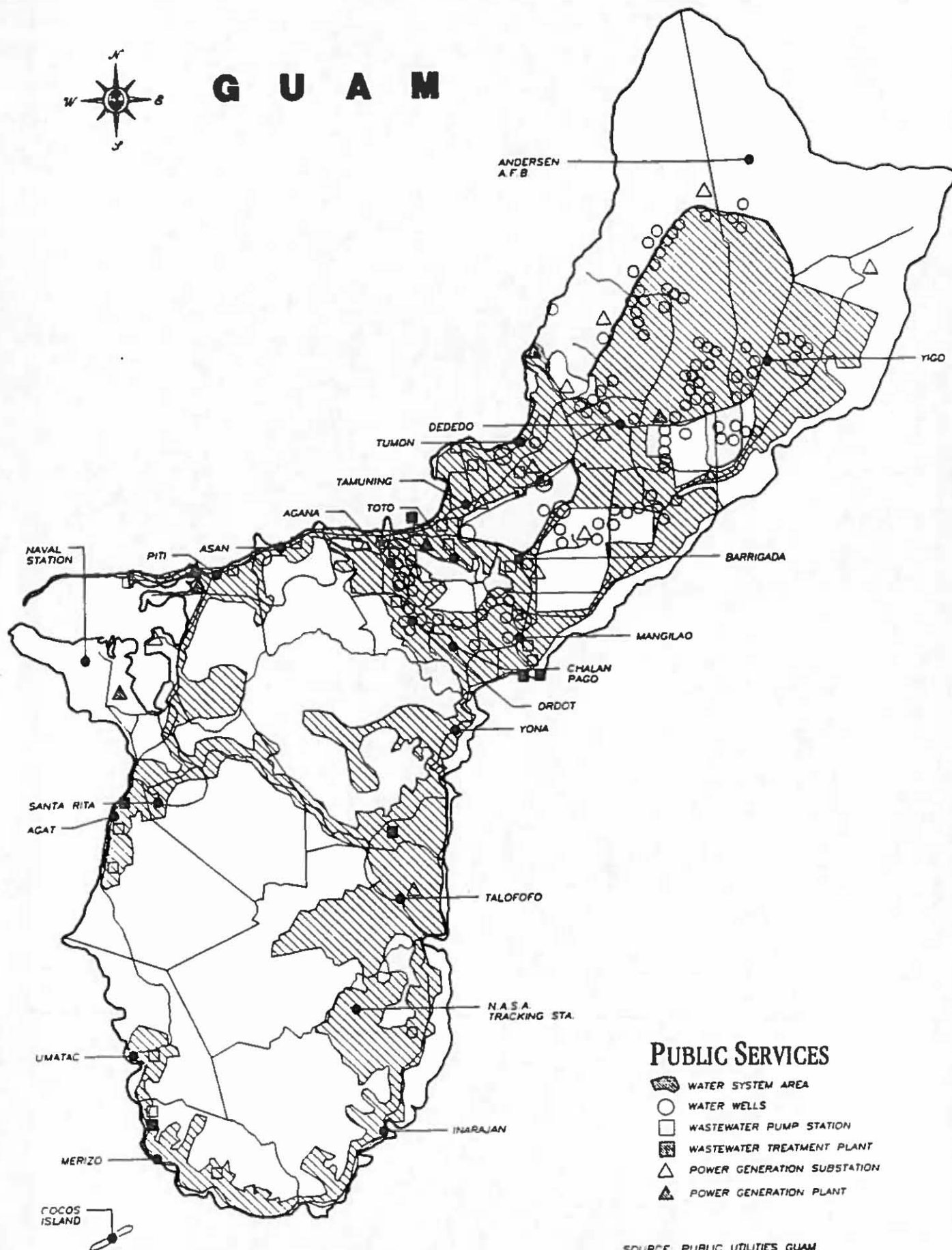
There are eight (8) police substations and eleven (11) fire department substations located throughout the island. Small "Koban" stations are also being planned to augment police services especially in the Tumon-Tamuning area. Sea rescue services are also provided at the Agana and Agat marinas.

The Guam Public Library main branch is in Agana, with smaller full service library facilities available in the villages of Agat, Barrigada, Dededo and Merizo.

