

BUREAU OF PLANNING OVERALL PROGRAM DESIGN

FY'77-'79

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April 22, 1976

BUREAU OF PLANNING
GOVERNMENT OF GUAM
TERRITORY OF GUAM

OVERALL PROGRAM DESIGN

FISCAL YEARS
1977 - 1979

April 22, 1976

BUREAU OF PLANNING
OVERALL PROGRAM DESIGN

TABLE OF CONTENTS

	<u>Page</u>
Introduction.....	1
0100 Administration.....	2
0200 Planning Information System.....	4
0300 Land Use.....	8
0400 Transportation Planning.....	11
✓ 0500 Housing.....	14
0600 Open Space and Recreation.....	17
0700 Economic Development.....	19
0800 Governmental Organization and Management.....	22
0900 Human Resources Planning.....	25
1000 Community Facilities and Public Buildings.....	28

RELATED INFORMATION

1. Work Schedule.....	30
2. Inter-governmental Coordination.....	33
3. Citizen Participation.....	34

INTRODUCTION

The purpose of the Overall Program Design is to:

- Establish the basic long-range goals of the Territory of Guam, as envisioned by its people.
- Broadly state island-wide issues, problems, and opportunities related to those goals.
- Set forth priorities and scheduling of the technical and administrative work elements of an overall planning work program.
- Estimate the technical and administrative resources required to accomplish the overall program.

The OPD (Overall Program Design) is considered by the planning staff as a flexible tool which may be revised as necessary by changing priorities. The OPD also forms the foundation for the Bureau's annual work program.

Work Elements:

- .1 Day-to-day problem solving and personnel administration.
- .2 Coordinate planning and programs with other government agencies.
- .3 Evaluate planning activities.
- .4 Prepare and submit grant proposals.
- .5 Develop project management procedures.
- .6 Update overall program design.
- .7 Prepare and supervise implementation of the annual work program.
- .8 Assist in the formation of district advisory planning committees.

0102 INDIRECT COSTS AND SUPPORT

Objective: To provide the necessary support staff, materials, space and equipment to carry out the required planning functions.

Work Elements:

- .1 Clerical--type, file, prepare information needed by Bureau staff and Central Planning Council.
- .2 Maintain the library on planning studies pertaining to Guam.
- .3 Provide equipment, supplies, travel costs, office space, and utilities.

Issues, Problems, Opportunities

The Bureau of Planning has recognized a need by government agencies for ready access to reliable physical, social and/or economic information of a historical and current nature. At present, each governmental agency implements its planning research independently, often in isolation, and relies on its own data resources. Because of this and the lack of a central information and coordination system, collected information is often deficient in quality, detail, and scope. The result being repetitive planning research and inadequate data.

The practical realization of comprehensive planning is heavily dependent upon the implementation of functional projects. To assure that each project, as conceived within the Administration and/or Legislature, receives rapid and proper planning consideration, there is the need to establish a system which will gather, store, retrieve, and analyze data.

As the Government of Guam attempts to increase its per capita share of allocated federal funds, grants-in-aid programs will become more numerous. These programs make it increasingly difficult to compartmentalize federal and territorial planning resources and programs. As a result, inter-governmental cooperation in the development of a central information system will become a financial and practical necessity.

During FY 76, the major project was the compilation of Guam's Inventory of Planning Information. Other major goals of the process of compiling the inventory were identifying potential system users and their requirements and informing agencies of our plans and the potential of computerization as a planning and operational tool. During FY 77, our primary focus will be

the computerization of operations in functional agencies (Data Subsystem, System and Design Alternatives). Education of users and potential users (Work Element 0201.1), and standardization of data collection procedures (Work Element 0202.2) will be on-going low level activities. Work elements of the Analytic Subsystem, the Management Subsystem, and taking care of information needs not being met (Work Element 0201.2) will be addressed on an "as needed" basis.

GOALS

To design and implement a centralized Planning Information System and subsystems for the gathering, storage, retrieval and analysis of data.

To coordinate government planning research and data collection.

Program Subcategory

0201 THE USER SUBSYSTEM

Objective: To identify regular system users, their requirements, and governmental resources.

Work Elements:

- .1 Initiate and coordinate inter-governmental meetings to determine system users and use requirements; educate users in the potential advantages of data processing procedures.
- .2 Determine areas with information needs not currently being met, and areas of duplication in data collection. Coordinate with appropriate agencies.
- .3 Determine areas with current potential for computerization.

0202 THE DATA SUBSYSTEM

Objective: To identify the desirable content of the data base, design the required collection, programming, and storage operations, prepare the data in machine-readable format, tabulate data, and distribute it to users.

