

A Strategic Plan for Updating Guam's Land Use Master Plan

Prepared by: University of Guam, Professional Development & Life-Long Learning
Center and Cooperative Extension Service



This project is a partnership between the University of Guam University Community Engagement's Professional Development and Life-Long Learning Center and Cooperative Extension Service, and the Guam Coastal Management Program, Bureau of Statistics and Plans, Department of Land Management and the Office of the Governor.

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Executive Summary

In November 2004, the University of Guam Professional Development and Life-Long Learning Center (PDLLC) and Cooperative Extension Service (CES), departments of University and Community Engagement, entered into an Memorandum of Understanding with the Guam Coastal Management Program, Bureau of Statistics and Plans, Department of Land Management, and the Office of the Governor to develop a strategic plan for reconciling existing land use policies, regulations, and practices. However, after several meetings and discussions, the process was adjusted to create a strategic plan for updating Guam's Land Use Master Plan (GLUMP).

The vision statement for this strategic planning effort is, "to develop a plan for the best use of our essential land resource while meeting community desires and needs." The plan builds on the vitality and potential for maximizing Guam's land resource represented in the vision statement.

The vision statement then informs the mission statement, "Through collaborative and dynamic efforts to determine the best use of our environment and resources, we aim to develop a Sustainable, Manageable, Attainable, Resource-protected, Team-approach (SMART) land use plan which enhances the quality and welfare of our community and the diversity of our economy, sustains and preserves our natural beauty, and ensures positive socio-economic impacts with an integrated mechanism for evaluation and revision."

The vision and mission statements create the context for the land use planning process. The first goal focuses on developing and implementing a land use planning structure. This will involve creating a land use planning team comprised of representatives and stakeholders from the public and private sectors through an Executive Order and Legislative Resolution. This task force needs to serve as a working committee, to include support in resources and time from their agencies in the form of flex hours and reduced responsibilities, and have members focused on fulfilling the mission of this task force.

The process identified five (5) overarching goals for developing the land use master plan for Guam:

1. Develop and implement the land use master planning structure.
2. Assess and determine Guam's natural environmental resources.
3. Design the vision for social and economic development.
4. Organize and align data sets and master plans.
5. Create the mechanism for implementation, review, and revision of the land use plan.

Introduction

The UOG Team facilitated three sessions to solicit feedback and commitment from various community stakeholders, primarily government planners and their agencies, but also with involvement from other sectors of the community. The three sessions worked to identify key community goals, from the perspective of those involved. The overarching goal was to identify elements and steps necessary to ensure the implementation of the plan developed, and the various steps in the process clarified those elements. The summaries of these three meetings and the discussions and feedback comprise the three appendices (A, B, & C) of the final report.

The work of the UOG team with the land use plan update planning committee provided a forum for bringing together government planners from various agencies identified as key gatekeepers for this land use plan update process. The process focused on two main areas: capacity building and strategic visioning. The role of the Cooperative Extension Service within the community is to build the capacity of community to develop, design, and implement a vision for the future grounded in the value of a healthy community. To address these two areas, various interactions and discussions were facilitated to both seek input and to provide a basis for extending the capacity of the participants in planning of the island community.

The team developed a framework within which there was general agreement of the necessary goals, objectives and activities to perform and accomplish over the next 24 months. The initial steps in this process are designed to start immediately.

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5. Create a mechanism for implementation, review, and revision of the land use plan.

To provide a review mechanism, build off the groundwork done in the land use planning process, and ensure the community is able to move forward, the re-establishment of the Territorial Planning Council as the centralizing planning body within the Government of Guam becomes necessary. This will allow the land use plan to be passed into law in a piecemeal fashion with consistent review and change.

The role of the land use planning team members is essential to the success of fulfilling this strategic plan. The need of task force participation, rather than outsourcing the entire task to a consultant group, is built upon the interactions throughout this

process and the feedback from the participants. Therefore, the ability of the task force to complete the development of the plan is tied to the commitment and involvement of members appointed to the task force.

The first step in completing the development of the Land Use Master Plan requires involving the Office of the Governor and the Guam Legislature. There was strong consensus among the planning committee that Executive Order and Legislative Resolution were necessary for creating the land use task force. From this creation with necessary support and time to work on the plan, the committee can effectively facilitate this effort. This, in the end, will develop the plan from within the context of the current Guam situation of knowledge and experience, and allow for building on the talents and gifts of people in gate keeping and facilitation positions within the government.

This report provides the reader with the essential elements of the strategic processes undertaken and the goals, objectives and activities necessary to move this phase of the Guam Land Use Master Plan development process towards completion.

Task Force Leadership

The strategic planning process brought to the forefront the importance of identifying leadership for the committee. The consensus from the final workshop session positioned leadership within the current organizational framework, based on a logical assignment. Because land use planning is both about managing Guam's land resource and about community planning, the Director of the Department of Land Management and the Director of the Bureau of Statistics and Plans were recommended as having joint oversight for facilitating the activities of the land use task force at the cabinet level.

The oversight of the committee by the joint appointment would then be augmented with the Chief Planner as the task force chairperson given the role of the Chief Planner with the government organization. This appointment will ensure the proper experience and education within the government organization structure is positioned to lead the task force.

However, there is a need to be mindful of the recommendations from the I Tano'ta experience. The research conducted after the retraction of the plan pointed out the flux in leadership on the planning committee led to a void in leadership and a lack of consistency on the planning committee. This made implementation difficult because by the time of enactment, there were few individuals on the committee who took part in the entire process.

Thus with an eye toward the overarching measure of success being implementation of the plan, it is best to consider appointing a task force chairperson external to the current organizational structure, who can focus on the land use plan, and who has the political and personal qualities necessary to navigate the variety of interests that have hindered previous plans. What is ultimately essential is to decide who can provide the most consistent planning leadership. Often, this is achieved by identifying someone with the energy and interest to lead the effort, rather than simply placing it in the seemingly logical place within an existing bureaucratic structure. This should not be construed as a statement about the current Chief Planner, but rather is merely a question posed which should be considered when selecting the Chairperson of this essential effort.

Vision Statement

To develop a plan for the best use of our essential land resource while meeting community desires and needs.

The Vision Statement for the Strategic Plan was developed through the generalized conversation of where participants identified they wanted the community to move towards. It built on the idea of "the best of what is," using the strengths-based approach to this planning process, with an eye toward implementation as a key outcome. The vision statement creates the broad foundation for looking ahead to what the community can achieve both with engaging in land use planning and in working with the community to identify and articulate its collective vision for its development.

Mission Statement

Through collaborative and dynamic efforts to determine the best use of our environment and resources, we aim to develop a Sustainable, Manageable, Attainable, Resource-protected, Team-approach (SMART) land use plan which enhances the quality and welfare of our community and the diversity of our economy, sustains and preserves our natural beauty, and ensures positive socio-economic impacts with an integrated mechanism for evaluation and revision.

The Mission Statement for this Strategic Plan was developed out of two primary activities. The first involved the combining of common elements drawn from small group definitions of land use planning at the first meeting. The second drew information from mission statements designed by small groups at the third meeting. These were combined and collated to yield the mission statement for the strategic plan. This forms the basis for what the participants view as the essential components for Guam's Land Use Master Plan, and guides the values and direction for land use practices, policies and regulations.

Community Development and the Scope of Work

To understand the elements of the scope of work, the Mission Statement provides the framework through which the plan will be developed:

Through collaborative and dynamic efforts to determine the best use of our environment and resources, we aim to develop a SMART land use plan which enhances the quality and welfare of our community and the diversity of our economy, sustains and preserves our natural beauty, and ensures positive socio-economic impacts with an integrated mechanism for evaluation and revision.

The strategic planning process brought to the forefront several key strengths and areas of concern represented within the mission statement and should guide the development of the land use plan.

However, before reporting on the elements from the process related to the mission statement, a note must be made about community development as an essential component of the land use planning process. The development of zoning and performance standards is a tool that allows the community to create its future, but the community must be given the opportunity to articulate the shared vision of what it wants to become. This is where involving the community at all levels of the process is essential for ensuring a plan that is representative of the diversity of perspectives is developed. What follows here are some initial responses to the idea of community visioning from the limited group of participants in this initial strategic planning process.

Environment and Resources

Both the large and small group processes highlighted the fact that the beauty of the natural environment is a positive aspect of living on Guam, and a benefit to the community. Therefore, preserving the environment and natural resources was a prime element for a land use plan. Specifically, the cleanliness of the environment and the lack of pollution were cited and necessary to uphold. In addition, the existence of parks and open spaces within communities was recognized as essential to the community atmosphere and would serve as an example of the potential to involve planning at the village level.

The village level planning points to the other resources identified as strengths of Guam's community, namely, human, cultural and familial resources. The unique cultural reality of the community, and the emphasis on family and relationships were identified as essential to build on. Growing out of these familial relationships is the centrality of the village in planning with the potential to build on village involvement.

Quality and Welfare of Guam's Community

Input related to the quality and welfare of Guam's community pointed to the supports that come from a land use planning process and which enhances the life of the community. The process brought forward an emphasis on improving the reliability and efficiency of infrastructure, which was connected to the idea of planning comprehensively and across agencies.

The welfare of the community was also connected to improving ecological conservation and maintaining the natural resources that are available and which sustain the community. Thus, all planning should account for growth that is responsive to the limits of the environment.

Elements of the quality and welfare of our community also overlapped with those identified above as resources, namely the ethnic diversity and the cultural uniqueness of the island community.

Diversity of Economy

Research performed after the I Tano'ta plan was enacted and repealed later reviewed public opinion surrounding the question of land use planning relating to shaping other key master plans. The opinions generated showed a split with half the respondents identifying the land use plan as primary and the other half identifying the economic plan as primary. Thus, the connection between economic development and land use identified through this planning process should not be surprising.

The economic development connection to land use planning was expressed in the community visioning process as an essential component of future community development. The diversity of the economy was expressed through the range of opportunities available, and was linked to preserving the environment with frequent mention of the need for recycling and conservation, as well as in the need for the land use plan to create spaces for economic activity which reflect and support the realities of life on Guam.

Ensure Positive Socio-Economic Impacts

Looking toward the outcomes of the plan directed the attention of the participants to the impact of the land use plan to the social and economic fabric of the community. The effect of the land use plan on the community led to identifying the need of comprehensive planning with centralized governmental organization. In addition, the environmental concerns were also evident here in the desire to limit the adverse impact on the environment. These impacts provide a lens through which the plan can be reviewed and evaluated.

Evaluation & Revision of the Plan

The last element of the plan identified throughout this process was the need for a mechanism by which the plan can be reviewed and evaluated. The common statements referred to a 5-year review process by which the plan could be adjusted to be responsive to changing conditions and realities within the island community. This will ensure the plan does not become stagnant, will mitigate some of the political rationales for spot zoning and other interfering actions detrimental to effective land use planning, and to allow for adaptability in the case of unforeseen developmental opportunities for growth. In addition, the evaluation and revision elements will allow for effective oversight of the plan's implementation.

The common steps in the evaluation and revision process involved a central planning body with the representation and responsibility to evaluate the impact of the plan from a broad perspective. In addition, it requires the necessary flexibility and political power to enact changes and alterations to the plan while maintaining separation from special interests. This can only be achieved through legislative action and cross-agency representation.

Goals, Objectives, and Activities

Goal 1: Develop and implement the land use master planning structure.				
Objective	Action	Timetable	Resources Required	Responsibility
1.1: Gain political support for emphasis on planning process.				
	1.1.1: Governor's Executive order establishing priority of land use planning process and team.	Month 1	• Land Use Strategic Plan	Director, DLM & Director, BSP
	1.1.2: Legislative Resolution supporting priority of land use planning process and team, and identifying funding.	Month 1	• Land Use Strategic Plan	Director, DLM & Director, BSP
1.2: Establish leadership for planning team.				
	1.2.1: Identify lead agencies - DLM and BSP.	Month 1	• Allowance for time to complete team tasks.	Governor with Director, DLM & Director, BSP
	1.2.2: Recruit partners from community: Mayor's Council, Realtors, Banking (Mortgages), Developers, Chamber of Commerce, Legislature.	Month 1	Key players identified in I Tano'-ta research reports: • "Assessment of Key Issues Affecting Acceptance" (pages 17-20), "An Assessment of Public Opinion and • The Views of Selected Stakeholders Affecting the Acceptance" (page 21) • Appendix A of this report (pages 33-35).	Governor with Director, DLM & Director, BSP
1.3: Establish regular meetings of the planning team.	Choose meeting day and time, have directors identify representative from agencies.	Month 1	• Meeting location • Administrative Support for agenda & minutes.	Planning Team Chairperson with Director, DLM & Director, BSP
1.4: Transition Planning Team into Territorial Planning Council (TPC).	Governor appoints Planning Team members to TPC to review and revise land use plan and advise and align various territorial planning processes.	Month 22+	• Governor's directive to re-establish the TPC • Governor's appointment of members to TPC • Legislative approval	Governor with Director, DLM & Director, BSP

Goal 2: Assess and determine Guam's natural environmental resources.