A total of eleven (11) major beach parks and numerous other scenic vista points and places of interest are available for recreational enjoyment. Ypao and Tanguisson Beaches are in the northern sector of the island and Talofofo, Saluglula, Merizo and Nimitz Beach parks generally serve the southern communities. Inland parks are normally a part of the overall community center system.



G U A M



PUBLIC SERVICES

- WATER SYSTEM AREA
- WATER WELLS
- WASTEWATER PUMP STATION
- WASTEWATER TREATMENT PLANT
- POWER GENERATION SUBSTATION
- POWER GENERATION PLANT

SOURCE: PUBLIC UTILITIES GUAM
BARRETT CONSULTING GROUP

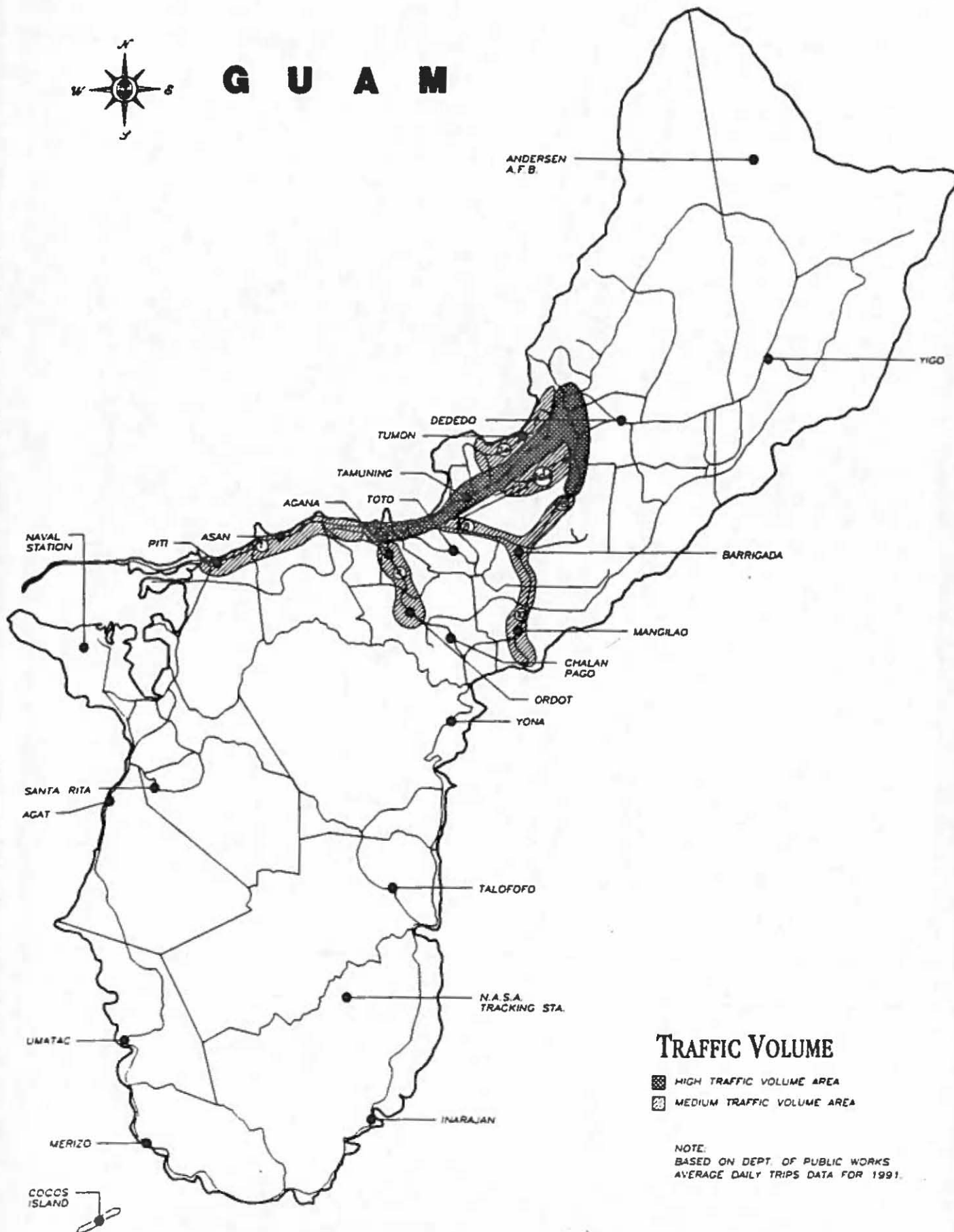
Water and sewer services are provided by the Public Utility Agency of Guam (PUAG). The island water supply consists of three (3) sources: deep wells, springs and rivers, and water purchased from the Navy and the Air Force. There are approximately eighty-six (86) wells in operation, predominantly over the northern aquifer, that provide approximately eighty-one (81%) percent of the overall water supply. Asan Springs, Santa Rita Springs, Geus River Dam, Siligin Spring, and Laelae (Piga) Spring provide an estimated five hundred twenty nine (529) gallons of water per minute or three (3%) percent of the overall island water supply. The Navy produces its water supply from the Fena Lake Reservoir system and the Air Force acquires its water from the "Tumon-Maui" well and several other wells in the Marbo and Upper Marine Drive area. A major concern of the water system is the unaccounted loss of tremendous amounts of water. The primary cause for this loss is the age of the waterlines and the obvious need for new and updated piping systems. As the island roadway system continues to be improved, corresponding waterlines on these roadways are upgraded.