Work Elements:

- .1 Collect, computerize, and make available to the appropriate agencies data related to housing, land use, and any other areas identified in 0201.4.
- .2 Develop standard data collection procedures in areas where they are needed; coordinate the implementation with appropriate agencies.
- .3 Coordinate the development of an island-wide grid mapping system.

0203 THE ANALYTIC SUBSYSTEM

Objective: To develop the hard and software capacity to allow user access to the data base in order to ask questions, manipulate information, analyze patterns and generate taxonomic measures.

Work Elements:

- .1 Plan and develop alternative hard and software for the statistical analysis of data including correlation and regression analysis, factor and principle component analysis, calculation of statistical measures, temporal and spatial trend analysis, discrimination analysis, and estimation, as needed.
- .2 Plan and develop alternative hardware and software for classification and taxonomic measurement, as needed.
- .3 Plan and develop alternative hardware and software for modeling through simulation and impact analysis, as needed.
- .4 Plan and develop alternative hardware and software for forecasting and predictions, as needed.
- .5 Perform statistical analysis of data bases, as needed, in order to give planners information in a form they can use.

0204 SYSTEMS AND DESIGN ALTERNATIVES

Objective: To develop an appropriate model and systems for Guam's Planning Information System.

0205 THE MANAGEMENT SUBSYSTEM

Objective: To determine the system's level of use and the degree to which it will meet the requirements of system users.

Work Elements:

- .1 Determine organizational structure.
- .2 Identify resource requirements.
- .3 Develop the necessary design control.
- .4 Determine existing legal restraints.

0206 HOUSING AND LAND USE

Objective: Fulfill HUD's housing and land use requirements.

Work Elements:

- .1 Coordinate with the socio-economic section of the Bureau of Planning to ensure that the housing element preparation conforms to HUD's requirements.
- .2 Coordinate with the Coastal Zone Management Section of Bureau of Planning to ensure that the land use element preparation conforms to HUD's requirements.

0207 PROJECT ADMINISTRATION

Objective: Provide program supervision and direction, grant management, and handle personnel matters.

Work Elements:

- .1 Prepare and submit completion, evaluation and financial reports.
- .2 Prepare and submit the grant proposal for the following year.
- .3 Solve problems that arise in the implementation of the annual work program.
- .4 Deal with personnel matters.

Issues, Problems, Opportunities

Concern for land use problems developing in both urban and rural areas of the Territory have been expressed continually over the past years. Much of the concern is because of the scattered and unplanned development in rural areas.

A need has also been frequently expressed for greater coordination among governmental agencies with plans and administrative authority for land use development. Differences in agency requirements have often been a basis for controversy in the past.

It is the purpose of this program category to begin implementing a government-wide land use policy and planning process. The land use plan will contain recommendations regarding future land use and population distribution, identify gaps and deficiencies in existing plans, and recommend steps necessary to implement proposed policies so that the island may strengthen its land planning and administration process.

Two types of land use planning will be completed in FY 77. Guam's conceptual land use plan, as mandated by PL 12-200, designates all lands into four basic districts: urban, rural, agricultural, and conservation. Legislation to implement this land use plan has been prepared for introduction to the Guam Legislature. All preliminary designation within these four basic categories will be completed by FY 77.

The second type of land use planning is for critical areas. Approximately 24 geographical areas of particular concern has been identified and delineated on maps. These areas are particularly sensitive to certain types of development (e.g., aircraft noise zone, aquifer recharge, etc.) and performance standards are being developed to guide development in these areas.

GOAL

To prepare a land use element, including policies for implementation, which will guide the island's future land development.

Program Subcategory

0301 INVENTORY, ANALYSIS, AND EVALUATION OF EXISTING LAND USE

Objective: To develop an inventory of existing land uses, critical areas, and population distribution.

Work Elements:

- .1 Prepare island-wide maps showing existing land use, including transportation, major public facilities and physiography.
- .2 Prepare a quantitative distribution of present and future land use, population, and economic activities.

0302 COMPILATION AND EVALUATION OF EXISTING LAND USE PLANS

Objective: To identify, summarize, and assess existing land use plans.

Work Elements:

- .1 Prepare a compilation of existing land use plans, including their relationship to critical areas planning.
- .2 Prepare a property ownerships map to facilitate detailed zoning in the urban districts and the establishment of boundaries amont the remaining three districts.
- .3 Prepare a summary and analysis of existing land use plans and respond to this analysis in the Territory's Capital Improvements Program and Growth Policy.

0303 DEVELOPMENT OF AN ISLAND-WIDE LAND USE ELEMENT AND POLICY

Objective: To update Guam's existing master plan for land use.