Objective	Action	Timetable	Resources Required	Responsibility
2.1: Conduct a comprehensive assessment of Guam's natural resources with focus on parks, recreation, conservation and marine preserve levels.				
	2.1.1: Compile current data sets and plans assessing natural resources and potential impacts of parks, recreation, conservation, and marine preserves.	Month 2	• GEPA DanDan Landfill assessments and others • GWA/EPA Assessments of Water resources • Dept of Agriculture Critical Habitat Proposal • Dept of Parks and Rec Historic Preservation & Outdoor Rec plans • Marine Resource Assessments	GEPA, DPR & DAWR
	2.1.2: Review current plans and identify common areas and discrepancies between plans.	Month 3	• Current plans compiled.	GEPA, DPR & DAWR
	2.1.3: Stakeholder input on existing plans and assessments if completed prior to 2001. (combine with 2.2.2 below)	Month 4	• Public review/input meetings • Agency meetings/surveys • Support items for collecting feedback (easels, tape recorders, pens, markers, etc.) • Staff to transpose verbal feedback.	GEPA, DPR & DAWR
	2.1.4: Update plans and assessments based on public input.	Month 5	• Summaries from stakeholder meetings.	GEPA, DPR & DAWR
	2.1.5: Based on updated plans, identify areas of special consideration/significance for their recreational, park, conservation and/or marine preservation.	Month 6	• Updated plans with public input	GEPA, DPR & DAWR

Goal 2: Assess and determine Guam's natural environmental resources. (continued)

Objective	Action	Timetable	Resources Required	Responsibility
2.2: Develop village-level vision for parks, recreation, conservation and marine preserve levels.				
	2.2.1: With Mayor's, identify key village leaders and stakeholders.	Month 2		Mayor's Council with GEPA, DPR & DAWR
	2.2.2: Collect village-level input. (combine with 2.1.2 above and 3.3.3 below)	Month 4	• Listing of village natural resources and existing parks & recreation areas • Support items for collecting feedback (easels, tape recorders, pens, markers, etc.) • Staff to transcribe verbal feedback.	Mayor's Council with GEPA, DPR & DAWR
	2.2.3: Develop village plans with emphasis on parks, recreation, conservation and marine preserves.	Month 6	• Listing of village natural resources and existing parks & recreation areas • Summaries of village-level meetings.	Mayor's Council with GEPA, DPR & DAWR

Goal 3: Design the vision for social and economic development.

Objective	Action	Timetable	Resources Required	Responsibility
3.1: Identify key goals and priorities for economic development.	Combine major planning & assessment efforts from last 12 months.	Month 2	• Workforce Development Strategic Plan • Summary from Guam Economic Development Summit • Household Income Expenditure Survey analysis	GEDCA, Dept. of Labor
3.2: Develop an infrastructure master plan which integrates and de-conflicts utilities, roads and communication.	Combine major infrastructure plans into one comprehensive document.	Month 6	• Current GWA long-term plan • Current GPA long-term plan • DPW 2020 Highway Master plan • GTA infrastructure plan (if possible).	GPA, GWA, GTA, CCU, DPW
3.3: Gather input on community design and visioning from Guam residents.				
	3.3.1: Develop website to solicit feedback and maintain updates on progress.	Month 3	• Web developer • Funding to contract if needed.	Land Use Planning Team with possible partner
	3.3.2: Utilize billboards and public service announcements to announce events.	Month 3	• Funding for billboards & advertisements.	Land Use Planning Team
	3.3.4: Village meetings for community member input.	Month 4	• Support items for collecting feedback (easels, tape recorders, pens, markers, etc.) • Staff to transcribe verbal feedback.	Land Use Planning Team
	3.3.3: Individual meetings with key stakeholders: • Realtors • Mortgage Lenders • Developers • Mayors • Legislature • Community Groups • Governor's Cabinet	Month 6	• Support items for collecting feedback (easels, tape recorders, pens, markers, etc.) • Staff to transcribe verbal feedback.	Land Use Planning Team

Goal 4: Organize and align data sets and master plans.

Objective	Action	Timetable	Resources Required	Responsibility
4.1: Develop a comprehensive assessment of all existing master plans for Guam.				
	4.1.1: Collect and review land use related master plans not collected for planning workshops.	Month 1	• Current list of plans collected (from Planning Workshop meetings). • GIAA master plan • CLTC & Ancestral Lands master plan	BSP
	4.1.2: Identify similarities and differences between areas covered by plans.	Month 2	• Collected plans from agencies	Land Use Planning Team
	4.1.3: Combine existing plans with village-level plans (from 2.1.5, 2.2.3, 3.2, & 3.3.3).	Month 3	• Collected plans from agencies • Village-level plans	Land Use Planning Team
	4.1.4: Identify major areas from plans in summary documentation.	Month 6	• Collected plans from agencies • Village-level plans	Land Use Planning Team
4.2: Update and analyze data sets to establish existing conditions and to plan for future growth.				
	4.2.1: Utilizing current data from census, factbook, and other sources (e.g. military information), develop picture of future growth predictions that impact land use.	Month 2	• Guam Factbook • Census Monograph • Military Growth Plans	BSP
	4.2.2: Collate relevant data into GIS format.	Month 8	• Additional staff time & support • Information and maps	DLM & BSP
	4.2.3: Update land inventory & land assessments.	Month 10	• Current inventories	DLM
4.3: Analysis of current data system.				
	4.3.1: Identify data and information lacking in current data sets.	Month 10	• Possible research partner	Land Use Planning Team
	4.3.2: Develop questions to address data and information gaps.	Month 10	• Possible research partner	Land Use Planning Team
	4.3.3: Collect and analyze data & combine into existing data sets.	Month 12	• Possible research partner	Land Use Planning Team

Goal 5: Create a mechanism for implementation, review, and revision of the land use plan.

Objective	Action	Timetable	Resources Required	Responsibility
5.1: Compile and write plan.				
	5.1.1: Compile and integrate information and data from various phases of the project.	Month 15	• Copies of current plan • Staff to record and transcribe feedback.	Land Use Planning Team
	5.1.2: Complete draft version of plan.	Month 18	• Copies of current plan • Staff to record and transcribe feedback.	Land Use Planning Team
5.2: Provide plan for public comment and feedback.				
	5.1.1: Present draft plan to stakeholders and collect feedback.	Month 18	• Staff to record and transcribe feedback.	Land Use Planning Team
	5.1.2: Incorporate feedback into revised draft plan.	Month 20	• Summaries of stakeholder feedback sessions.	Land Use Planning Team
	5.1.3: Submit revised draft plan to Governor's cabinet for review.	Month 20	• Revised land use plan.	Director, DLM & Director, BSP
	5.1.4: Complete final set of revisions based on Governor's cabinet feedback.	Month 20	• Summaries of cabinet sessions.	Land Use Planning Team
5.3: Implementation of finalized plan.				
	5.3.1: Divide plan into phases of implementation.	Month 20		Land Use Planning Team
	5.3.2: Prioritize phases and dates of implementation.	Month 21		Land Use Planning Team
	5.3.1: Submit reviewed and finalized document with implementation timeline to legislature for review and enactment.	Month 22	• Finalized land use plan.	Governor with Director, DLM & Director, BSP

Appendix A

A Summary of the First Meeting of the Land Use Strategic Planning Committee 25 February 2005 Governor's Conference Room, Adelup

Prepared by: University of Guam, Professional Development & Life-Long Learning
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Introduction and Overview

This was the initial meeting of the land use plan update planning committee. The meeting provided a forum for bringing together government planners from various agencies identified as key gatekeepers for this land use plan update process. This session was the first in a three-part strategic planning process with the goal of developing a strategic plan for updating Guam's Land Use Master Plan.

The day's schedule focused on two main areas: capacity building and strategic visioning. In order to address these two areas, a variety of interactions and discussions were facilitated. The following agenda guided the day overall:

Introduction and Welcome

Overview of the Day and this Project: What is this project and where are we going?

Identifying Our Land Use Planning Resources: What resources do we use in our planning efforts?

Clarifying Components of Land Use Planning: What do we see as the essential elements of land use planning?

Mapping our Community: What does Guam's community land use currently look like?

Mapping Our Vision: Where do we go from here?

Wrap-up and Final Evaluations

The sessions allowed the group to identify core elements of land use planning that serve as a guide for the development of the strategic plan, which is the outcome after the third meeting.

Each session also contained a reflection question and an opportunity to provide feedback to the presenters. These are compiled and shared in the appendix.

Identifying Our Land Use Planning Resources

The program began with an introductory activity that allowed participants to introduce themselves to other members of the group, while sharing their peak planning moments and reference resources they use most often/regularly in their work. Participants began by identifying their three resources and writing them on a 3x5 card. The following is a list of resources identified by those in the room as being used regularly/often by them:

What three resources do you use most often in your work?

1967 zoning and official zoning maps	HUD website
ACDE	Individuals
AG's website	Internet
AIPA – site on innovative land use issues	JMB
Andy Balajadia	Land claims awards
Application database	Land Management
Army Corp	Land Surveyors Land Use Reports
Atty General's site	Landless accounts DB
Atty General's website	Local and Federal legislations.
Barbara Miller	Local development requirements guide
Book (GCA) Maps (Records)	Magazines
Books	Maps
Bureau of Statistics and Plans	Marine Lab
CDBG Home Funds	Master listing of property
College textbooks specific to land use planning	Money
Computer (GIS/LIS) Graphic	MSN.com
Computer Database	NEC/NESC Books

Computer Programs	networking partners
Customer DB	Office files & reports
Dept Parks and Rec Historic Preservation Office	other staff in our agency
DLM database	other stakeholders
DLM/Director	Others: "orders" from upper management.
Email	P.E.
Existing Laws (zoning-subdiv) land use policies	Part 24 of the code of Federal Regulations
Fed. Grant overview website	People outside office
Federal Logistics	Photos of island of Guam
federal officials and other agency officials	Planners in the office
Federal Registrars	Planning websites
Federal/State Agency	Previous Planning Studies/files
FEMA.com	Records Repository
Flood maps	Recovery Plans
GCA's	References Material Books and Publications
GCIA Titles	Reports
GEPA	Research Materials databases
GIS/LIS: ESRI INGRES	Sewer director input
Google	Strategic plan for the Authority
Govt of Guam agencies	Surface water
Ground water	The Zoning Law (guidelines to decision making)
Guam Army Corp	USA/Gov/GALC deeds

Guam Coastal Management	Various Gov't agencies/private (CLTC-GWA-GPA-GEPA-DAG)
Guam Code Annotated	Waste water
Guam EPA	Water program director
Guam legislature	Websites
guidelines to decision making (black book)	Websites for federal register rules and regulations
Historic Preservation	Websites: USFWS
HRRA	Zoning law
HSFWS – websites	Zoning maps

Participants then organized themselves into a circle and the first person was given a ball of string. Each participant then introduced him/herself with the following information: Name; Where you work & your title; Years in Planning; One of your 3 resources; Something about your experience – What is your peak planning moment? The participant then held onto the string and threw the rest of the ball to someone across from him/her. As the ball of string made its way around to various participants, a web was woven in the middle. Participants were then asked what the web meant. Various responses were given which touched on the theme “we are all in this together.” These were not collected or recorded. It was also pointed out that the participants had over 400 years of collective planning experience.

Clarifying Components of Land Use Planning

After completing the introductory activity, the group moved back into a large group. The facilitators asked: What are we doing here today? The group identified the following words to describe the effort:

What are we doing here today?

Borrowing	Brainstorming	Collaboration
Communication	Coordination	Developing
Dialoguing	Improving	Interacting
Learning	Networking	Planning
Resourcing	Sharing	Team-Building
	Training	

From these descriptions of the strategic visioning effort, the facilitators asked the participants to individually, on an index card, to provide a definition for or elements of land use planning by answering the question "What is land use planning?" Their individual answers were collected and are as follows:

What is your definition of land use planning?