There are six (6) major wastewater treatment plants that serve the island: the Agat, Agana, Baza Gardens, Umatac, Commercial Port, and the Northern District (Dededo) treatment plants. Supporting this treatment system are twenty (20) existing pump stations. A major concern with the island's wastewater treatment system is the overloaded condition of the line capacity and the capacity of the treatment plants. This is especially a problem in the Tamuning-Tumon area where massive development has taken place and corresponding sewer upgrades have not kept pace. The Northern District sewage reversal project currently being undertaken should alleviate the Tamuning-Tumon area problem; however, increased development continues and upgrading of the overall system needs to become a priority. Among PUAG's top priority future projects include the Baza Gardens Sewer Treatment Plant Modifications, Agat/Santa Rita Sewer System Phase One, Agat/Santa Rita Sewer System Phase Two, and the Talofofo Sewer System.

The power pool agreement between Guam Power Authority and the Navy has expired and the new "Customer Supplier Agreement" is currently waiting approval. The new agreement calls for Guam Power Authority to be the sole energy provider for the entire island with the Navy being a "transmission" customer. There are three existing civilian generation plants providing the island power and seven (7) substations. Three new generation plants are in the planning stages and will be located in Marbo, Dededo and Manengon. The Manengon plant will be built by the developers of the Manengon Hills Resort Community and will be turned over to the Guam Power Authority.