Work Element:

- .1 Prepare issue and position papers pertaining to Guam's future physical development in the form of a capital improvement plan that provides an incentive through infrastructure planning and construction to guide intensive land uses into areas designated for urban use.
- .2 Formulate alternative growth policies and patterns for the island and recommend a policy to the Governor for official adoption.

3. Finalize a Critical Areas map and prepare legislation for performance standards to guide development within these areas.
4. Prepare a series of position papers on specialized land use problems and opportunities to resolve inter-departmental conflicts and isolated development problems.

Issues, Problems, Opportunities

Transportation problems are evident throughout Guam as well as other developing communities. Local problems often cited are streets, highways, public transit, airports, and harbors.

Highway transportation is mentioned most frequently. Territorial highway problems include deteriorating bridges and roadways, inadequate linkages between major activity centers, acute congestion, and high injury and fatality rates.

Public transportation facilities are non-existent. Elderly and low income residents will soon benefit from a limited public transportation service supported by federal funds. Residents from southern communities frequently need transportation to northern centers for government, health, and other services. Many workers would benefit from transit service.

A need for expanded airport facilities has also been mentioned. An international airport presently exists, but it has just begun its expansion program. The present airport's location within an urbanized area and its joint use character are continual points of controversy.

The port facility in Apra Harbor needs to be expanded and improved to meet greater demands placed on its strategic location as a transshipment center.

The Department of Public Works has formulated a comprehensive transportation plan for Guam Streets and Highways. It is now going through formal review and adoption procedures by the Government of Guam. The expansion plans for the Guam International Air Terminal have been received

and approved by the Central Planning Council and the Governor. Formal adoption by resolution of the Guam Legislature is scheduled by FY 77.

GOALS

To prepare a multiple systems transportation plan and related policies to assist the local government in developing Guam's transportation facilities.

To provide a means to plan and coordinate development of the Territory's transportation systems in a systematic, efficient, and ecological manner.

Program Subcategory

0401 HIGHWAYS AND BRIDGE LOCATION

Objective: To determine the most effective route system for surface transportaion.

Work Elements:

- .1 Adopt the Transportation Plan for Streets and Highways that was prepared by the Department of Public Works.
- .2 Establish liaison and coordination of island issues, needs, and opportunities with territorial and federal highway departments.
- .3 Assist the Division of Highway Planning in its continuing planning program of developing hard data and analyzing the social and economic impacts of its recommendations.

0402 AIRPORT DEVELOPMENT

Objective: To gain formal adoption of the GIAT Master Plan.

Work Elements:

- .1 Assist the Guam Airport Authority in future planning activities as outlined in its master plan.
- .2 Include airport expansion plans in Guam CIP planning process.

0403 PUBLIC MODES

Objective: To develop a public transit system that meets the needs of the elderly, low-income, and commuters.

Work Elements:

- .1 Review needs for public transportation of intra- and inter-community users and providers.
- .2 Formulate an island-wide public transportation policy.
- .3 Coordinate planning activities with relevant governmental agencies in recommending specific programs.

0404 PORT DEVELOPMENT

Objective: To develop a port plan and policy for the future development of Commercial Port.

Work Elements:

- .1 Coordinate territorial port planning activities with the Commercial Port Authority.
- .2 Compile, analyze, and prepare a summary of existing port needs, plans, and priorities.
- .3 Investigate the port's potential with specific reference to costs, funding, management, and expansion constraints and potentials.

Issues, Problems, Opportunities

The housing delivery process on Guam does not adequately provide quality housing opportunities for the segments of the population in the low and medium income brackets. While the 1970 Census determined that over 50% of the island's housing stock is substandard, the prevailing economic condition has reduced significantly the local housing industry's ability to replace the dilapidated housing. The entire construction industry on Guam is in a critical phase due to the tightness of money in the private sector and the absence of public financing for capital improvement projects. Currently, there is no comprehensive government policy or strategy to stimulate and coordinate available and potential resources to resolve the local housing problems.

The Bureau of Planning, in cooperation with several other agencies, is now in the process of evaluating the existing housing stock. An enumeration of all living units on Guam is complete. A sample survey, statistically significant at the district level, is currently underway. The inventory will provide the Bureau of Planning and other government departments with an up-to-date data base to determine existing housing conditions, needs, and problems.

Goal

To coordinate and develop an island-wide housing plan and program to provide adequate housing opportunities for all residents.

Program Subcategory

0501 DETERMINATION OF EXISTING HOUSING CONDITIONS, NEEDS, AND PROBLEMS

Objective: To determine the nature and extent of the island's current housing problems.