- Provide direction to balanced development, to ensure quality of life is maintained, the environment is preserved and the economy can be sustained.
- A strategic planning of future land use, Quality, Activity. Group definition: Collaborating with network agencies and community to ensure land use development is environmentally and socially sound and in compliance with existing laws.
- An effective, collaborative, strategic document put together by expertise which will define the elements of land use.
- To plan something in depth before building or developing. To get all types of input from the community. To develop land to its best use.
- Improving Quality of life now and for the future. To support economic development & sustainment.

- The process of strategizing current and the future test use of your land resource. Elements ... *the land *the directions/policy *the information/data
- Planning for the timing, placement, and type and intensity of development and of land use.
- Planning/organize use of land, development, economic growth. Current & best use ... land use permit process.
- Use or purpose of a parcel of land for a duration of time (short or long term)
- Future development, taking in account different factors that will affect future development of lands and impact of the land development have on the economy.
- Land use planning is the art of coordinating the development of the best ways to use land for the future. Taking into account the human, social, economical, and environmental impacts (short & long term) on our natural resources.
- Land use planning is planning for the future.
- Land use planning ... *development projects *rezoning of properties * the contents of usage of each property * environment impact
- Smart community development, sustainable development, manageable, attainable, resource protected, team approach.
- To ensure the proper use of properties for whatever purposes the properties will serve.
- Planning, Planning specific uses of land
- Land use planning is the development of a plan that is consistent with our island community. Elements: zoning, mapping, districting, recreation.
- Developing a plan to maximize all resources to develop a harmonious and functional community.
- Developing and getting approved legally binding guidance for managing future land use.

- Land use planning – assessing available land that can be used for development and planning how to use it, who will use, when it will be used.
- The land use plan is a plan that strategizes the efficient proper use of land of all purposes for the community of Guam.
- Ability to guide community/neighborhood concerning it's livelihood (general welfare, safety), quality of life. Laws.

Then, the facilitators divided the participants into small groups (3-4 members in each), numbered from #1 to #9, and tasked them with sharing their individual definitions. After sharing their definitions, each group worked to develop a common definition of land use planning. The definitions from each of the groups, along with the members' names in the groups, are as follows:

What is your small group's common definition of land use planning?

Group #1: Carl, Pew, Ernie (DLM) & Jeff (DAWR)

Ability to guide neighborhood/community concerning its livelihood (general welfare & safety). Quality of life based on a general or precise plan (addresses current – immediate - future growth). A flexible – dynamic plan closely meeting the expectations and goals of the community.

Group #2: Tino Aguon, Mary Ngata, Lynda Aguon, Joseph Borja

The process of strategizing the current and future best use of our land resource.

Elements:

- * The land
- * The direction/policy
- * The information/data

Group #3: Vangie Lujan, John Cruz, Margarite Borja, Marvin Aguilar

Land Use Planning begins with a vision and considers the following:

1. Public health, safety and welfare.
2. Constraints and opportunities of proposed and existing developments.
3. Balanced development, economic stability and environmental preservation.

And culminates in the right property for the right use, in the right way!

Group #4: Eddie, Roel, Paul, Amelia

Land use planning is the art of coordinating the development of the best and highest use of land for the future. Taking into account the human, social, economical and environmental impacts on our natural resources.

Group #5: Mike Gawel, Terry Perez, Ed Camacho, Lorraine Shinohara

Developing guidance for managing the use of resources effectively and efficiently to enhance other comprehensive planning. Some examples of elements are: zoning, mapping, recreating, and districting.

Group #6: Ray, Albert, Jeff, Joey

Planning for the future taking into consideration the existing land uses and evaluating the impacts in order to enhance the uses in a structured manner that will benefit the community now and for the future.

Group #7: Joe Punzalan, Kimble, Carl Quinata, Jim Mumard

Optimum gain for economic, social, environmental aspects in the development of real property. With community involvement; determining residual value.

Group #8: Nora, David & Frank

Planning for SMART community development by guiding timing, placement, type of land use.

Elements: Sustainable
 Manageable
 Attainable
 Resource protected
 Team approach

Group #9: Esther, Joe, Lorie

Collaborating with network agencies & communities to ensure land use development is environmentally and socially sound and in compliance with established laws.

Elements: 1. Public inputs
 2. Reviews/comments from agencies.
 3. Plan, execute & follow-up.
 4. Land/natural & manmade resources.

These individual definitions were posted and presented to the large group so all participants could see and hear how other groups defined land use planning. The large group was then asked to identify themes common to all or most of the definitions brought developed by the small groups.

Common Themes Identified from the Group Definitions:

- Sustainable development
- Community development/economic development
- Resources
- Environment
- Socio-Economic Impacts
- Enhancement
- Evaluation
- Collaboration
- (Politics)

Parentheses around politics indicate it was offered and received laughs and questions about its relevance. However, the facilitators felt this was a key issue that needed to be explored later on in the day as a part of the "Mapping Our Vision" section. Therefore, it will be looked at further later on in this report.

The process leads to developing these themes so they can serve as a guide throughout the rest of the process. The categories provided indicate a consistency in desire for land use planning to facilitate development and growth (sustainable, economic, community development and enhancement), albeit in responsible and reasonable ways. Land use is impacted by the natural, human, and capital resources available (environment and resources), and requires collaboration and evaluation to be effective.

Mapping our Community

The facilitators used the small groups from the definition phase and created three groups (#1-3; #4-6; #7-9 were used to create the 3 groups) to give an overview of zoning areas currently in use on Guam. The following colors were used on the maps:

- Residential – Brown
- Commercial – Red
- Industrial – Blue
- Conservation – Purple
- Agricultural – Green
- Historical – Orange
- Military/Federal – Yellow

This exercise was designed to allow planners from across agencies to interact around maps of current land uses, while also developing visible models of current land uses. The completed maps will then be used as a foundation for understanding where we are in our land use planning process and given us greater insights into where we need to go. The final maps are being compiled by the Bureau of Statistics and Plans, Coastal Management Program for printing and therefore are not included in the report at this time.

Mapping Our Vision

In order to implement an update to the land use plan, the planning committee needs to identify key individuals in the community who will help facilitate or inhibit the implementation of any plan developed. This session aimed to help the participants identify key individuals and power structures within the community, list potential opposition to a land use plan update, and brainstorm ways to involve the key individuals to help address their areas of opposition and to ensure the community supports the development and implementation of an update to the land use master plan.

The participants were given two 3x5 cards and asked to list power individuals and structures within the community. Then they were asked to identify the potential sources of opposition on the back of that card. Finally, on a second card, participants were asked to brainstorm and list ways to involve the power individuals and structures, especially the potential sources of opposition, in the process to address their concerns and gain their support for any plan being implemented.

What are the power structures/who are the power people in our community?

Adjoining Property Owners

GovGuam Resource Agencies

Agriculture	DPR	HPO-DPR
Ancestral Lands	DPW	Land Use Planners
ARC	Elected Officials	Leaders
Army Corp	Environmentalists	Legislative Branch
Attorney General	EPA/DAG	Lieutenant Governor
AWE	Executive Branch	Mayor's Council
Bankers	External Interest Groups	Military
Business Community	Federal Agencies & Regs	Off-island Investors
Chamber of Commerce	FEMA	People
Church	Financial Institutions	Politicians
Civic Groups	GEDCA Board	Private (esp. Large) Landowners
CLTC	GEPA	Public Stakeholders

Community Leaders

GHRA

Realtors

DAWR

GLUC

Residential Interest Groups

Developers

Governor

Residents/Citizens

DLM

Village Planning

What are the potential sources of opposition?

Activist Groups

Misinformation being spread

Al Israel

GEPA

NGO's

Attorney General

Government

NIMBY's/Affected Residents

Audubon Society

Government Interest Groups

Non-owing Property Owners

Banks/Bankers/Financial Inst.

Governor

Politicians

Business Community/Owners

Green Peace

Public Housing

Catholic Church

Itanota Partners

Realtors

Civic Groups

Land Scammers

Regulatory Agencies

Community

Landowners

Religious Organizations

Developers

Leaders

Residential Interest Groups

Developers

Legislature

Residents

DPW

Local Gov't.

Resources/Money

Existing Laws

MAS

Tax Payers

External Interest Groups

Mayors

Those with \$

Fear of Change

Military

Tourist Industry Groups

Federal Gov't

Traditional Owners

How do we inform and involve power structures and potential sources of opposition?

Billboards		Presentations/Reports
Brochure	Infomercials/TV Shows	Print/Electronic/Broadcast Media
Civic Group Meetings	Involve in Process/Transparency	PSA's
Committee/Discussion Groups	Land Use Month	Public Law
Community/Village/Town Hall Meetings	Legislative/Public Hearings	Regulatory Measures
Effective Advertisement	Mayors/Realtors/etc. Council Meetings	Schools/Classroom
Election (WAVES)	Outreach/Education Campaigns	Surveys/Questionnaires
Indiv. Meeting w/Governor's Cabinet	Petitions	User-friendly Website/Technology
Indiv. Meeting/Lobby w/Senators		Workshops

Seven Points for Community Development:

The day wrapped up with the following shared by Peter Barcinas, from Suzanne Morse' keynote address at the 2005 NACDEP National Conference in Las Vegas, Nevada, 15-18 February. Suzanne Morse is the Executive Director of the Pew Partnership for Civic Change and shares these 7 points from her publication Smart Communities:

1. Investing right the first time.
2. Working together – collaboration.
3. Building on community strengths.
4. Practicing democracy.
5. Preserving the past.
6. Growing leaders.
7. Inventing a brighter future – Act instead of react.

Appendix A: Session Evaluations and Reflection Questions

For the numeric rankings, three questions were asked of each session:

Did you gain something new from this session?

Did this session reinforce something you already knew?

Did the facilitators effectively guide the session?

The rankings of each session are followed by the descriptive comments and responses to reflection questions asked of each participant at the end of each session, except for the last session.

Evaluation of Session 1: Identifying Our Land Use Planning Resources

<u>Session</u>	<u>Rank 1</u>	<u>Rank 2</u>	<u>Rank 3</u>	<u>Rank 4</u>	<u>Rank 5</u>	<u>Average</u>
Did you gain something new?	0	2	10	10	5	3.67
Did it reinforce something you knew?	0	1	10	9	8	3.86
Were the facilitators effective?	0	1	3	10	13	4.30

Write one thing you gained from this session:

- Resources from other agencies; interacting and communicating
- Interdependency with other agencies.
- Awareness of local external resources for planning
- Meet people from other agencies.
- Networking resources, Coordinating reviews, Data gathering
- Duties of fellow workers
- Resource and connection with other Gov Guam agencies
- Knowledge on each agency/agencies peak highlights (moments)
- Available resources from other agencies, actually seeing the face of the names that were at one time referred to.
- Identifying key player in other Agencies.
- It enforced my knowledge that working together is a "must" to be successful in attaining your goal.
- Agency Interaction.
- Close collaboration; always keep in contact
- Knowledge of what other people do to get their resources.
- That there are many resources available locally.
- The importance of each Gov't agency in relation to the island.
- Greater resource base with individuals.
- The "ring" supposedly connects resources yet in reality, it does not happen.
- The session put faces to names that I have dealt with previously.
- We are inter-connected and we can gain/achieve our goals together.

- Agency interaction is beneficial if not mandatory.
- Information about other planners and the experience they have.
- Other available resource other than just "GOVT"
- Meeting new planner/ Govt Guam employees
- Work with Vangie Lujan and Linda Aguon
- Blank (3)

***Reflection Question #1: What agency/individual can I work more closely with?
How can I better work with that agency/person?***

- Guam EPA – concerning wetlands
- Bureau of Planning & Statistics - share data more closely.
- BSP- Esther
- GWA – work through the CFO/GM/CCU.
- GEPA
- GEPA; create a working rapport; Inter-agency MOU in asking each other agency with data regarding conditions with land use in various geographic locations; opportunities for material returns; economically; environmentally
- DAWR or GWA; email correspondence, keep them updated on Environmental regulations and policies.
- The intent on the use of Gov Guam properties
- Attorney General office – dealing legality on documents.
- K. Lujan-CLTC; DLM Planning & Resource staff (any representative). These two agencies have land knowledge essential to prepare with most of my strategic planning at DOAgr such as GCWCS, Recovery Plans, Recreational hunting, etc.
- Actually all agencies that affect housing. To better utilize other agency resources contributing to housing.
- With the mandate that we have as planners, I need to work closely with all the concerned agencies resource and development reviews.
- Agency communication and getting to know each individual and the work that they do. This will be an asset in moving forward towards this land use planning workshop.
- Work more closely with GWA; send letter – introduce progress and shared responsibilities.
- Fire dept and land management, water for fire protection and data that I can retrieve from office.
- I would like to work closely with GEPA.
- GEPA in reference to wetlands.
- Dept of land management; My office will be dealing with the municipal landfill. The DLM will allow me to research property owners where the landfill will be located.
- DLM & GHURA; given the resources from my own agency to properly execute and follow up plan.
- The DLM is the agency. To improve communication via phone calls, emails to a key person in that agency.
- GEPA; meetings and training on land uses; computers.