GUAM



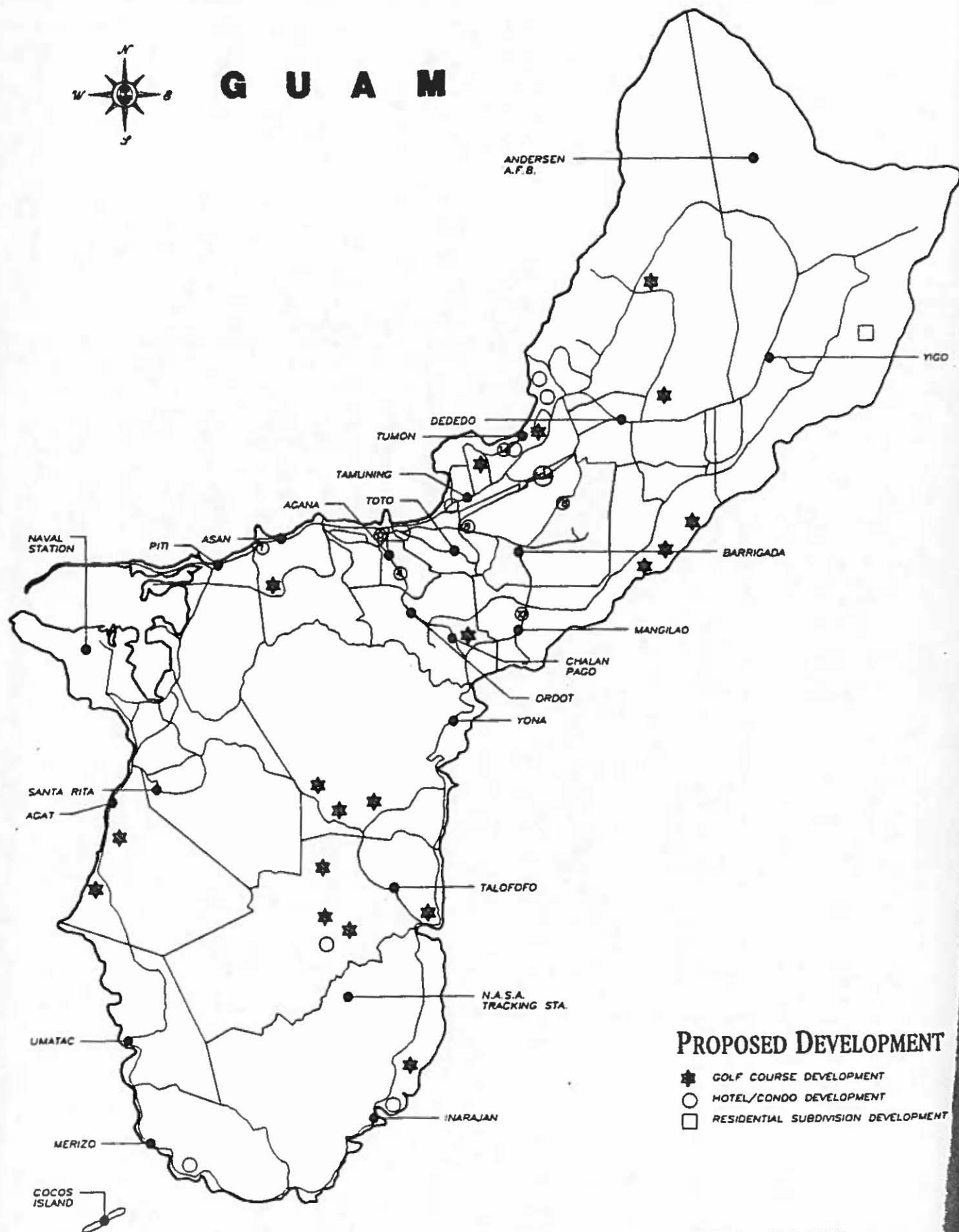
TRAFFIC CONDITIONS

There are more than 100,000 registered vehicles in Guam. This amounts to approximately one vehicle for every 1.3 residents- a very high vehicle-to-population ratio given an island setting with limited land area. The mobility offered by automobiles has meant that the population may spread out further away from the traditional work places and shopping areas. Traffic flows have increased on the highways around the significant traffic generating land uses (i.e. hotels, shopping centers, offices, airport, etc.). Yet the spreading out of the population has made it difficult to achieve the critical density necessary for mass transit to significantly reduce the number of vehicles on the roadways.

The major residential, commercial, and industrial developments are located in the central portion of the island. Due to traffic generated by that development, most of the medium to very high traffic volumes occur in and around the Agana, Tamuning, and Barrigada areas. Traffic is slowed down further by the poor condition of many of the roads, inadequate pedestrian access across them, and their frequent flooding during the rainy season. Areas of medium to heavy traffic volume are highlighted on the map.