Work Elements:

- .1 Organize inter-departmental Task Force to develop coordinated approach in addressing Guam's housing problems.
- .2 Develop evaluation criteria for housing survey.
- ✓ .3 Assist in the analysis of existing housing conditions, needs, and problems of each district on island. Organize community citizen groups to provide input into analysis.
- .4 Prepare status report outlining existing housing conditions, needs, and problems. Status report to be updated annually under the direction of inter-departmental Task Force.

0502 DEVELOPMENT OF TERRITORIAL HOUSING PROGRAMS AND POLICIES

Objective: To prepare housing programs and policies which will provide adequate housing for all residents.

Work Elements:

- .1 Formulate policies for future housing programs and projects.
- .2 Coordinate and assist in the preparation of a territorial housing plan. Private enterprises, particularly the construction industry and the financial community, will participate in program formulation.
- .3 Establish joint public and private institutional commitment in the implementation of a housing plan.

0503 IMPLEMENTATION OF HOUSING PROGRAMS

Objective: To provide professional expertise to public and private institutions to support implementation of Guam's housing programs.

Work Elements:

- .1 Provide technical assistance in the preparation of applications for federal housing assistance.

- .2 Provide staff support to the Task Force, community citizen groups, private construction firms, and financial institutions to ensure program implementation.
- .3 Organize continuing public review of successes and failures of housing programs.
- .4 Participate in the decision making process for adjustments to housing programs to meet changing needs.
- .5 Recommend, when necessary, governmental structural reorganization to insure maximum citizen benefits of government housing programs.

Issues, Problems, Opportunities

The development of park and recreational facilities has been mentioned as a need by both private and governmental groups. Others have expressed concern for beautification, cultural facilities, seashore development, and historic site preservation.

Various territorial plans contain recommendations for recreation, open space and conservation, but these recommendations need to be coordinated and refined within the perspective of a comprehensive development program.

The purpose of this category is to develop an island-wide plan for open space, conservation, and recreation. It is intended that the planning process will study both facility and program needs. A set of standards will also be developed.

Both the territorial recreation plan and historic preservation plan are now underway in the recently created Department of Parks and Recreation. The Bureau of Planning is supporting this functional planning effort by providing base data and other planning and technical assistance. As soon as the elements are complete, the Bureau will sponsor them through the formal procedures for plan element adoption.

GOAL

To develop an island-wide plan for open space, recreation, and conservation, and historic preservation that is consistent with the needs of residents.

Program Subcategory

0601 TERRITORIAL OPEN SPACE AND RECREATION ELEMENT

Objective: To develop a planning element and program for the effective and orderly development of open space and recreational facilities.

Work Elements:

- .1 Compile, analyze, and update existing recreational plans.

0602 TERRITORIAL HISTORICAL PRESERVATION AND CONSERVATION ELEMENT

Objective: To develop a conservation and a preservation element which will coordinate and manage the development of unique conservation areas and sites having historical significance.

Work Elements:

- .1 Inventory, existing data and studies related to historical and environmentally sensitive areas noting gaps and deficiencies.
- .2 Analyze existing information on marine waters, estuaries, drainage basins, coastal zones, historic sites, etc. to delineate the boundaries of environmentally sensitive areas.
- .3 Identify and analyze local and federal laws and ordinances pertaining to preservation and conservation areas.
- .4 Determine national and island-wide goals, objectives, problems, issues, and priorities concerning conservation historic areas.
- .5 Inventory, map, and categorize existing uses within historic environmentally sensitive areas.

0603 DEVELOPMENT OF FACILITY STANDARDS

Objective: To prepare standards for the development of open space, conservation, and recreation facilities.

Work Elements:

- .1 compile local and national standards for facilities and programs on open spaces, recreational, and historic areas.
- .2 Prepare standards in cooperation with local departments and agencies with line responsibilities in the construction and maintenance of such facilities.

Issues, Problems, Opportunities

Several public issues have been raised during the past years directed at Guam's economic development and its opportunities. Much of this concern has centered on unemployment and underemployment of island residents, civilian job reductions at military facilities, major declines in government revenues, the need to diversify the island's limited economic base, political status, the need to develop Guam's tourism and agricultural potentials, and the need for financial capital for public improvements.

The purpose of this functional category is the development of an island-wide effort to enhance the overall economic position of the Territory. Local emphasis will be placed upon the development of island-wide economic development strategies, models, and indicators (e.g., Gross Island Product). Central planning personnel will work closely with existing agencies to develop methods for maintaining full employment, establishing increased employment stability, promoting industrial expansion and growth and developing new sources of financial capital.

GOALS

To develop policies, plans, and programs which will enhance and diversify Guam's economic base.

To assist the Territory in furthering its potentials for sound economic development while maintaining its environmental and cultural amenities.