- Bureau of Planners
- GEPA – chief planner
- UOG – perhaps in providing most current planning practices – theories – goal is to know best to work smart and accomplish the task.
- Guam Legislature – more communication.
- Blank (3)

Evaluation of Session #2: Clarifying Components of Land Use Planning

<u>Session</u>	<u>Rank 1</u>	<u>Rank 2</u>	<u>Rank 3</u>	<u>Rank 4</u>	<u>Rank 5</u>	<u>Average</u>
Did you gain something new?	0	2	4	10	10	4.08
Did it reinforce something you knew?	0	0	2	16	8	4.23
Were the facilitators effective?	0	0	4	11	11	4.27

Write one thing you gained from this session:

- Understanding and gaining knowledge of land use planning.
- Importance of common definition.
- Network with key people with respect to land use.
- An appreciation other's perspectives.
- Elements involved with land-use planning
- Land Use planning in a variety of regulatory entities having common goals/concerns.
- Land use planning collaboration
- Update knowledge of definitions category/context.
- The use of planning and development impact
- Common elements were discussed amongst planners.
- Group ideas
- That we are focused
- Importance in the planning process.
- That there is a great importance for all specific uses.
- The different aspects towards land use.
- Got a better definition of land use planning.
- Common cause & identification
- Commonality of perceptions of definitions.
- All similarly focused on common goals.
- How goals were similar.
- Develop working relationships with other agencies.
- I learned what's involved in planning.
- Blank (6)

Reflection Question #2: How similar was my definition to the common elements identified?

- Very similar – most group evaluation by distinguishing the social and economic factors for the future – also the safety concerns
- Similarity of definitions – common themes.
- Common concern with socio-economic impacts and sustainable developments for future purposes.
- Very similar except no one else, but in planning begins with a vision and direction.
- My definition was much more general than those of the others.
- Very similar in a group of 4, 3 were identical in definition.
- (Politic) best usage which comes down to dollar figure.
- My definition was common with what all other groups shared. With my group it was very similar in meaning to what is meant. Goal & elements described.
- Very similar (3)
- Every individual had different if not similar definitions. In my opinion, all the groups had great land use planning definition.
- Knowing the steps you need to take for the process.
- All definitions heard have similarities.
- My definition did not relate to the common elements identified.
- The definition was very similar. There were varying degrees of detail between definitions.
- Gives good ideas for future land use and other activities.
- My definition was too general relative to the other definitions, but the common elements are similar to overall definition.
- Very similar
- Blank (8)

Evaluation of Session #3: Mapping Our Community

<u>Session</u>	<u>Rank 1</u>	<u>Rank 2</u>	<u>Rank 3</u>	<u>Rank 4</u>	<u>Rank 5</u>	<u>Average</u>
Did you gain something new?	0	1	6	9	9	4.04
Did it reinforce something you knew?	0	1	6	10	9	4.04
Were the facilitators effective?	0	0	4	9	13	4.35

Write one thing you gained from this session:

- Indicated congestion and environmental impact of the community.
- Difference of opinions of people relative to what are the existing land uses.
- Collaboration among agencies means valuable information shared.
- An appreciation of Land Use on Guam.
- Zoning of Guam

- Planning awareness; managing sustainable growth
- Social, economic and environmental development.
- That our thinking this land use planning we have the same usage.
- Engage with various agencies
- Definition between land use to kept clear and having a collaborative understanding.
- Very little
- Developers interest
- That the entire island consists of all uses.
- I gained the amount of knowledge each representative from the agencies have.
- I was late. I can't answer this question.
- I was made aware of how the land is currently used.
- Multi-purpose
- That definitions between land use and zone need to be made clear.
- Knowing the critical uses that effects community.
- The input from other agencies that are more knowledgeable/ have historical knowledge/ info/ data in their fields so that then input provides a bigger picture of facilities/ utilities and constraints.
- Info from other agencies
- Blank (7)

Reflection Question #3: Write one thing you learned about land uses? Were you surprised about anything?

- Not surprised – knew the destinations land uses of the property but in a comprehensive usage regulations
- Land use in Guam is all mixed
- Guides the use of land
- Land Use correlates somewhat with zoning. Just because the use is not zoned in a particular area does not preclude use.
- Planners have common goals regarding evaluations; resource probation; group and/or team approach for community gains and development; environmental concerns; no not really.
- Almost the know how; not really surprise because it's over dol
- Lack of money for ancestral lands. Hotel development zoning (commercial zone) or about the Ritidian Refuge areas.
- Not much due to my familiarity of current uses and zones.
- Don't make money rule
- I did not learn much because I usually reference land management on an as need basis. I was not surprised at what was presented.
- Representation of others identified in zones.
- That there are big differences between zone and land uses. And that the current users in some areas are haphazard.
- So much can be done to control and enhance the growing island community and sustain by knowing available lands and resources.
- A great deal of open space currently exists. No surprises.

- Very similar
- Blank (12)

Evaluation of Session #4: Mapping Our Vision

<u>Session</u>	<u>Rank 1</u>	<u>Rank 2</u>	<u>Rank 3</u>	<u>Rank 4</u>	<u>Rank 5</u>	<u>Average</u>
Did you gain something new?	1	1	4	9	11	4.08
Did it reinforce something you knew?	1	0	4	13	13	4.19
Were the facilitators effective?	1	1	1	9	14	4.31

Evaluation of the Overall Workshop:

What 3 things did you learn from today's sessions?

- Long term land use planning, collaborating, politics.
- Interaction, collaboration with other agencies, resources
- UOG resource, grantmanship resource, education resource
- Collaboration; mapping existing community development for creating guidance and vision; common agenda for regulating and enhancing land use development.
- Collaboration; a decisive plan, sustainable development
- Pretty much from land summit.
- Informative
- Our purposes for the land use planning, "were all in the same boat" with western region, Montana; available resources from other agencies.
- Available resources I can utilize to improve my work.
- Planning can not be taken for granted.
- 7 points from Susan Morris; Agency participation and teamwork
- Learn of UOG's programs; how many UOG faculty and students there are; that session was needed.
- More about planning, where to get information, the process.
- Basic planning procedures; the power structures existing
- The importance of land use on the island and the impact it has in the future.
- Better community planning; Time is the key component in planning.
- The (3) envelopes
- Large group of participants. We all have similar perspectives; Instances perspectives are different.
- Team work of attendees and instructors (facilitators)
- Different perspectives at viewing things.
- Format of conference
- Blank (6)

What are 3 benefits produced by this meeting?

- Gain knowledge; Guam is not alone – states have planning use control and trouble
- Need to work on above
- Networking; the need to develop and update Comprehensive Land Use Plan;
- Awareness of other planners; Extra resources; Grantmanship
- Networking; identifying planning resources; identifying old and new gatekeepers.
- Relay issues discussed on this workshop to peers.
- Collaboration and other agencies, effective communication, team work
- Identification of the need for a proper land use plan.
- We have to work in coordination to make sure to meet our goal.
- Great ideas, interaction, and enthusiasm from participants.
- Met Gov't workers I can network with.
- The resources to help me to complete my job.
- Govt needs more outer activity with the other agencies. Money is one of the problems Guam is facing. No one is willing to pay.
- Begin, progress & the future.
- Familiarity of cooperation gets the process going; knowing where to go.
- To improve, evaluate, the future master plan.
- Networking information sharing, identification of govt planners
- Getting organized; finding out where we're at; first meeting of Govt planners.
- Blank (10)

What are 3 shortcomings to this meeting?

- Resources, comprehensive planning, decision-making, coming to conclusions
- I share the sentiment of another participant – where are we going?
- No pre-workshop material
- Not all players were present
- Planning; rezone
- None that I can identify
- Time “urgency” – agenda should have been given ahead of time
- Lack of participation; lack of enthusiasm and teamwork.
- Facilitators – too pedantic, lacked credibility in expertise – land use plans.
- More better understanding of the specific land uses.
- Time
- Did not develop a common vision for Guam's future/ couple of long sessions/
- Blank (17)

Other comments?

- Planning for the future
- Very good.
- Overall I was overwhelm with the presence with the participants and facilitators. Turned out great and productive.
- Thank you for facilitating this workshop.

- Facilitators used session to market UOG – land grant programs. It would be beneficial if facilitators extended credibility. More of a lecture type session. No goals developed for future sessions.
- Good workshop to start a very difficult process. Interactive and not lecture base.

Appendix B: Participant List

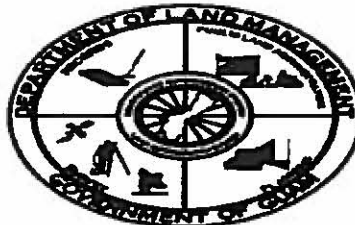
Name	Agency	Phone #	Email address
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Aguon, Joffre Q.	DLM	475-5209	
Aguon, Lynda B.	DPR	475-6294/5	laguon@mail.gov.gu
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Appendix B

A Summary of the Second Meeting of the Land Use Strategic Planning Committee 21 March 2005 University of Guam Field House

Prepared by: University of Guam, Professional Development & Life-Long Learning
Center and Cooperative Extension Service



This project is a partnership between the University of Guam University Community Engagement's Professional Development and Life-Long Learning Center and Cooperative Extension Service, and the Guam Coastal Management Program, Bureau of Statistics and Plans, Department of Land Management and the Office of the Governor

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Introduction and Overview

This was the second of three meetings for the land use plan update planning committee. The goal of the meeting was to provide a forum for a broad group of representatives from throughout the island, both public and private sectors, to provide input into the process. Unfortunately, only about 50 people showed up out of an anticipated 100 participants, resulting in a base of information less broad than originally planned.

The day's schedule focused on using a needs assessment technique known as "Appreciative Inquiry" to vision with participants for the future of Guam, and to design a strategy for realizing that vision. The following agenda guided the day overall (copies of the presentations are available in this summary):

Registration & Continental Breakfast

Welcoming Remarks

Presentations:

Commander Navy Region Marianas, Captain David Boone
Guam Highway Master Plan, Duenas & Associates

Individually complete Phase 1: Discovery; then, Interview one other person from same group. After interview, start Phase 2: Dream

***Break into 5 groups and share interviews of Phase 1: Discovery
Then work as group to share Phase 2: Dream***

Lunch – Provided at the Field House: Individuals/Small Groups prepare Phase 3: Design & Phase 4: Deliver

Return to 5 Groups & Complete Phase 3: Design & Phase 4: Deliver

Groups Report

Wrap-up & Evaluation

The feedback from the needs assessment process is compiled here and then was used in the final session in developing the finalized strategic plan.

Opening Remarks

The opening remarks were delivered by the Director of the Bureau of Statistics and Plans, Mr. Tony Sanchez, on behalf of the Governor. He shared the importance of the effort undertaken on this day, and the great need for information and feedback from the participants. In addition, he thanked everyone for participating in this workshop.

Presentations

The opening presentation was delivered by Captain David Boone of the United States Navy Marianas Region. He shared the current planning efforts of the US Navy, and their anticipated development and growth over the next few years.

Captain Boone's presentation was followed by a presentation from Duenas and Associates sharing the update to the Guam Highway Master Plan which is discussed in the Guam Highway Master Plan 2020.

Both of these presentations were presented using Microsoft Powerpoint, and the slides are available after the Evaluation Summary (beginning after page 14).

Appreciative Inquiry

The Appreciative Inquiry process was facilitated with two trained facilitators in each group. Participants in the large group workshop were divided based on a colored sticker placed on their nametags. The following are the summaries from each group.

Phase I. Discovery Phase

Identify the peak moments in your experience with community planning. When have you been most impressed or found benefit from a community development project? Think of a time when you were doing something and realized how lucky you were to live in Guam – what makes living in Guam unique? Describe times when you experienced our community at its most effective state. What types of activities in the community do you enjoy? What do you most enjoy about living on Guam?

What were the conditions/elements that made these experiences possible? What types of values do these experiences indicate? Is there something about the island that makes this experience possible?

How has Guam's land contributed to these experiences? Are there specific land plans that have provided for your experience or for the community development project?