G U A M



PROPOSED DEVELOPMENT

- ★ GOLF COURSE DEVELOPMENT
- HOTEL/CONDO DEVELOPMENT
- RESIDENTIAL SUBDIVISION DEVELOPMENT

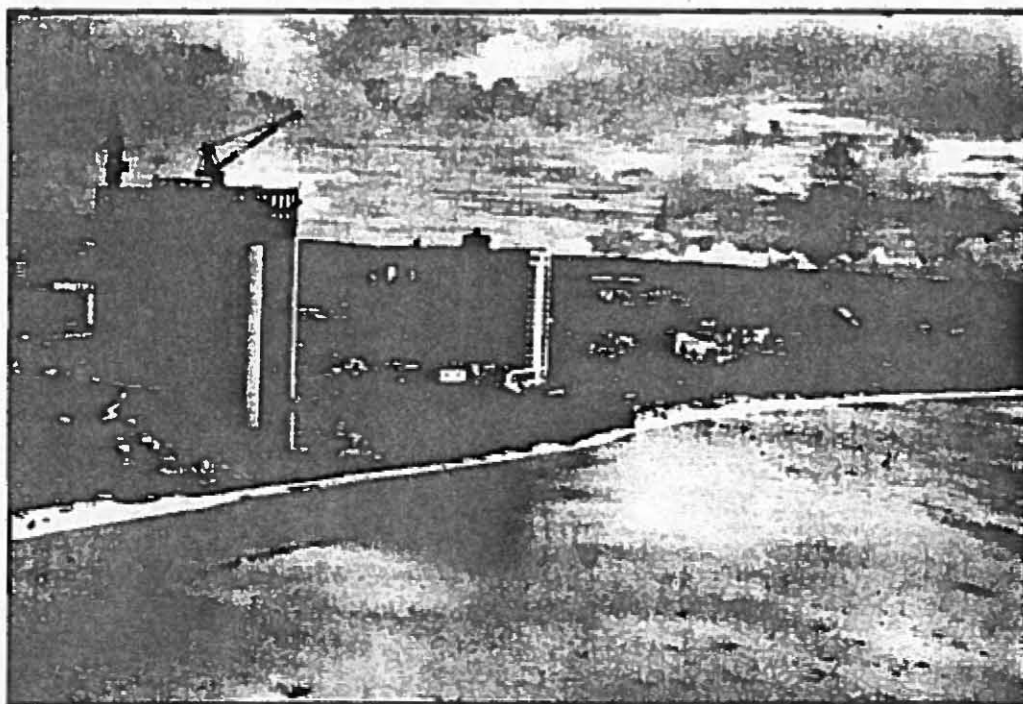
SOURCE: BUREAU OF PLANNING

PROPOSED PROJECTS

As the tourist industry continues to grow on Guam, the demand for new development, particularly tourist/resort uses, including condominiums, hotels, retail, and golf courses, has increased. The map shows the major developments that are proposed or are currently under construction as of Summer 1991 (note: this is only a partial listing). These developments include:

- 13 condominium/hotel projects;
- 22 golf courses (some are expansions of existing courses); and
- 1 executive home subdivision (132 units).

Many of these developments are proposed for rural areas of the island outside of the existing tourist/resort development areas.



**WHAT A LAND USE PLAN
WILL NOT DO:**

Rezone your property.

**Restrict your ability
to develop your property.**

Down zone your property.

**WHAT A LAND USE PLAN
WILL DO:**

**Offer property owners
more land use choices.**

**Provide a sense of community
security that island growth
is "under control".**

**Give the community the
ability to incorporate their
changing needs and desires
into the Plan.**

**For more information call
The Territorial Planning Council**

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THE GUAM
LAND USE PLAN

**DO YOU BELIEVE
GUAM'S GROWTH
NEEDS TO BE MANAGED?**

THEN READ ON!

**When communities want
to manage their growth,
they create a Land Use Plan.
Guam is creating a
Land Use Plan.**

**WHY
DEVELOP
A
LAND USE PLAN**



- The people of Guam want a LUP to bring order and sense to Guam's growth.
- Because Guam has been growing without a plan. Guam has no land use plan, only a 1966 zoning code.
- Guam's LUP will reflect how the people want Guam to grow over the next 25 years.
- A LUP will help manage our current growth.
- A LUP would anticipate growth challenges and plan for proper infrastructure construction.

**TALK TO YOUR SENATORS.
ONLY THEY CAN MAKE IT LAW.**

WHAT is a Land Use Plan?

It is a package of plans and laws for a community's growth. Guam's LUP has four important elements:

1. A **LAND USE MAP** in color-coded "intensity districts"* which shows future (25 year) desired land usage as determined by public input, planner expertise, natural and man-made constraints and market elements.

***INTENSITY DISTRICTS:** this new concept in community planning nationwide replaces the traditional but restrictive zoning code. By using the intensity district concept, citizens have a much wider range of development opportunities because more than one type of compatible land use within an area is allowed. To insure use compatibility, performance standards will guide the development.