Program Subcategory

0701 INVENTORY TERRITORIAL GOALS, PRIORITIES, AND POTENTIALS

Objective: To prepare an inventory and conceptual framework from which to develop alternative economic strategy recommendations.

Work Elements:

- .1 Design and initiate a goal-policy-priority formulation process.
- .2 Compile and analyze pertinent social, economic, and fiscal background data required to identify and formulate economic goals, policies, and priorities.
- .3 Prepare a summary of economic potentials, constraints, goals, and priorities noting gaps and deficiencies in existing information and considerations.

0702 DEVELOP AN ECONOMIC MODEL AND INDICATORS

Objective: To prepare an economic model and appropriate indicators of Guam's economic system.

Work Elements:

- .1 Establish a theoretical structure to develop a model of Guam's economic system.
- .2 Establish relevant Gross Island Product and Income Product series as input to the model.
- .3 Assist in the establishment of a system for gathering, compiling, and analyzing contemporary economic data for use in decision making.
- .4 Assist other governmental and non-governmental agencies in developing and maintaining basic economic data.
- .5 Develop pertinent social and economic projections and indices for development planning.

0703 EVALUATE CURRENT AND FUTURE CAPITAL IMPROVEMENT PROJECTS

Objective: To determine the impact of public and private capital improvement projects on employment and incomes.

Work Elements:

- .1 Identify areas for potential capital investment which would result in significant employment.
- .2 Identify areas of potential capital investment which would result in improved skills in the labor force and higher incomes.
- .3 Create a system of project appraisal based on cost vs. benefits.
- .4 Assist in the development and implementation of a comprehensive capital improvements program.

0704 DEVELOP ISLAND-WIDE ECONOMIC DEVELOPMENT STRATEGIES

Objective: To prepare an economic development strategy for Guam which formulates economic goals, policies, priorities, and recommendations.

Work Elements:

- .1 Conduct or coordinate development studies on several areas of the economy to include tourism, finance, agriculture, commerce, and other areas.
- .2 Determine the development responsibilities of each economic development agency and organization.
- .3 Analyze, evaluate, and recommend alternative island-wide strategies to enhance Guam's economic base.

0705 IMPLEMENT ECONOMIC DEVELOPMENT STRATEGIES

Objective: To provide technical expertise for the practical implementation of adopted strategies.

Work Elements:

- .1 Provide technical assistance in implementing economic development strategies and policies.

0706 ECONOMIC DEVELOPMENT PROBLEM SOLVING

Objective: To provide a professional staff to assess the impacts of various economic trends and developments and to prepare alternative positions concerning such developments.

Work Elements:

- .1 Work with business, industry, finance, and government institutions to assist in alleviating problems which effect Guam's economic growth.
- .2 Conduct impact studies and revise studies of business, government, and military current activities and future plans.
- .3 Identify and analyze federal laws and policies affecting Guam's economy.
- .4 Assist in the development of a growth policy.
- .5 Develop a system of economic development program evaluation to determine continuation or program revision.

Issues, Problems, Opportunities

The Comprehensive Development Act of 1975 established the Bureau of Planning to develop a comprehensive planning process to formulate a Territorial Master Plan and to coordinate functional and project planning activities within line departments and commissions. At present, few of the government's functional departments have been able to develop an adequate planning capability.

The number of governmental personnel who have training and/or experience in planning is small; and there are only a few government employees now enrolled in academic planning programs. Considering the limited number in training and the difficulty of off-island recruiting for planning positions, the number of adequately trained and experienced personnel will probably not meet required needs for the next few years.

It is the purpose of this program category to assist each functional governmental agency in assessing its planning responsibilities and developing its staffing requirements, planning program, and budget; to assist in developing and implementing training programs; and to promote inter-governmental coordination and cooperation. Towards this end, the Bureau has been strengthening functional planning through several approaches:

1. The Planning Information Inventory, a product described in Category 0200 of this OPD, will be a valuable resource to all planning efforts on Guam. This Inventory is a ready reference and directory to basic and, in some cases, detailed planning data for use by general and program planning staffs.

2. The Bureau developed a series of inter-departmental agreements to coordinate and effectively distribute planning responsibilities among functional planning agencies, such as Public Works, Guam Environmental Protection Agency, Guam Housing and Urban Development, etc. These arrangements help to get the most planning from the Government's limited resources.
3. Certain types of basic planning data have been developed and made available to functional planning programs. This data includes population statistics and projections, street atlas, orthophoto maps of Guam, and housing and employment statistics.

GOALS

To develop adequate planning capabilities within each of the functional agencies staffed with appropriately trained personnel.

To promote inter-governmental cooperation and coordination.