Yellow

- Clean environment/Climate
- Lack of industrial pollution—clean air
- Park/Quality of life
 - Roadways
 - Boundaries
- Familial entity/Uniqueness
 - Cultural
- Integration/Balance
- Proximity
 - Local
 - Regional
- Disasters
 - Natural
 - Man made
- Plan Internal External
 - Stakeholders/Power down to lowest
 - Values
 - Traditions
 - Historical
 - Appreciation
- Reviews
- Funding
- Survivability

Red

- Comm Dev. With urban renewal
 - Sinajana Infrastructure concern
- Public Access/Easements
- Home values/Appraisals
- Master plan
- DOD
- Island wide infrastructure-lag behind
- Collection of activities
- Sense of identity within a comm..
- Village togetherness
- Access roads
- emergencies
- Identify future easements
- infrastructure
- public safety
- Bus shelters
- Densely populated
- Infrastructure improvements
- Development – control/manage
- Economic impact
- Social events
- Culture
- Litter/environmental impact
- Quality of life
- AAFB master plan
- Social Events-Base/local
- Orig. lands impact
- "Cultural Core"

Green

What Makes Living on Guam Unique

- Small, Culture, Close-knit, Family Oriented
- Typhoons – the worst brings out our best
- Accessibility to public officials
- Population fluctuation over the years
- Diversity in Ethnicity
- Family Orientation

Blue

- Increased public involvement in community planning
Getting info. To public in a timely manner
Town hall meetings
Education outreach
- Establishment of marine preserves meeting community acceptance
- Asan community re: development project – GovGuam invites public
- Rehabilitating Messo reservoir – GovGuam agency involvement
Closure of Fena reservoir caused action to rehab Messo reservoir
- Ugam Watershed Project . Re forestation was community driven
A bottom-up Approach
Supported by youth orgs.
- Liguán/Kaiser Subdivision
Buffers, open space – planning was parks and schools
Exceptional! Standing the test of time!
Good execution of a good plan
- GLUP (Tiyán) – 1994 - Good planning experience
- GHURA Development (pagachao) Serving catalyst for other infrastructure projects.
Execution of a good plan
- Cultural Resources Mgmt. Plan
Fed. Driven (Mil) (Public Law).
Military Buildup

What do you enjoy living on Guam?

- Available open space & environment (clean). Excellent air quality
- Familiarity
- Family ties (hospitable)
- Large middle class
- Casual life style
- Proximity to Asia
- Low density (traffic housing)
- Lots to do
- Cultural diversity
- Diversity of economic opportunities
- Unique political status. Per capita infrast.
- Strong cultural values
- Healthy marine resources
- Accessibility to ocean

Phase II. Dream Phase

Imagine you were to leave Guam and return in 20 years. When you returned, Guam was the ideal you hoped for? Describe how Guam is organized? What are the community activities available? How is the land being used by the community? What are organizations accomplishing? What data and information is available? What are the training and educational levels of individuals in community and government positions?

Yellow

- Clean, healthy environment
- Network of job/cycle pathway
- Recycling—junk cars recycled bins
- Historic preservation
- Growth MGMT Policies
- "Return to The Past"
- Less traffic, more farmers' MKTS
- A plan
- Village plans
- Avoid reactive planning
- Integrate planning
- Infrastructure improvements
- Reliable Infrastructure
- Highway plan
- Agriculture
- One(1) government body to oversee planning, regulations
- Good hospital
- Crime prevention
- Regular, consistent trash pick-up
- Increase environmental awareness
- Contingency plans/Hazard mitigation
- Natural
- Man made
- Alternative energy plans

Red

- Controlled developments
- Infrastructure/Underground power
- Enforcements
- Homeless needs assessments/Improved housing stand
- Overpass Tiyan to JFK
- Overpass Tiyan to San Antonio
- Comm. Districts Arch. Standards and designs
- View- non obstruction
- Environmentally focus
- Cont. coop. between military and civil sectors
- Improve road acc.
- No illegal dumping
- Larger military pres.
- Economic viability among islands
- Wind
- Recycling
- Water cooling
- Cultural Energ./Immersion

Green

- Family Network Enlargement
- Reliant on high technology
- Improved Infrastructure (balance)
 - Sewer
 - Power
 - Water
- Balance between environment & Culture
- More Community Schools
- School districts should reside within villages
- Guam will look like any U.S. community
 - Less community relationships
 - Chamorro Language (loss/less – negative)
- Increase in Homelessness Programs
- Increased Economic Activities
- Guam Controlled Immigration
- Political Status with U.S. would allow Guam greater flexibility – Self Determination
- Increased privatization – smaller government
- Effective Govt.
- Updated Land Use Plan (approved & in use – enforced)
- Intensity districts w/multi-zoning
- Improved Public Transportation
- Increased flex-work sites (home or office)
- Educated Workforce
- Cultural Identity
- Vibrant economy – job creation
- Land use plan that serves multiple purposes
- Environmental balance
- Land use plan S/B a living document
- Quality of Life

Blue

- Improved Infrastructure (7)
- Island-wide Recycling Programs (20%)
- GovGuam agencies re-org'd.(1)
- Implementation of Comprehensive Master Plan (8)
- More parks, recreation & conservation areas (5)
- Beautification awareness/enforce.
- Desired economic diversity (3)
- Integrated tourism/community (3)
- Economic Activities

How is Guam organized?

- GovGuam agency's re-organized, better-cooperating
- More parks & recreational Facilities
- Integrated tourism/ community activities
- Cleaner streets environment
- Faster Disaster recovery (improved infrastructure planning)
- No mixed use (No performance zoning) small community designs
- Guam comprehensive outdoor recreation plan implemented
- Recycling island wide (20% reasonable waster addressed)
- Revision of elements of comprehensive master plan (i.e. highway plan, parks, seashore, etc.)
- Eliminate H2O/Power outage & sewer leaks
- Underground power infrast.
- More resource conservation (natural)
- Better erosion control
- Re introduction of native species
- Sustainable development
- High volume low impact military activities

Phase III. Design Phase

Create a strategy to carry out the dreams that your group has identified in the earlier phase. What can be done to build on the current qualities of our land use? What aspects of land use planning and development need to be strengthened in order to achieve your group's vision and hope for the future?

How will you implement this strategy? Who do you need to work with to achieve your vision?

Are there certain training or educational opportunities that need to happen? Who needs to attend those trainings?

What are some data or information needs that are necessary for accomplishing your vision?

Yellow

- Site development review/regulation
- Public law 20-147
Funding to implement
- Implement law to: Create central government body-single "Responsible" agency.
- Existing conditions and trends report in G.I.S. format including: infrastructure capabilities, natural and manmade constraints.
- Accessibility information in one common format
- Information gathering, sharing
- Public MTGS
- Public hearings
- Review existing plans
Identify good elements
- Government incentives for agriculture
- Human capital
Resources: Identification valuation
Workforce investment

Red

1. Control Dev.
Enforcement
Comm. Dis. Arch. Stand./Designs
View – non obstruct
Strategy: Strengthen for pop. comm. Members for DRC
How implement?: Permanize member/have an alternate
2. Environmental focus
No illegal dumping
Recycling
Environ. Cons. Citizens
Strategy: Pub. Outreach program/awareness
How implement?: Media/print/school
3. Econ. Viability program – inter-island
Strategy: Rec. GEDCA as lead
How implement?: inform gov.
4. Infrastructure
power
water/sewer
roads
Strategy: re-visit leadership roles
How to implement?: Ensure qualifications are intact and a mix of skills/backgrounds or have CCU buy into a leadership plan that exists for duration
5. Socio/Culture
Homelessness
Core comm. Interaction
Immersion
Strategy: CLTC- acquire lands for Mayors
How to implement?: Re-visit P.L22-18

Green

Land use will assist in developing a sound economy & healthy environment

The best place on Earth

Sound community – Balanced budget

Healthy environment

- Safe drinking water
- Fresh air
- Improved infrastructure

Educated Workforce

- Community Schools
- Technology capable
- Higher Education
- Specialized Training

Cultural

- Respect
- Language preservation
- Religion & local customs

Vibrant Economy

- Healthy environment builds our largest economic resource
- Economic diversification
- Transshipment center – Asia (Vice versa)
- Aquaculture
- Arbitration Center
- Data
 - U.S. Census
 - Land Inventory
 - G.I.S.
 - Infrastructure layers
 - Topo Layer
- Set Priorities for
 - Culture
 - Community
 - Economic
- Create an inventory (current) of Govt. Lands, Private & Military lands – Proposal to return to Chamorro Land Trust
- Community Partner Input
- Local & Fed. Govt. – Submit a conceptual plan PL 22-18
- Financial Resource Identification

Blue

IMPROVED INFRASTRUCTURE

- Identify lands
- Existing & future
- Funding/revenue generation
- Population density assessment
- Update fee schedules
- Privatization or public-private partnership

COMPREHENSIVE MASTERPLAN

- Gather data, analyze, develop & implement
- No political interference
- More parks, recreation/conservation areas
- Gather data, analyze, develop & implement
- Monitor & Evaluate
- Bring to Forefront; Make priority
- Awareness/education
- Determine economic value
- Establish mandate(s)

Phase IV. Doing Phase

Identify the specific steps your group would like to take to put your dreams into action. That is, what innovations or experimentations will your group undertake to reach your shared vision or dreams?

List down specific action steps to achieve vision or dreams:

Which action steps are you most responsible for? Which ones can you play a role in helping to implement? How can you fulfill those action steps?

Who is responsible for the other action steps?

Yellow

- Create the single entity to implement the plan and fund staff with the experts
Sustainable funding
Mayors council involvement
- Quarterly forums for stakeholders
Gov Guam - private sector
Military
To continue working relationship and Share information
- Update information
Task force to collect info for existing conditions report
Public awareness campaign

Red

- Control Dev. - Governor's Directive
- Environmental focus - Governor's Directive
- Econ. Viability program – Governor's Directive
- Infrastructure - Emphasize leadership roles Governor's Directive
- Socio/Culture – Governor's Directive

Green

- Set Priorities for Land Use
- i.e. Culture, Community, Economic, Data
- Who Set Priorities?
Community at Large
Federal/Local Gov't
Private Sector (industries)
Special interest groups (native orgs) ,
environmental, religious groups
- Refine existing Priorities of Gov't land us /
P.L. 22-18
Gov't agencies
Land mgmt
Chamorro land trust
Recipients/administrators of resource
- Review and incorporation and update of
existing plans throughout govguam
Plans include data sets i.e.
Population, other census
GIS maps
Land inventories
Infrastructure
- Lead agency DLM w/functional communities
Utilities/Infrastructure
Human Capital
Environmental/Natural Res.
Social Capital
Economic Activity/Capital
Legislative barriers
- Role of the Committees
Up to date data (gather, compile, update)
official data sets
Needs assessments - Input from the
stakeholders
Specialized review & support to other
functional committees
- Public Awareness / Input
Financial support (fed/local funds)
Public hearings
- Collate input/information
Transmit to legislature for adoption
Additional opportunity for public input

Blue

DEVELOP COMPREHENSIVE MASTERPLAN

- Gather data; Analyze, develop & Implement
BSP mandated
Gov.'s office to secure funding
- Evaluate our assets
Asset inventory of all govt. agency
Land use inventory (designed & existing)
DPR, DLM, BSP, Utilities
- Develop community design Plans
- GMPC (Guam Municipal Planning Council)
- Associated w/Chamber of Commerce,
GHRA, GVB, etc.
(Alternate plan, as well)
(Public involvement)

MORE PARKS, RECREATION/CONSERVATION AREA.