2. A **ZONING MAP** (5-year plan) illustrates each intensity district's boundaries. Merges the current zones into the new multi-use intensity districts, thereby broadening land uses for property owners.

3. A **ZONING CODE** (The Law) states the permitted uses in each intensity district and the performance standards which need to be met prior to building permits being granted.

4. A **CAPITAL IMPROVEMENT PLAN** (5 year plan) is the blueprint to upgrade the infrastructure. Funding and project prioritization are based on need.



I TANO-TA



THE GUAM LAND USE PLAN

HOW IS IT BEING CREATED?

PHASE 1 (Oct 1991 - Jan 1992)

Inventory of existing land use and analysis of environmental constraints on island growth. First village meetings. Land use opinions gathered from citizens. Nov-Jan: compilation of information and creation of three alternative possible scenarios ("visions") of future land development and density over next 25 years.

PHASE 2 (Feb - May 1992)

Second set of village meetings to present the three visions. Citizens stated preference of individual elements in each vision. Mar-May: Compilation of citizen and professional opinion and creation of **Final Draft of Land Use Map**.

PHASE 3 (June - Aug 1992)

Six regional meetings for presentation of **Final Draft Land Use Map** and introduction of intensity district concept (multi-use compatible) to replace zoning concept (traditional restrictive). July-Aug: Compilation of citizen and professional opinions and creation of **Final Land Use Map**.

PHASE 4 (Aug - Oct 1992)

Creation of three alternative five year zoning maps for each village (based on three population projections) to correspond with new intensity districts on Land Use Map. Includes boundaries and infrastructure.

PHASE 5 (Nov - Dec 1992)

Public presentations of three alternative zoning maps and **Final Land Use Map** in public education campaign and village visits.
Dec: Compilation of citizen and professional opinions into final five year zoning map, its corresponding zoning code and capital improvement plan.

PHASE 6 (Jan 1993)

Territorial Planning Council reviews **Final Land Use Plan** and its four driving components: 25 year intensity district Land Use Map, five year zoning map, code and capital improvement plans. Transmittal to Governor. Has 60 days to review.

PHASE 7 (Feb - March 1993)

Governor reviews final Land Use Plan. Transmittal to the legislature. Has 60 days to review and pass into law.

I TANO'-TA

Land Use Plan Facts for Quick Reference:

PUBLIC LAW 20-147 (Signed March 21, 1990)

1. Calls for the creation of a **Comprehensive Development Plan (Master Plan)** for Guam.
2. Created the **Territorial Planning Council (TPC)***, and named a council of 12 to oversee the development of the 16 components of the Comprehensive Development Plan.

I TANO-TA, (Our Land), The Guam Land Use Plan, is one of 16 elements of the Comprehensive Development Plan. The Land Use Plan's elements will become law for orderly, managed growth until year 2015 and serve as the guidelines upon which all other elements of the master plan are based.

THE TERRITORIAL PLANNING COUNCIL membership is

TPC Executive Assistant: Marcel Camacho (472-9770)

TPC Chairman: Charles Crisostomo

Guam Economic Development Authority (649-4141)

TPC Executive Secretary: Peter P. Leon Guerrero

Bureau of Planning (472-8931)

Members:

Fred Castro - Guam Environmental Protection Agency

Frank Castro - Department of Land Management

Peter R. Barcinas - Department of Commerce

Joey Cepeda - Guam Visitors Bureau

Chris Felix - Chamber of Commerce

Lou Aguon - Member at large

Vicente Bernardo - Mayor of Yona

and Senators: Frank Santos, Gordon Mailloux, Martha Ruth.

THOSE CREATING THE LAND USE PLAN: A joint venture of WB Flores and Associates of Agana/Strategic Planning Group of Jacksonville, Florida.

Project Manager: Joe Morcilla(477-7119/7252). Other contacts at WBF: Annette Donner, Jayne Flores.

**Not to be confused with the Territorial Land Use Commission (TLUC) which needs a Land Use Plan upon which to base its decisions. Guam currently has no Land Use Plan, only a 1966 zoning code.*