Program Subcategory

0801 EVALUATE EXISTING FUNCTIONAL PLANNING PROGRAMS

Objective: To assess the planning capability of each functional department and commission.

Work Element:

- .1 Inventory the present planning activities and responsibilities of each agency and develop inter-department agreements where necessary.
- .2 Prepare a summary of the government's present functional and project planning capability.
- .3 Assist functional agencies in determining and meeting their planning and staffing needs.

0802 PERSONNEL TRAINING AND DEVELOPMENT

Objective: To provide Guam's overall planning organization with adequately trained and experienced personnel.

Work Elements:

- .1 Develop proposals for inter-governmental training programs.
- .2 Coordinate seminars, workshops, and training programs to develop staff expertise and support off-island training of staff.

0803 INTER-GOVERNMENTAL COOPERATION

Objective: To promote departmental coordination and cooperation.

Work Elements:

- .1 Utilize departmental personnel in updating the Bureau of Planning's "Overall Program Design."
- .2 Continue to provide coordination and liaison between the Bureau and the various line agencies.
- .3 Continue to provide technical assistance to line agencies for the implementation of their planning programs, emphasizing the use of valid data and planning information.

Issues, Problems, Opportunities

A primary concern of the Bureau of Planning revolves around the adequacy of existing health and social service programs. The government recognizes its people as its primary resource. The ill, elderly, poor, unemployed and underemployed, the dropouts, and the offenders are the primary beneficiaries of the government programs in the health and social service areas.

Several public and private institutions presently provide services to these groups. The Bureau of Planning's role is to provide planned and coordinated programs to continually improve the quality and scope of the health and social service programs provided to the people of Guam. Concurrently, the Bureau of Planning recognizes the need to involve citizens in the development and continuing evaluation of these programs.

GOAL

To provide a planned and coordinated approach in the delivery of health and social services to the community, particularly to the disadvantaged segments of the population.

Program Subcategory

0901 LAW ENFORCEMENT PLANNING

Objective: To develop a law enforcement and criminal justice planning and coordinating process to insure an equitable administration of Guam's public safety programs.

Work Elements:

- .1 Develop an inventory of existing law enforcement and criminal justice plans, programs, and priorities.

- .2 Determine needs for program expansion, reduction, or development.
- .3 Establish citizen groups to evaluate law enforcement and criminal justice policies.
- .4 Provide liaison and technical assistance to appropriate agencies in the preparation of law enforcement and criminal justice plans and programs.

0902 COMPREHENSIVE HEALTH PLANNING

Objective: To provide the necessary planning and coordination in the development and implementation of a comprehensive health services delivery system.

Work Elements:

- .1 Develop an inventory of existing health plans, programs, and priorities.
- .2 Determine needs for program expansion, reduction, or development.
- .3 Establish citizen groups to evaluate health plans, programs, and policies.
- .4 Provide liaison technical assistance to appropriate agencies in the preparation of health plans and programs.

0903 SOCIAL SERVICES FOR ELDERLY AND LOW INCOME

Objective: To provide the necessary planning and coordination in the development and implementation of social services programs for the elderly and low income.

Work Elements:

- .1 Develop an inventory of existing plans, programs, and policies concerning the delivery of social services to the elderly and low income.
- .2 Determine needs for program expansion, reduction, or development.
- .3 Establish citizen groups to evaluate social service plans, programs, and policies.
- .4 Provide liaison and technical assistance to appropriate agencies in the preparation of social service plans and programs.

0904 EDUCATION SERVICES/FACILITIES PLANNING

Objective: To provide the necessary planning and coordination in the development and implementation of the island's education programs.

Work Elements:

- .1 Develop an inventory of existing education plans, programs, and priorities.
- .2 Determine needs for program expansion, reduction, or development.
- .3 Establish citizen groups, to evaluate education plans, programs, and policies.
- .4 Provide liaison and technical assistance to appropriate agencies in the preparation of education plans and programs.

0905 MANPOWER DEVELOPMENT

Objective: To provide the necessary planning or coordination process to ensure the development and implementation of a comprehensive manpower program.

Work Elements:

- .1 Develop an inventory of existing manpower plans, programs, and priorities.
- .2 Determine training and development needs for program expansion, reduction, or development.
- .3 Establish citizen groups to evaluate manpower plans, programs, and policies.
- .4 Provide liaison and technical assistance to appropriate agencies in the preparation of manpower training and development plans and programs.

Issues, Problems, Opportunities

Major concern has been expressed at many of the Governor's village meetings on the inadequacy of Guam's existing water, sewerage, telephone, and power systems. The Southern portion of the island is particularly affected by frequent water and power outages, contaminated water, poor communications, and inadequate sewage disposal systems.