- Gather Data....
DPR, BSP, AGRI, DLM, Ancestral & CLTC
Integrate (on boundaries) Federal
Conservation facilities, w/Gov Guam assets
- Moratorium on land returns until master
planning is completed
- Monitor & evaluate rec/con uses.
Respective Agencies
MPC on monitoring existing uses
- Awareness/Education Programs
ID Funding (BSP/DPR-HP, DOA rig-
DAWL,DOF,GEPA-supplemental, GVB)
- Determine Economic Value
GEDCA to assess value
- Establish Mandates
Assess current mandates (resource
agencies)
Update current mandates
Improve upon enforcement
Establish P.L./Resolutions, Rules & Regs
- ID Existing / Future Lands
Create Task Force (Utilities, DLM, Ancestral,
CLTC, DPW, DPR)
Gather Data into Comp Plan – Harmonize
- Funding Where to Get?
PUC Oversight
Develop Financial Plan
- Population Density Assesm. ©BSP (V.L.)
- Update Fee Schedules - PUC Oversight
- Uniform Rules/.Regs. - Task Force – CCU
CCU to develop uniform Rules & Regs
Development of Maintenance/Mgmt Plan
CCU-driven/oversight for each agency to
develop & implement

Evaluations

Participants were asked to evaluate the session for the day. The majority of participants (22 out of 37, or 60%) rated the session as "Good" and the vast majority (29 out of 37, or 78%) rated the day as "Good" or "Excellent." The following are their summary ratings and comments:

1. How well do you feel the session went?

Poor: 0 Mediocre: 0 All Right: 8 Good: 22 Excellent: 8

2. What did you like about the session?

- Very informative
- Good core of people
- Well-put together
- Commonality of values among participants- Drive to have a plan and, importantly, to follow it.
- Discussion on importance of land use plan & different elements that go into it.
- Knowing what is needed to improve the quality of life
- Group Discussion
- Sharing view/ideas
- Core agencies and participants showed up
- Involvement of participants
- Group sessions- able to hear others' input on the Land Use Plan
- Collaborative approach
- Sharing of info
- Interacting w/ other agencies
- Dialogue in work groups
- Presentation of the military and Highway Plan
- Networking w/ counterparts
- Good mix of seasoned and "rookie" planners
- New information on planning and other agencies direction
- Reviewing each phase
- Captain Doone and Duenas and Associates
- Facilitators did a good job of keeping focus
- Interactive atmosphere
- Organized outline
- "Hands-on" presentations

3. What did you find least helpful about the session?

- Exchange Issues
- Not able to implement into action
- Some preconceived mindsets of a few participants
- Circular set up
- Not enough time for interaction

- Land Trust Agency not present to show available lands for use
- Limit of time to know what is expected from individual contribution
- Methodologies of planning that were being suggested by other agencies
- Listening to a variety of perspectives
- Too large & too cold
- Having plans but not following through
- Initial presentations
- Taking the lead roll as DUM EMP
- Too macro of an approach; need to focus on more specifics and details & set target date for completion of action items
- Absence of policy makers
- Slides were hard to see
- Audio feedback- too much echo

4. What recommendations can you make to improve the session if offered again?

- Involve all agencies to broaden LUP
- Should be more focused
- More agencies and participants
- More time to develop concrete ideas
- Increase agency notification to participate
- Smaller venue where temperature is controllable
- More private sessions
- Better time management
- Have participants bring their responses to the session
- Gather listing of plans
- More graphics
- Obtain questions prior to workshop
- Present other master plans
- More breaks; make attendance mandatory
- Limit presentation time
- Longer Q & A session
- More participation from other critical gov. organizations
- Lower temperature
- More presentations similar to the military and private firm
- More military and government participation
- Emphasis on developing rather than focusing on planning
- Existing issues/concerns or policies affecting comprehensive plan
- More define list of questions to focus our time/efforts

5. How do you think you will use the knowledge you gain from the session?

- Expand and share to various agencies.
- Made good contacts
- Shared w/ my agencies
- Public awareness or information sharing
- Pass it on
- Apply to current base master plan

- To plan for & implement plan
- As guidance
- At work
- Putting our knowledge together as one
- Know who to contact and more about what entities do
- Coordinate w/ key staff on intra-departmental development issues.
- Better interaction w/ other government agencies
- How to have sessions and working together
- To plan, pursue and negotiate
- Networked w/ other planners/agencies to developed contacts
- Consider aspects to improve land use planning
- Knowing that other agencies share similar concerns
- Hopefully towards MP implementation
- Use with military planners to coordinate with civilian counterparts
- More aware of other considerations
- What responsibility each agency plays in obtaining clearances for land use

6. If another session like this were offered, would you recommend it to a friend?

YES: 35 NO: 0

7. What other related topics could you suggest to add to this presentation?

- Public participation
- Other problems on Guam
- Enforcement factor
- Labor needs
- Financial and funding needs
- Fire protection system
- Ecosystem impacts
- Coastal impacts on reserves
- Discussion about the past and current issues then work toward developing of plan document
- Population growth projection
- Economic trends
- How different GovGuam organizations relate/interact w/ one another (for the military people)
- CLT- Land survey
- CCU- Land-use plan
- AAFB master plan presentation
- Integration of involved stakeholders
- Identification of public laws relating to land use
- Zone related issues/ community development
- Education, health, Public Safety etc.
- More topics

Large Group Workshop Participant List

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Appendix C

**A Summary of the Third Meeting of the
Land Use Strategic Planning Committee
29 March 2005
Governor's Conference Room, Adelup**

**Prepared by: University of Guam, Professional Development & Life-Long Learning
Center and Cooperative Extension Service**



This project is a partnership between the University of Guam University Community Engagement's Professional Development and Life-Long Learning Center and Cooperative Extension Service, and the Guam Coastal Management Program, Bureau of Statistics and Plans, Department of Land Management and the Office of the Governor

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Introduction and Overview

This was the final meeting of the land use plan update planning committee. The day's schedule focused on summarizing the previous two meetings and adding details and specifics to the strategic vision. The following agenda guided the day overall:

Introduction and Welcome

Overview of the Project: Where have we been and where are we going?

Introduction to Community Capitals: How do they help us strategize?

What are the common elements from the AI process?: Looking at the results of the Large Group AI process, what themes are common?

What is our mission?: What do we expect to accomplish through the land use planning process?

Goals and objectives: Designing and assigning our roles and responsibilities.

The sessions allowed the group to re-visit core elements of land use planning that serve as a guide for the development of the strategic plan. Because many of the participants on this meeting were not present at the first meeting, the re-visiting process took longer than anticipated.

The following pages provide the summaries of the poster sheets used during the final workshop session. Each group also completed a worksheet which integrated the steps needed to achieve the outlined goals. However, these results are not included in this report because they are incorporated into the strategic plan elements discussed at the beginning.

Activity 1

Land Use Strategic Planning

Session #3: "Where rubber and road meet..."

Where have we been?

Session #1: Setting the stage

- Web of resources
- Commonality of vision

Session #2: Community Assets and design

- What are we good at?
- What might we become

Session #3: Commitment to Achieve

- What are achievement goals?
- How do we play a role in achieving these goals?

1st workshop: Common elements/themes in land use planning

Community/economic development

Sustainable development

Enhancement

Socio-economic impacts

Environment

Power structure

Collaboration

Evaluation

Resources

Activity 2

Community capitals

Outcomes: What do we want our communities to be?

Built capital

Natural capital

Cultural Capital

Human capital

Social capital

Political capital

Source: Flora and Flora (2004)

Activity 3

Needs Assessments

AI Results (from our analysis)

- Small communities/familial interactions
- Economic development
- Data/Info. System
- Stakeholder Input

- Cooperation/Collaboration
- Governance
- Environmental stewardship
- E.G.s-good-development-Best practices
- Culture

AI Needs Assessment (from group analysis)

- Environment
- Technology
- Quality of Life
- Disaster Planning
- Infrastructure
- Comm. Dev.
- Data
- Village Participation
- Econ. Viability
- Education
- Culture
- Policy/Governance
- Global Reality
- Open Space Rec.
- Politics
- Energy

Activity 4

Team -Amelia,Paul,Tim,Ernie,Esther.

Guam land us in planning process is needed to assist develop a safe and healthy environment and a sound economy and promote cultural and ethnic interaction for present and future generations.

Mission:

-To plan for the preservation of the natural beauty of Guam within the frame work of a growing population and changing technology.

-To provide a development pattern that enhances the comfort, convenience and economic welfare of the people of Guam.

-To plan for the high quality environment, free from population and well-kept open spaces, for our use and protection for future generations

Team: Nora, Mike, Capt. Boone

Guam Land –Use plan

Mission

The collaborative pursuit of future development for the benefit of Guam.

Vision

Guam's dynamic guide to meet future needs by incorporating;

- Economics**
- Environment**

- Culture
 - Sustainable infrastructure/development quality of life
- Achieve with smart process planning;
- Sustainable
 - Manageable
 - Attainable
 - Resource Protected
 - Team Approach

Team:

Guam's Land use plan guides collaboration efforts to determine the best use of the available resources that enhances positive sustainable socioeconomic progress in our community and allows for periodic evaluation,
Guam land uses plan is a public/private collaboration allowing for sustainable growth while protecting our environment and enhancing our community and economy

Gold team

Guam's land use plan should ensure the best ideal use of resources in concert with community values and traditions while striving for orderly development that takes into account public necessity, health and welfare.

Team:

Guam's land use plan will insure to provide sustainable community and economic development and to use the best resources for the community and our environment.

Team:

To implement a comprehensive dynamic plan by committed and influential stakeholders to include members from business and political organizations who will act as champions for your cause to reflect the feasible utilization of our resources.

Team: Carl, Ed, Penmed

-Provide ample land and facilities for the effective, energy efficient, and aesthetically designed land use development plan, for future growth into existing and adjacent neighboring communities; and incorporate a transportation, social, and historical elements for the economic well being of all citizens; and such elements or plan be reevaluated at a 5-year minimum.

What will a successful land use plan look like?

Possible definitions, using the common elements

Guam's land use plan guides collaborative efforts to determine the best use of the available environment and resources, for the purpose of enhancing the quality and of our community and diversity of our economy in a sustainable way that insures positive socio-economic impacts and allows for periodic evaluation.

Guam land use plan will provide a guideline for growth and development of natural resources; it will bring realistic project development and protect logical balance, and promote healthy safety tourism property and general welfare of Guam's residents. The plan will reduce the cost and difficulties of land transactions/ development in Guam.

Activity 5

Land Use Planning Committee

- **Integrated System**
 - Re-organize agencies/mission
 - Involve and Identify key stakeholders
- **Core Processes**
 - Collection of all core plans
 - Data Analysis
- **Governance**
 - Appointment to committee
 - Priority of Plan

Next 12 Months

1. Develop a comprehensive assessment of all existing master plans for Guam including government of Guam and Federal Government.
 - a. Identify gaps in existing laws and mandates where it is difficult to implement identity issues related to master plans.
 - b. Zoning of ancestral/ Chamorro land trust properties
2. Identify key stakeholders including people to drive the process and people needed for the "Buy-In"
3. Look for \$ for implementation of "new and old" master plans

GOALS

1. Develop an infrastructure master plan which integrates and deconflicts utilities, roads and communication.
2. Develop future growth MGMT plan.
3. All relevant land use data compiled into one format.

3 GOALS

1. Formation of a land use planning task force
 - Reps from executive /Legis. Branch mayoral
 - Private sector
 - Military
2. Establish time table/milestones for completing a LUP.
3. Identify planning resources/stakeholders
 - ID all existing LUPs, laws, regs

#1 Identify finding for road repairs

#2 Develop a schedule for repairs

#3 Contract repair work

To Ensure Sustainable Development:

1. Compliance with environmental laws through strict enforcement
2. Improved infrastructure for roads and utilities (water, sewer, power)
3. Collaborate with local and federal government through a land use planning task force.

GOALS (COMMONALITIES)

- Scope of Works (Developmental of...)
- Funding (I.D/Secure) (A)
- Committee/Partners (Stakeholders –I.D. of...) (A)
- Gathering of Data (A)
- Dev. Plan (G)

Dev. Land Use Plan

Goal #1 – Stakeholder acceptance through peer review community input, public outreach and education.

Goal#2 – Sustainment of quality of life that would continue to enhance economic posture and prosperity

Goal#3 – To meet present needs while not affecting tomorrow's needs

- To ensure that existing or future land development maintain or improve existing environment such that the social and economic prosperity can be enjoyed/realized by all citizens.

What goals do (we) want to achieve in the next 12 months:

1. Identify funding source to produce GLUMP.
2. Form CMTE to develop RFP. And to oversee process
3. Produce GLUMP utilizing technical elements of itano'-ta

GOALS (12 Months)

1. Reorg. Of DLM. CLTC, ALC. –unified mission.
2. Better env. Planning
3. Change zoning process/practice to avoid conflicting uses

Goals

- 1- Scope of work for master plans
- 2- Funding for master plan development
- 3- Compilations of working papers
 - Department / Agency master plans
 - Data / Format / GIS

Activity 6

The final activity involved the use of the following chart to facilitate the outlining of activities to accomplish the stated goals and objectives. The purpose of the activity was to help the participants think through the various steps needed to achieve the identified objective, with an eye on resources and time necessary to complete the specifically

outlined outputs. It was from this activity that the final steps outlined in the strategic plan were taken.

Objective:

Process Strategy - Individual	Resources/Inputs			Activities	Outputs	Outcome Indicators	Long Term Outcomes
	Responsibility	Time	Support Required	Actions		Evaluation of Strategy	
Integrated System							
Core Service Level							
Governance							

Appendix D

Questions for Government of Guam's Planning Workshop

These questions were sent out to planning committee members in late December 2004 to be returned by January 3, 2005. The committee received 8 responses. The answers are organized by question and agencies who identified themselves on their responses are listed. Only one response was unable to be determined.

