

AN INITIAL ASSESSMENT
OF THE
1973 LAND USE SURVEY

November 2, 1974

BUREAU OF PLANNING
GOVERNMENT OF GUAM
P.O. BOX 2950
AGANA, GUAM 96910

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I. Situation Analysis

a. Objective

The objective stated below is the objective of the Land Use Survey as a study that would provide a portion of the entire data necessary for the formation of a physical environment plan for Guam.

Objective of the Study

To establish generalized areas of use within an urban, rural agriculture, conservation and resort context.

b. Survey Methodology

In order to get a complete picture of the general use of land, the following data were found to be necessary:

- | | |
|----------------------|-----------------------------|
| 1. Municipality | 9. Building Condition |
| 2. Ownership | 10. Zoning |
| 3. Lot Number | 11. Primary Use |
| 4. Land Area | 12. Accessory Use |
| 5. Building Area | 13. Grid No. |
| 6. Building Value | 14. Exemptions |
| 7. Number of Stories | 15. Document or Certificate |
| 8. Building Class | of Title No. |

These data were gathered from researches made in Land Management and Revenue & Taxation. Basic lot number, land area, and owners were obtained from Land Management. Other descriptive elements of the structures found on the lot were gathered from Revenue & Taxation. For missing or questionable information, field inspection was necessary for actual assessment of the property. At the end, a complete list of lots and structures found on that lot would be drawn making up a district and ultimately the island of Guam.

c. Progress of the Study

At the time this project was being assessed, nine districts were completed (in 12 months time), four districts halfway completed (in 6 months). Six more districts were untouched.

For the results of the entire survey to come out in a finish form, usually in an IBM printout, the following process was involved:

1. Gathering of data from Land Management and Revenue & Taxation
2. Occasional field inspection
3. Programming the data gathered
4. Key punch operation
5. Verifying the printout

Except for the programming of the collected data and occasional field inspection, a total of 12,000 documents went through steps 1, 4 and 5.

II. Assessment Procedure

A. Introduction

Planning in a layman's language is to avoid waste, to make the most use of the limited supply. There are different types of planning, depending on what goals a country may wish to accomplish. A country may seek to improve the per capita income, increase gross national product, improve balance of payments and many others. Each type of planning requires different approaches and of course different sets of data. For the data being gathered and studied, all efforts direct towards a land use planning. As mentioned before, results of this survey will form part of what is known as the Physical Environment Plan for Guam. To define this type of planning, allow me to lift a line from a study entitled, Methodology of the Analysis of Residential Neighborhoods, p.12, which states "that will be necessary to maximize the assets of the neighborhood and minimize its liabilities." In other words, to make the most use of the physical attributes of the land and to minimize waste.

There is a need for a complete and general picture of the present land characteristics or features and potentials. To supply this general picture, different studies would have to be conducted. The following is a breakdown of the necessary information that can help give a good "picture" of the present land status - good enough as a sound basis for effective planning.

1. Compilation of data on physiographic features, mapping the urban setting
2. The Land Use Survey
3. The Vacant Land Survey
4. Hydrological and Flood Potential Study
5. Structural and Environmental Qualities Survey
6. Cause-Revenue Studies of Land
7. Land Value Studies
8. Studies of Static Features of the Urban Area
9. Studies of Public Attitude and Preferences regarding Land Use

From the different elements or variables used in the Land Use Survey, the data that can be generated from this study will supply information for studies 2, 3, 7 and partly number 5.

B. Points of Assessment

The following major parts of the survey will be considered in the assessment: (1) Objectives of the Study (2) Survey Methodology. The assessment would be presented in a question and answer form.

1. Objectives:

Question: Is the research objective consistent with the planning program?

Answer : The planning which includes the land use master plan requires some kind of a study that would supply a complete picture of the present land use on Guam. The objectives of the research then is very much in line with the planning program as the land use survey would provide the base data for the planning programs.

2. Research Methodology:

Questions: Is the survey methodology so designed to meet the objectives?

Could there have been other ways of realizing the objectives?

Answer : The state in which records are kept at the source data (meaning Land Management and Revenue & Taxation) and considering other constraints such as budget and staffing, it appears that the methodology now enforce seem to be appropriate. Yet there may be some room left for improving the research methodology. Now that the "virtues" and "weaknesses" of the source data may have surfaced, a thorough examination of the methodology may improve the rate at which the information are being collected.

C. Validity of Statistics Collected

To measure the validity of the statistics obtained, a sample of the entire statistics gathered was drawn. This sample went through the same operation to check or verify the statistics on the printout.

The total number of entries (meaning each line of information in a printout page) was considered as the universe. To insure effectivity of the sample, a sampling frame of ten percent of the size of the universe was used. Approximately 1,200 documents were verified. Results show that there is 3 percentile error in the statistics gathered. A percentile error anywhere between 1 to 5 percent insures a high degree of confidence in the data gathered.

D. Evaluation of the data gathered:

So far the data accumulated are the exact data necessary for the Land Use Survey. There are only two weaknesses I wish to point out:

1. The very rapid changes made in the record both in Land Management and Revenue & Taxation, so rapid that by the time the study is ready for use, a major adjustment may be required to update the information.

2. The land values are far below the realistic market value. Determining the land value is necessary to know whether a certain plan for a place is economical or not. Now, if we do not have values that are at least close to estimates, it may defeat the purpose of its existence.
3. Field inspection of properties without proper interview of the owner, may not give the desired results.

E. Conclusion

Considering the rate at which land price is going, the population growth and the availability of land for private and public use, the need for land use master plan is beyond doubt. The different studies that would serve as a foundation for the land use master plan is therefore of great necessity.

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