The purpose of this category is to provide coordination and professional assistance to government agencies as they implement their functional planning responsibilities and attempt to improve the delivery of community services to island residents. Special emphasis in this category will result in a Capital Improvements Plan and a CIP planning process.

GOALS

To coordinate and assist line departments in their efforts to improve the quality of community services and facilities and the development of a capital improvements planning process.

Program Subcategory

01001 COMMUNITY FACILITIES

Objective: To coordinate and assist in the development of adequate water, sewerage, solid waste, power, telephone, etc. plans and improvement programs.

Work Elements:

- .1 Survey and inventory government agencies to determine the adequacy of existing service systems and planning efforts.
- .2 Compile, review, and summarize existing data and studies.
- .3 Identify and attempt to resolve inter-governmental conflicts pertaining to the development and delivery of services.

01002 CAPITAL IMPROVEMENT PLANNING

Objective: To coordinate and assist in the development of a Capital Improvement Planning Process.

Work Elements:

- .1 Identify government departments with authority to plan and construct public infrastructure.
- .2 Collect data, analyze, and evaluate existing conditions and needs for major public buildings and infrastructure.
- .3 Develop an ongoing dialogue among CIP related agencies and coordinate their infrastructure plans to reflect Guam's growth policies and support.

U.S. Department of Housing & Urban Development
 Comprehensive Planning Assistance Program
 Overall Program Design--Work Schedule

NO.	CATEGORY/SUBCATEGORY	FY 1977 QUARTER			
		1st	2nd	3rd	4th
0100	ADMINISTRATION				
	0101 Program Planning and Coordination	-----			
	0102 Indirect Costs	-----			
0200	PLANNING INFORMATION SYSTEM				
	0201 The User Subsystem		-----		
	0202 The Data Subsystem	-----			
	0203 The Analytic Subsystem	-----			-----
	0204 Systems & Design Alternatives	-----			-----
	0205 The Management Subsystem			-----	
	0206 Housing and Land Use	-----			
	0207 Project Administration	-----			
0300	LAND USE				
	0301 Inventory, Analysis, and Evaluation of Existing Land Use	-----			
	0302 Compilation & Evaluation of Existing Land Use Plans	-----			
	0303 Development of Island-Wide Land Use Element & Policy	-----			
0400	TRANSPORTATION PLANNING				
	0401 Highways & Bridge Locations	-----			
	0402 Airport Development	-----			
	0403 Public Modes	-----			
	0404 Port Development	-----			

BUREAU OF PLANNING
FISCAL YEAR 1977 - 1978 - 1979

U.S. Department of Housing & Urban Development
Comprehensive Planning Assistance Program
Overall Program Design--Work Schedule

NO.	CATEGORY/SUBCATEGORY	FY 1977 QUARTER				FY 1978 QUARTER				FY 1979 QUARTER			
		1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th
0100	ADMINISTRATION												
	0101 Program Planning and Coordination	-----				-----				-----			
	0102 Indirect Costs	-----				-----				-----			
0200	PLANNING INFORMATION SYSTEM												
	0201 The User Subsystem		-----				-----						
	0202 The Data Subsystem	-----				-----				-----			
	0203 The Analytic Subsystem	-----			-----				-----		-----		-----
	0204 Systems & Design Alternatives	-----	-----		-----				-----		-----		
	0205 The Management Subsystem			-----									
	0206 Housing and Land Use	-----				-----				-----			
	0207 Project Administration	-----				-----				-----			
0300	LAND USE												
	0301 Inventory, Analysis, and Evaluation of Existing Land Use	-----						-----				-----	
	0302 Compilation & Evaluation of Existing Land Use Plans	-----						-----				-----	
	0303 Development of Island-Wide Land Use Element & Policy	-----				-----				-----			
0400	TRANSPORTATION PLANNING												
	0401 Highways & Bridge Locations	-----	-----					-----				-----	
	0402 Airport Development	-----	-----					-----				-----	
	0403 Public Modes	-----	-----					-----				-----	
	0404 Port Development	-----	-----					-----				-----	

BUREAU OF PLANNING
FISCAL YEAR 1977 - 1978 - 1979

U.S. Department of Housing & Urban Development
Comprehensive Planning Assistance Program
Overall Program Design--Work Schedule