1. In you and your agency's opinion, what are the most significant direct and indirect factors that impact land use planning decisions?
2. What is your greatest policy challenges to achieving good management and proper land use planning? Please be specific.
3. What impacts do you see when properties undergo changes to its zone?
4. What tools (zoning map, GIS, better laws, training, etc) are needed for your agency make better land use decisions?
5. What needs to be updated in order for infrastructure agencies to plan for the future?
6. Does your agency's mandates conflict with other agency's mandates in planning or reviewing projects?
7. What are your agency's greatest institutional (lack of capacity, insufficient data , etc) challenges to better land use planning? Please be specific.
8. Looking back 10 years, what are the greatest advances that the government has implemented towards better land management practices and policies.
9. What does your agency want to achieve in the next 10-20 years?
10. What elements of planning are most effective? Ineffective?
11. What would you like to be discussed at this strategic planning workshop? (unzoned properties, land fill, legal non-conforming uses, historic preservation, etc.)

Question 1: In you and your agency's opinion, what are the most significant direct and indirect factors that impact land use planning decisions?

Hagatna Restoration:

Direct Factors:

- Variances granted by the Government
- Rezoning
- Lack of funding
- Outdate Land Use Plan & Zoning
- Legal Non-conforming/Illegal non-conforming

Indirect Factors:

- Special interest groups' influence upon decision makers
- Lack of direct community involvement in decision making process
- New laws which cause conflicting mandates

Department of Parks and Recreation:

- Lack of knowledge of agency regulatory functions, policies, etc.;
- Lack of interagency cooperation
- Non-compliance of land use regulations, laws, etc.
- Indiscriminate development;
- Lack of public education on land use development
- "Spot" zoning
- Inconsistency of permitting process and arbitrary decisions/judgments

Department of Agriculture:

- Direct factors that impact land use planning decisions where the project is in relation to its impact to the marine environment, or to Guam's species of concern, especially endangered species of plants animals, or does the project affect bird protected under the Migratory Bird Treaty Act.

Department of Public Works:

- Lack of updated land use laws, infrastructure and flooding

Guam Environmental Protection Agency:

- The most significant direct impact factors that impact land use planning decisions are the adequacy of infrastructure to support the development. Indirect factors include political interference such as spot zoning.

Bureau of Statistics and Plans:

- Direct- the existing laws and policies
- Indirect- the political will, public pressure and environmental constraints

Division of Land Management:

- Lack of an updated Comprehensive Development Plan
- Reliance on an outdated Zoning Law (normally a component of above answer)
- Reliance on an outdated Subdivision Rules and Regulations and other applicable land use rules and regulations.

Unknown:

- Unavailability of a direct information source detailing action histories of properties.

- Conflicts between different agencies' mandates
- External influences and decisions that are not consistent with the Land Use Master Plan

Question 2: What are your greatest policy challenges to achieving good management and proper land use planning? Please be specific.

Hagatna Restoration:

- Conflicting mandates among agencies/departments
- Conflicting control over jurisdiction or land areas. I.e. Historic properties under the control of the Legislature in the Capitol District but also subject to Historic Resources Division of the DPR control.
- Lack of importance placed upon land use planning and the Land Use Plan.

Department of Parks and Recreation:

- To have all agencies involved in land use, acknowledge and understand, even if by Executive Order or respective Directives, that there are other mandated procedures, regulations, requirements, etc., that must be complied with other than their own. Two examples are given:

Example 1: Project- Construction of Concrete Fence, Tumhom.

Historic preservation staff discovers an on-going fencing project at the old Fujita Hotel area, Tumhom. A DPW permit was not issued; developer was told by DPW Permit that a permit was not necessary. DPW's basis for not issuing permit- §66105, 76 GCA: "Exception: Painting, cleaning or fencing." If this provision was fully read, and fully interpreted DPW Permitting would have carried through and informed the developer to check other Government of Guam agencies if clearances were required; agencies such as the Dept. of Parks and Recreation-HP office. Clearance in this instance is required under §76511, 76 GCA (Historical Objects and Sites). A Certificate of Approval should have been obtained.

Example 2: Project- Fidelis Friary Demolition. DPW Permit for demolition of Friar was granted. DPW Permit staff determined it was not necessary to get clearance from DPR- Historic

Preservation. HP issued a stop work order after 1/3 of the building was demolished. An "after the fact" clearance, "Certificate of Approval" with conditions was issued by DPR-HP. Permit applicant was required to submit historical photo documentation of the structure, its history, the uses and photographs.

- Acknowledgement that preserving and protecting Guam's cultural resources are just as important as conservation of natural resources.

Department of Agriculture:

- The issue of private ownership of lands that is wetland. Private landowners may feel that they should be compensated if they are not allowed to use the land. Use of these areas involves local and federal regulatory agencies making the process complex and lengthy

Department of Public Works

- Lack of updated land use laws, infrastructure and enforcement.

Guam Environmental Protection Agency:

- Update and enforce storm water regulations is a policy challenge to achieve good management and proper land use planning. Another challenge is the update of permit review fees to match manpower and resources needed to monitor a project.

Bureau of Statistics and Plans:

- One of the greatest challenges is dealing with existing land use conditions that do not conform to the policies that are already in place. For instance, in ARC, on many occasions, we entertain zone variances for setbacks. In order for applicants to qualify for bank loans, the banks require approval from the Land Use Commission.
- Another challenge is dealing with zone changes that bypass the ARC/GLUC process by being entertained by senators from their constituents.
- Enforcement and penalties.

Department of Land Management:

- Unavailability of existing and future infrastructure plans to make near and long term decisions; and, if available, whether existing plans meet the proposed development.
- The enactment of a new law or laws amending the existing portions of the current Zoning Law that appears to be more ambiguous than straightforward and difficult to implement.

Unknown:

- Identifying and integrating mandates of all agencies into a comprehensive best land use criteria/assurances listing.
- The need to revisit and tweak certain land use decision-making venues to insure "best management" criteria is used.
- Recognizing the mindset of general economic growth and prosperity as a criterion in creating land use laws, regulations and policies without compromising the goals of smart land use growth
- The need to identify and/or clarify land use laws, regulations and policies that do not necessarily reflect or address the growing changes in demographic or economic conditions.
- Having a clear perception of increased adverse impacts to utilities, infrastructure, etc. due to undesired land uses.
- Addressing those activities that are currently in violation of the zoning code, yet actions such as re-zoning is the only avenues to mitigate.

Question 3: What impacts do you see when properties undergo changes to its zone?**Hagatna Restoration:**

- Incompatible uses
- Conflicts w/infrastructure- I.e. problems associated with sprawl
- Environmental degradation or neglect
- Irreversible affects to the landscape
- Increase in the amount of impervious surfaces & decrease in amount of open space

Department of Public Works:

- Multi-zoning use: commercial, R1, R2, agricultural, etc. A mish-mash of uses;
- Property values increase or decrease;
- May create traffic congestion, increase crime rate, infrastructure, degradation, etc.

Department of Agriculture:

- The impacts that could occur when properties undergo zone changes that are not properly reviewed include: conflicts in usages with the surrounding properties, for example, when a commercial zone is placed in a residential or agricultural area; secondly, the intended use may conflict with the ecological state or habit type (e.g. wetland) of the area; and thirdly, owners are misguided into thinking that the area may be developed for certain things that truly are not compatible with the area.

Department of Public Works:

- Lack of infrastructure, flooding, enforcement, new land use master plan.

Guam Environmental Protection Agency:

- The impacts observed when properties undergo changes to zoning are the demand usually exceeds the capacity of the existing infrastructure and the coordination of public utilities to coordinate and integrate their CIP to meet short term and long term growth.

Bureau of Statistics and Plans:

- Utilities (I.e. water, power, sewer, roads)
- Social impacts-abutting property prices and additional activities associated with higher zones.
- Environmental

Department of Land Management:

- Any changes are viewed as either positive or negative. First, adjacent properties benefit depending on the nature of the zone change. For example, goods and services are easily obtained if a property is zone to "C"; if zoned for multi-family development, certain infrastructure that are required for the development may be available for other properties within the general vicinity of it. Certainly, a well-maintained development not only raises its own appraisal value, but will have an impact on other surrounding property value as well. The reverse is also true. A commercial building not maintained will degrade property values not

mention that it will probably promote the social ills of society and burden the government's ability to service or provide services to the area (i.e. police, fire, health, etc.)

Unknown:

- Land-owners failure to follow inclusive requirements such as maintaining dwelling densities.
- In cases where properties are zone changed to commercial and when such change is made it is desired based on locations (i.e. fronting major road ways), there is no regulation that directs the placement of accessory structures.
- Clear separation and distribution of zones is compromised.

Question 4: What tools (zoning maps, GIS, better laws, training, etc.) are needed for your agency to make better land use decisions?

Hagatna Restoration:

- GIS data
- Updated maps: Zoning, Land use, Infrastructure, Transportation, etc.
- Government "Plans": Master Plans, CIP Plans, Community Plans, etc.
- Computer hardware
- Computer software (i.e. AutoCAD, Arc View)
- Documented Standard Operating Procedures (digital/hard copies) for Agencies/Depts. In the Government of Guam, relative to Land Use
- Socio-Economic Data

Department of Parks and Recreation:

- Land use laws that reflect current conditions;
- Reliable database on land use development laws, rules, regulations, policies, procedures, etc., for the purpose of quickly assessing information, or for cross-referencing. Database must be accurate, updated and maintained.
- Training for all ARC members in land use development requirements, etc.;
- Training in the permitting process for the sake of consistency
- Updated zoning maps;
- Training in:
 - Law enforcement; HP staff was not included in the November 2004 Dept. of Justice Law enforcement training. Only one Park Ranger from the Parks division attended; HP staff is authorized by law to enter private property to conduct inspections.
 - Map reading;
 - "What is GPS?"
 - On-site agency practical GIS training-tailored for historic preservation;
 - Bi-monthly focus group meetings to discuss issues, concerns, matters, etc. relative to land use projects, permitting process, ARC, Federal Consistency, etc.

Department of Agriculture:

- The tools mentioned are all needed to facilitate good management decisions. GIS and training are very important, especially when there is turnover in staff and more experience staff leave the department. Possibly, periodic training on different topics would be beneficial. Good communication between agencies would go a long way to making better decisions. GIS system that integrates all the different layers of regulatory concerns would help tremendously. Besides using this for regulatory means, this system would be important in identifying areas for programs such as Safe Harbors, Land Improvement Programs, etc.

Department of Public Works:

- New land use laws, GIS with utility as-builts, internet permitting, and floodplain maps.

Guam Environmental Protection Agency:

- The tools needed for GEPA to make better land use decisions is the ability to obtain current, correct and concise information from other government data bases and the ability to track and document a permit or development from start to end.

Bureau of Statistics and Plans:

- Zoning Map, GIS, better laws, training.

Department of Land Management:

- Data capture
- Software programs that can convert and manage data.
- Making the data available

Unknown:

- Comprehensive GIS network capable of providing immediate and accessible-friendly information.

Question 5: What needs to be updated in order for Infrastructure agencies to plan for the future?**Hagatna Restoration:**

- Land Use Plan & Zoning
- Population projections
- Economic development plans & forecasts

Department of Parks and Recreation:

- Laws, regulations, studies, plans, policies, etc., that affect land use and the infrastructure.

Department of Agriculture:

- An update of the current population status is needed. Also, since the acquisition of the Chamorro Land Trust Commission most of Government of Guam property it would be beneficial to know where those lands are what plans is intended for them. Will the Chamorro Land Trust Commission be included in comprehensive land use plan?

Department of Public Works:

- As-built plans, highway master plan, GIS, Internet permitting, enforcement, floodplain maps.

Guam Environmental Protection Agency:

- The island wide land Use Master Plan has to be updated and coordinated with a Comprehensive master planning effort coordinated with infrastructure agencies to plan for the future.

Department of Land Management:

- Planning division needs to scan, input (data entry) or take whatever means necessary to capture the data contained in the application files stored within the division. These applications range from zone changes, conditional use, variances, miscellaneous actions and subdivision that impact on infrastructures. This action to capture the data is dependent on question 4 above.

Unknown:

- Zoning Map- Cadastre
- GIS layer plotting

Question 6: Does your agency's mandates conflict with other agencies' mandates in planning or reviewing projects?**Hagatna Restoration:**

- No

Department of Parks and Recreation:

- No. It supplements, augments and enhances other agencies' mandates. It contributes to proper land use planning as regards parks and historic properties.