NO. CATEGORY/SUBCATEGORY	FY 1977 QUARTER				FY 1978 QUARTER				FY 1979 QUARTER			
	1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th
0500 HOUSING												
0501 Determination of Existing Housing Conditions, Needs, & Problems												
0502 Development of Territorial Housing Programs & Policies												
0503 Implementation of Housing Programs												
0600 OPEN SPACE & RECREATION												
0601 Territorial Open Space & Recreational Element												
0602 Territorial Historic Preservation and Conservation Element												
0603 Development of Facility Standards												
0700 ECONOMIC DEVELOPMENT												
0701 Inventory Territorial Goals, Priorities, & Potentials												
0702 Develop an Economic Model and Indicators												
0703 Evaluate Current & Future Capital Improvements Projects												
0704 Develop Island-Wide Economic Development Strategies												
0705 Implement Economic Development Strategies												
0706 Economic Development Problem Solving												

BUREAU OF PLANNING
FISCAL YEAR 1977 - 1978 - 1979

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		1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th
0800	GOVERNMENTAL ORGANIZATION & MANAGEMENT												
	0801 Evaluate Existing Functional Planning Programs												
	0802 Personnel Training & Development												
	0803 Inter-Governmental Cooperation												
0900	HUMAN RESOURCES PLANNING												
	0901 Law Enforcement Planning												
	0902 Comprehensive Health Planning												
	0903 Social Services for Elderly and Low Income												
	0904 Education Services/Facilities Planning												
	0905 Manpower Development												
1000	COMMUNITY FACILITIES & PUBLIC BUILDINGS												
	1001 Community Facilities												
	1002 Capital Improvement Planning												

INTERGOVERNMENTAL COORDINATION

As conceived, Guam's overall planning system will consist of two operational components: comprehensive planning and coordination, and functional and project planning. Comprehensive planning and coordination will be implemented through the Bureau of Planning, and functional and project planning through each of the agencies of government. In order to incorporate functional plans and programs into a comprehensive framework and to assure quality planning results at both levels, it has been recognized locally that inter-governmental coordination is a necessity.

To ensure inter-governmental coordination, Section 62014 of the Comprehensive Development Act directed that:

All agencies, departments, boards, commissions, and other instrumentalities of the Territorial government shall review their present statutory authority, administrative regulations and current planning policies and procedures to determine whether there is any duplication, any deficiencies or inconsistencies therein which prohibit or tend to prohibit full accommodations between them and the purposes and provisions of this Chapter and shall propose to the Council each January such measures as may be necessary to bring their planning authority and policies into conformity with the intent, purposes, and procedures set forth in this Chapter. All master plans, development plans, long-range plans, and the like prepared by public agencies, will be required to be submitted to the Council for processing as part of the comprehensive planning program. Emphasis will be placed on the continuing nature of the comprehensive plan program rather than a final completion of a single plan. The Council may assign, with concurrence of the director or head of agency involved, planning staffs or portions thereof of staff or line agencies who shall prepare portions of the plan under the supervision of the Director of Planning.

In addition, it is the present intention of the planning staff to continue inter-governmental meetings to inventory all departmental planning activities and to develop dialogue in preparing the Bureau's and the government's planning work programs.

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CITIZEN PARTICIPATION

Plan Development

The Comprehensive Development Act (Section 62013 [D]) encourages,

"the establishment of advisory committees from the village commissioners, legislative staff officers and the collective civic organizations, which Advisory committees will organize at their own discretion and meet on their own initiative or at the request of the Council."

It is the present plan of the planning staff to initiate the formation of advisory planning committees in each of Guam's 19 municipalities. Following formation, the Bureau will provide technical assistance.

Plan Review and Adoption

Statutory procedures for the review and adoption of the Comprehensive Development Plan are specified in Sections 62015 and 62016 of the Comprehensive Development Planning Act. These sections have been copied from the law and placed below:

Section 62015. Plan Review. Comprehensive Plan Elements, prepared by the various public agencies, will be submitted to the Council for review. Following recommendation by the Council, Plan elements will be transmitted to the Territorial Planning Commission (hereinafter called TPC) for public hearing and subsequent transmittal to the Governor by the TPC with a summary of public hearing testimony and TPC recommendations.

Section 62016. Plan Adoption. Comprehensive Plan elements received by the Governor from the TPC may be approved, disapproved, or referred to the Council for further recommendation prior to approval. Following approval by the Governor, Plan elements shall be submitted to the Guam Legislature for adoption by resolution.

Bureau of Planning Activities

The Bureau of Planning is actively soliciting citizen participation in the Comprehensive Planning Process. The Bureau utilized a recent series of island village meetings to open the goals formulation process to the citizens of Guam. Public participation is also solicited through the newspaper, television, and radio stations of Guam.

Every program administered by the Bureau will involve citizen participation in the development of policies and plans, and citizen groups and task forces will be formed to evaluate plans and programs during implementation. This participation is ensured by the Central Planning Council review of proposed plans, and the requirement that public hearings be held as part of the plan element adoption process.