Department of Agriculture:

- In the review process, we usually make the permit tee aware that permission or concurrence is required from other agencies. Different agencies have different jurisdictions and that concurrence from all is required prior to commencement of a project. To date, we have not experienced any conflict with the mandates of other agencies.

Department of Public Works:

- Yes, zoning law, interpretation of mandates and enforcement.

Guam Environmental Protection Agency:

- Sometimes the GEPA mandates conflict with other agencies' mandates such as economic development growth when the growth trend is uncontrolled or not sustainable.

Bureau of Statistics and Plans:

- Our agency mandate does not conflict with other, if anything, they compliment each other. Where we fall short, another agency or department has those mandated concerns etc...It's like a form of checks and balance.

Department of Land Management:

- No answer given

Unknown:

- DLM addresses conflicts per 21 GCA requirements.

Question 7: What are your agency's greatest institutional (lack of capacity, insufficient data, etc.) challenges to better land use planning? Please be specific.

Hagatna Restoration:

- Data from other agencies

Department of Parks and Recreation:

- Lack of staff;
- Updating data;
- Check data for accuracy;
- Complete reliance and confidence in retrieving digital data.

Department of Agriculture:

- The department is not aware of the intended goals of the plan. There probably has been a piece-meal approach to zoning and legislation of zoning. Will there ever be a situation when such a plan becomes the bible to land use practices on Guam without interference? Our agency's greatest institutional challenge to better land use planning is the Legislature's ability to alter zoning and long-term planning at will.

Department of Public Works:

- Lack of land use planning

Guam Environmental Protection Agency:

- The Agency's greatest institutional challenges to better land use planning are the lack of personnel, equipment, vehicles and inadequate data tracking and collection systems.

Bureau of Statistics and Plans:

- Insufficient data such as the lack of an updated zoning map. There many parcels that have been zone changed but yet to be incorporated on the existing zoning map.
- Need more direct interaction with the decision makers to get policy action to affect the change ahead of time instead of correcting situation after the fact.
- Obtaining GIS specific data in order to get a better model when making land use decisions.

Department of Land Management:

- Despite working with an old Comprehensive Plan, reliance on land use laws that are outdated, the incompatibility of stored data to be used in the Department's computer system or its unavailability, the lack of other agency/department's master plans and minimal inter governmental coordination and sharing of available data, PERSONNEL will be the greatest institutional challenge the Department will face. The current senior planners who have been with the Department and how had acquired vast institutional knowledge in the land use field for well over ten years will not be around much longer as a result of retirement and

perhaps, transfers. Their knowledge and experience will be lost if no new planners are hired soon so that they can be trained. What is the use of having all this data that no one can make sense of? Data is stagnant, people are dynamic!

Unknown:

- Updating source venue for institutional information.
- Continuity of precedence in interpreting laws, regulations and policies.

Question 8: Looking back 10 years, what are the greatest advances that the government has implemented towards better land management practices and policies?

Hagatna Restoration:

- Environmental awareness has increased

Department of Parks and Recreation:

- The implementation of the GIS;
- Better equipped in computer hardware and software to manage GIS for historic properties;
- More attentiveness and consideration in the permitting process;
- Establishment of the One Stop Permit Center;
- More awareness among federal and "state" agencies on regulatory responsibilities;
- BSP is more proactive; GCZM funding the needs of agencies.

Department of Agriculture:

- The implementation of Guam's marine preserves probably stands out as one of Guam's great accomplishments. These preserves illustrate how public acceptance can quickly restore the resources of this island. Similar establishment of laws for particular land uses, such as conservation and agricultural zones would be helpful.

Department of Public Works:

- Increased communications on permitting.

Guam Environmental Protection Agency:

- The greatest advances that the government has implemented towards better land management practices and policies is the initiation of automation technology such as GIS systems. The technology, software and hardware should be more widely used by the government. The other was the implementation of a one-stop center for permitting.

Bureau of Statistics and Plans:

- Implementing Clean Marina Policy
- Non-point source Pollution Policy
- Marine Preserves
- Coral Reef Initiative
- Clean water action plans
- Watershed protection

- Guam has more environmentally aware citizens than before.
- Growth of environmental clubs in the schools
- GIS advances in technology and the associated GIS data layers.

Department of Land Management:

- Establishment of Yard and Area Table by GEPA @ 1996
- I Tano Ta Land Use Master Plan (has since been repeated)
- Amendment to add §62108.1, Agricultural Subdivision Requirements to the Subdivision Law (a new section)
- The "push" to automate (not fully achieved) and the attempt to standardized data formats.
- Enactment of PL 25-130, 27-118 and 27-91. The intent of PL 27-91 was good, however, certain sections were ambiguous which lead GLUC in not implementing it.
- Reorganization (no fully realized)

Unknown:

- No answer given

Question 9: What does your agency want to achieve in the next 10-20 years?

Hagatna Restoration:

- Implementation of the "Hagatna Master Plan"
- Creation of the "Hagatna Historic District"
- Increased economic, social and tourism related activity, in the City of Hagatna.
- Awareness of the Hagatna Restoration & Redevelopment Authority and the Mission.
- Clean up Hagatna
- Resolve issues related to the Flood Zone & Flood Plain
- Create & implement programs for sustainability

Department of Parks and Recreation:

- Full cooperation and consideration from other agencies
- Consistent compliance with laws and regulations
- Comprehensive survey of historic properties
- Workable, enforceable and no room for misinterpretation of laws.

Department of Agriculture:

- Create conservation areas that are accessible to the general public and are showcases of Guam native flora and fauna. These areas would also meet the ecological need of the species. Rehabilitate conservation areas and private lands so that problems associated with erosion are ameliorated. Establishment of industrial free zones for the development of agriculture.
- Maintain the Marine Preserves as they show case Guam's coral reefs and provide stock for the fisheries.

Department of Public Works:

- To be a better partner in better land use planning, a quicker retrieval of data, modern permitting process and GIS partner.

Guam Environmental Protection Agency:

- Over the next 10-20 years, the Agency would like to achieve the following five environmental quality objectives. The following six systems management and planning initiatives should be implemented through various public-private partnerships over the next 5-10 years. These systems will be critical to realizing these long-term objectives and ultimately proving consistent and excellent service to the people of Guam.

Long-range Environmental Quality Objectives:

1. Achieve 30-50 percent solid waste diversion to recycling and other ecologically sustainable systems.
2. Achieve a 60-40 ration of ground to surface water production of drinking water use and waste by 30 percent.
3. Achieve condition whereby Guam has no listed impaired surface or ground water bodies
4. Achieve sustainable development, which are based on "smart growth principles" such as watershed based planning, effective use of limited land resources including a balance between urban expansion and open space, ecologically sound transportation, protection of natural systems including improvement of impaired resource and ecological areas, reduction and control of invasive species, and similar.
5. Achieve an integrated energy production system, which includes the use of alternate sources of energy (non-fossil fuel based) making up 20 percent of the total supply.

Mid-range Environmental System Initiatives:

1. Island-wide potable water system that provides clean and reliable drinking water to all sectors of the community, including the military.
2. Island-wide wastewater treatment and disposal system that utilizes the best available technology to protect human health and the environment.
3. Island-wide integrated solid and hazardous waste management system, which eliminates any significant negative impacts on our communities and visitor industry.
4. Island-wide watershed based storm water management and non-point source pollution control system to protect surface and ground water resources.
5. Updated Northern Guam Lens Study and Guam Water Resources Management Plan

6. Integrated energy production system with viable (economically and environmentally sustainable) alternative sources.

Bureau of Statistics and Plans:

- Government-wide implementation of GIS technology.
- Public outreach to enlighten people on environmental issues.
- Environmental consciousness
- More public participation in public hearings

Department of Land Management:

- Full automation
- A zoning code that closely meets the island's immediate, near term, intermediate and long-range needs; and such code must be flexible. This also implies that the subdivision code parallels and enhances the zoning code.
- Continual training of personnel relative to new technology
- Permanent Land Management home (building)
- Budget requests must be met for the Department consistently, e.g. what it asks, it gets (no short changing)
- The ability for DLM planners to do what they are supposed to do and that is to do "operational" planning not long range planning.

Unknown:

- Strategic planning
- Adopt best management practices

Question 10: What elements of planning are most effective? Ineffective?

Hagatna Restoration:

- Ineffective: Implementation

Department of Parks and Recreation:

- Plan implementation with procedures, policies, etc.-most effective
- Understanding the plan, the goals, etc.-most effective
- Too much discussion and nothing concrete to establish the way for action-most ineffective

Department of Agriculture:

- Effective:
 1. Communication
 2. Understanding the issues
 3. Cooperation
 4. Respect
 5. Protective measures and flexibility
 6. Public input and acceptance
- Ineffective:
 1. Using words that explode
 2. Confrontational

3. Arrogance
4. Lack of flexibility and protective measures
5. Lack of public input when altering the plan

Department of Public Works:

- No answer given

Guam Environmental Protection Agency:

- The elements of planning that are most effective are the initial strategizing of plans in committees. However, the follow up leadership, monitoring and enforcement aspect usually fall short of expectation when a collaborative effort is taken.

Bureau of Statistics and Plans:

- Most effective:
 1. Research
 2. Review
 3. Analysis
 4. Response
 5. Public Outreach and education
- Ineffective:
 1. Feedback from some agencies/departments
 2. Obtaining support from the 3 branches of government.

Department of Land Management:

- Effective:
 1. GLUC actions
 2. Land Use Laws enacted by the legislature
 3. Administration of land use law, its interpretation and implementation.
 4. Capturing of data at one-stop DPW.
- Ineffective:
 1. GLUC actions
 2. Land Use Laws enacted by the legislature
 3. Inter-intra governmental coordination, participation and data sharing
 4. Enforcement

Unknown:

- Data accessibility-ineffective
- Digital venue for research-ineffective
- Cadastral Map-ineffective

Question 11: What would you like to be discussed at this strategic planning workshop? (i.e. Un-zoned properties, landfill, legal non-conforming uses, historic preservation, etc.)

Hagatna Restoration:

- Collaboration, coordination, cooperation & consistency among government entities. i.e. respect & acknowledgement of other mandates and regulatory powers
- Elements of a Land Use Plan and its purpose
- Non-conforming issues
- Permitting process
- GIS: Its importance and the need for a common platform in the government
- Growth Management and effects of sprawl
- Public participation in the planning process
- Hagatna Restoration and Redevelopment Authority Master Plan.

Department of Parks and Recreation:

- Everything concerning the use of the land such as those mentioned above, including military use, recreational use, wildlife and forest conservation reserves, toxic waste dumping and disclosure laws for realtors and mortgage lenders.

Department of Agriculture:

- I would like to see an illustration of the current status of land-usage and how land-use was perceived when the original plan was created. Also, include information on graphs of population growth patterns.
- I would like to see the current holdings of the Chamorro Land Trust Commission and possibly the plans of how the lands are intended to be used. The department would like to be able to regain certain properties for land uses such as Conservation Lands, Agricultural, wetland improvements, etc.
- Military development of their lands and how much land deemed "refuge overlay" they intend to convert to development.
- What the repercussions are when compromising any of the land use plan through special legislation.
- What the overall goal of a land use plan is
- We need to explore and work toward some degree of flexibility in the plan. The plan has to be a living document.

Department of Public Works:

- All of the above. Future of new land use plans.

Guam Environmental Protection Agency:

- The agency would like to discuss landfill topics, storm-water management and perhaps landscaping requirements in addition to un-zoned properties, legal non-conforming uses and historic preservation

Bureau of Statistics and Plans:

- Landfill
- Un-zoned properties
- Legal non-conforming issues
- Setback variances-how are we going to deal with the many requests?
- Development over the Aquifer Recharge Area
- Enforcement and responsibilities of the various agencies/departments

- Historic Preservation
- Updating the zoning code
- Inclusion of useful portions of the I-Tanota Plan.

Department of Land Management:

- Who has authority to re-zoned, un-zoned properties? Specifically, returned ancestral lands.
- What land uses can or cannot be allowed on these lands?
- Military or federal activities that are in conflict with the Government of Guam's land use laws.
- External factors affecting land use laws, policies, infrastructures, economic funding-development (growth in general)
- Brief discussion or presentation of each agency/department's proposed plans, if any (e.g. near, short or long range plans) that may have an impact on land use. For example, DPW prepared a floodplain management ordinance, which involved land use actions. This Ordinance was not submitted to DLM for input and as a result, mitigation processes or procedures specified in the Ordinance are difficult to implement or follow.

Unknown:

- Disposition of Ancestral lands and CLTC land (currently under public lease) into zoning program.
- Military land uses and their affects on Government of Guam infrastructures.
- NIMBYs (Not In My BackYard projects)